

Implementation of Tribal Sub-plan (TSP) Strategy: Impact on Livelihoods of Tribals In Andhra Pradesh

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RESEARCH UNIT FOR LIVELIHOODS AND NATURAL RESOURCES

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Foreword

The Centre for Economic and Social Studies (CESS) was established in 1980 to undertake research in the field of economic and social development in India. The Centre recognizes that a comprehensive study of economic and social development issues requires an interdisciplinary approach and tries to involve researchers from various disciplines. The Centre's focus has been on policy relevant research through empirical investigation with sound methodology. Being a Hyderabad based think tank, it has focused on, among other things, several distinctive features of the development process of Andhra Pradesh, though its sphere of research activities has expanded to other states as well as to issues at the nation level.

The Research Unit for Livelihoods and Natural Resources (RULNR) was established in the CESS in the year 2008 with financial support of Jamsetji Tata Trust. The core objectives of the RULNR are to conduct theoretical and applied research on policy relevant issues on human livelihoods and natural resource management, especially in areas related to river basins, forest and dryland ecosystems and to provide an effective platform for debates on policy relevant aspects for academicians, policy makers, civil society organizations and development practitioners. RULNR intends to adopt a multi-disciplinary approach drawing on various disciplines such as ecology, economics, political science, and social anthropology.

The present monograph titled "Implementation of Tribal Sub-Plan (TSP) Strategy: Impact on Livelihoods of Tribals in Andhra Pradesh" by Palla Trinadha Rao, M. Gopinath Reddy and Jos Chatukulam undertaken under RULNR-CESS Research Programme attempts to track the financial allocations of TSP funds from the planned budget of the state during 2002-11 and examines the expenditure pattern. The study brings out failure in allocation of adequate funds against mandatory provision from state outlays and that even allocated funds are not fully utilized. The authors select two districts as case studies in order to capture impact of TSP on livelihoods of tribals in the state. The authors confirm the generally held believe that there is considerable diversion of funds meant for the tribal development. They provide several examples to show that TSP funds do not achieve the envisaged objectives.

The authors argue for a comprehensive legislation so that unspent amount in a year is available in the subsequent year for tribal development without diversion. They also

advocate for greater involvement of Panchayat Raj Institutions in planning and approval process of the schemes and the budget.

I hope that this monograph would contribute to the ongoing attempt to redesign the TSP strategy so that it helps in improving the livelihood of the tribal population.

Manoj Panda
Director, CESS

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Acronyms and Abbreviations:

BE	:	Budget Estimate
BPL	:	Below Poverty Line
CDA	:	Community Development Approach
Cr.PC	:	Criminal Procedure Code
CSS	:	Central Sector Scheme
CSTC	:	Central Standing Tripartite Committee
DTG	:	Dispersed Tribal Group
FDC	:	Finance and Development Corporation
GCC	:	Girijan Cooperative Corporation
GDA	:	Girijan Development Agency
GO	:	Government Order
GoI	:	Government of India
HYV	:	Hybrid Variety
IKP	:	Indira Kranthi Pathakam
IMR	:	Infant Mortality Rate
ITDA	:	Integrated Tribals Development Agency
ITDP	:	Integrated Tribal Development Projects
MNREG	:	Mahatma Gandhi National Rural Employment Guarantee
MADA	:	Modified Area Development Approach
NABARD	:	National Bank for Agriculture and Rural Development
NDC	:	National Development Council
NSS	:	National Sample Survey
PESA	:	Panchayat Raj Extension to Scheduled Areas
PESA Act	:	Panchayat Extension to Scheduled Areas Act
PO	:	Project Officer
PMGSY	:	Prime Minister Grameena Sadak Yojana
PRD	:	Panchayat Raj Department
RIDF	:	Rural Infrastructure Development Fund
PTG	:	Primitive Tribal Group
RIAD	:	Remote and Interior Areas Development
RE	:	Revised Estimate
RKYY	:	Rajeev Krishi Yuva Yojana
RTI	:	Right to Information
SC	:	Scheduled Caste
SCA	:	Special Central Assistance
SCSP	:	Scheduled Caste (Component) Sub Plan

SLSTC	:	State Level Standing Tripartite Committee
SMPTB	:	Special Multipurpose Tribal Blocks
SMTDP	:	Special Multipurpose Tribal Development Projects
ST	:	Scheduled Tribe
SWD	:	Social Welfare Department
TCRTI	:	Tribal Cultural Research & Training Institute
TDA	:	Tribal Development Agency
TDB	:	Tribal Development Blocks
TDD	:	Tribal Development Department
TPMU	:	Tribal Project Management Unit
TRIMCO	:	Tribal Mining Cooperative Societies
TRIPCO	:	Tribal Power Companies
TSP	:	Tribal Sub-Plan
TWD	:	Tribal Welfare Directorate
UT	:	Union Territories
VO	:	Village Organisations
VSS	:	Vana Samrakshana Samithi
VTDA	:	Village Tribal Development Authority
WPR	:	Work Participation Rate

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Authors

CHAPTER - I

1. 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. Special emphasis needs to be laid on the formulation of appropriate programs and adaptation of the existing programs".

The decline in the financial allocations and the tardy implementation of tribal development programs 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 tribals 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.

"The TSP mechanism has become routine and humdrum. In most states, it has become a loose agglomeration of schemes prepared by line departments and is driven more by departmental priorities than by thrust on the development of tribals and tribal areas." The norms of different schemes are not adjusted to the demographic, ecological and socio-economic specificities of tribal people and tribal areas -**Draft National Tribal Policy, 2006.**

¹ Planning Commission (2006), Scheduled Caste Sub-Plan, Letter by INDIRA GANDHI – Prime Minister, March 12, 1980, P.41

1.1 Research Approach:

In the above context, this study focuses on the aspects related to the financial allocations as per guidelines, utilization trends, strengthening of livelihoods and efficacy of institutions in the implementation of the TSP strategy by the departments in the state during the year 2009-2010. A limitation is that this study has not covered the allocations under Special Central Assistance (SCA) to the TSP. Further, the analysis has not taken up all financial allocations of departments and its programs. Non-availability or inadequate information from the concerned departments is a major limitation to the study. It was tough to get information via the Right to Information Act, and also directly from the departments.

Objectives of the Research:

- 1) To understand the status of financial allocations made as per the mandatory guidelines under the TSP strategy.
- 2) To understand the trends of utilization of TSP funds for implementing the TSP programs.
- 3) To understand the impact of TSP strategy on the livelihoods of tribals in Andhra Pradesh.

Research Questions and Methods:

1. Have the departments earmarked TSP funds as per the Planning Commission's guidelines?
2. Were the allocated funds spent for the envisaged objectives?
3. What is the outcome of the TSP strategy?

In order to answer these questions, research was conducted at the field level in two districts. This was complemented by state-level information, and discussions with concerned officials, as well as stakeholders. Secondary data was compiled from the reports obtained from the concerned departments in the districts as well as from various administrative reports from the Commissioner of Tribal Welfare Office. The study is confined to the State budget TSP allocations during the year 2009-2010. State-level analysis is confined to 40 key Government Departments and their TSP financial allocations.

Primary data was collected through interview schedules, i.e., one for the village and the other for the individual beneficiaries covered by the TSP Programs. This study is 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. Field work

and focussed group discussions were conducted in selected villages based on the programs covered by selected departments. Two districts, i.e., East Godavari District of Coastal Andhra and Adilabad District of Telangana Region were taken as samples from the State of Andhra Pradesh.

Most tribals depend on agriculture and allied sectors for their livelihoods. Hence, the study covered Agriculture, Sericulture, Animal Husbandry, Fisheries and Ground Water departments to track the improvement in the livelihoods of tribal individuals availing the respective government schemes. Two departments, namely the Panchayat Raj and the Roads and Buildings (R&B) were selected to understand "area benefit schemes".

The study covers the following villages and programmes (Table 1.1) in East Godavari District. Programmes which have a direct link to the livelihoods of tribals are covered by the field study.

Table 1.1: Sample Frame for the Field Study in East Godavari District

S. No.	Departments	Schemes	Benefit		Study Covered	
			Total No. of Villages/ Unit	Total No. of Beneficiaries	No. of Villages	No. of Beneficiaries
1	Agriculture	Polambadi	14 (420.00Acs)	210	2	20
		Green Manure	5	78	3	12
2	Sericulture	Mulberry Plantation	2	4	2	4
3	Panchayat Raj/Eng.	Road from Yerravaram to Vantada via Konda Lingamparthy	6	0	6	0
4	Animal Husbandry	CM Special Package	4	59	2	11
		Rastriya Krishi Vikas Yojana	8	78	2	9
5	Fisheries	Tribal Sub-Plan on 50% Subsidy	7	10	2	5
6	Ground Water	Bore Wells	0	0	0	0
		32 Villages & 14 Polambadis		439	19	61

(Source: Compiled from TSP financial statements-ITDA, Rampachodavaram)

Table 1.2: Sample Frame for the Field Study in Adilabad District

S. No.	Departments	Schemes	Total Benefit		Study Covered	
			No. of Villages	Total No. of Beneficiaries	No. of Villages	No. of Beneficiaries
1.	Sericulture	Mulberry Plantation	3	6	3	6
2.	Panchayat Raj/Eng.	Construction of Roads on bridge, Road from NH16 (183 km\M) to Gudipally via Madikunta, Kankur, BT on road from Indravelly to Chisdhari Khanapur, Bheemandi to R&B road via Eppamada, Dharmajipet	9	2477(ST) 3090(NT)	9	2477(ST) 3090(NT)
3.	Animal Husbandry	PM Special Package (Murra Breed Buffaloes)	39	67	1	10
4.	R&B	Utnoor to Asifabad Road (5.20 km) via Sadakaguda, Asnapur villages	4	0	4	0
5.	Ground Water	Drilling of Bore Wells	4	8	4	8
6.	Medical & Health	Community Medicine & Family Welfare	0 59	0 5642	0 21	0 5591

(Sources: Compiled data from the concerned departments in Adilabad District)

Empirical investigation was undertaken to analyse both financial and physical targets and utilization trends in the implementation of TSP strategy, which was intended for the exclusive benefit of the Scheduled Tribes. The study covered two villages and 10 beneficiaries under each selected programme.

The major limitation of the study is that there is no proper maintenance of TSP information at the level of implementing departments. The main stakeholders have no

specific knowledge about the TSP strategy and are unable to differentiate between tribal development plan funds and TSP funds.

1.2 Organization of Chapters:

The first chapter reviews the different approaches during the pre- and post-independent era in respect of tribal development and the consequent emergence of policy and law. The chapter further explains the evolution of the concept of TSP and its background. The main features of the TSP and the overall scenario in the country in the implementation of TSP is also covered in the chapter.

The second chapter gives an account of the profile of the tribals and tribal areas. The major problems faced by the tribals with respect to depletion of resources and the causative factors for the same are explained. The third chapter examines the emergence of different tribal development institutions for the socio-economic upliftment of tribals, as well as the approach in the formation of such groups in the context of geography and population. The fourth chapter gives an overview of the evolution of tribal development policy and the Tribal Sub-Plan (TSP) Strategy.

The fifth chapter examines the implementation of the Tribal Sub-Plan Strategy in Andhra Pradesh, in terms of both financial allocations and the actual expenditure patterns under TSP. The role of the mechanisms set up for monitoring the flow of funds as per the TSP strategy is analysed. The sixth chapter examines the impact of the TSP Strategy on the livelihoods of the tribals in selected districts, namely East Godavari and Adilabad. The seventh chapter provides the conclusions and Recommendations for effective implementation of the TSP Strategy in Andhra Pradesh.

CHAPTER - 2

2. Profile of the Tribals and Tribal Areas

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 of hills and forests with elevated Eastern Ghats having cold climate. Andhra Pradesh is a traditional habitat for 35 tribal communities.

Certain communities in the country are listed as Scheduled Tribes in exercise of powers conferred by Clause (1) of Article 342 of the Constitution of India. The Notification of the Scheduled Tribes Communities are state-specific.

The identification of Scheduled Tribes is done on the basis of either or all the following characteristics: (i) primitive traits; (ii) distinctive culture; (iii) geographic isolation; (iv) shyness of contact with the community at large; and (v) backwardness.

However, it was observed that not all these communities are at the same level of development. In fact, there are certain communities which are at a much lower level of development compared to the other Scheduled Tribe communities. It was also observed that in the matter of devolution of funds for the development of the STs, the major share was taken by those communities that are more assertive, and in a better position for demanding such benefits. As a consequence, the marginalized STs were left out from the process of development.

In order to ensure the development of these communities, certain groups were identified for the first time in 1975-76, and again in 1993 as the poorest of poor amongst the STs and were named Primitive Tribal Groups (PTGs). The criteria fixed for the identification of such PTGs were: (i) pre-agricultural level of technology; (ii) very low level of literacy; and (iii) declining or stagnant population.

The total tribal population of Andhra Pradesh according to 2001 Census is 50.24 lakhs, constituting about 6.59 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, Vishakhapatnam, East Godavari, West Godavari, Khammam, Warangal, Adilabad and Mahaboobnagar districts. Of the 50.24 lakh tribal population, 130.47 lakhs are found in the above-mentioned nine districts. The remaining tribal population of 19.77 lakhs is distributed in the other districts.

The Government of India has identified three communities, namely, Chenchus of Ranga Reddy, Kurnool, Mahaboobnagar, Nalgonda, Prakasam, and Guntur districts in the year 1975-76; Kolams of Adilabad; and Konda Reddis of East Godavari, West Godavari and Khammam districts in the year 1980. In 1982-83, the Government of India also recognized Thotis, Khonds, Porjas, Gadabas, and Konda Savaras as Primitive Tribal Groups. The habitats of the primitive tribes are located on the hill tops and slopes where plain landscape is totally absent. These tribes are largely dependent on shifting cultivation and minor forest produce collection. The Chenchus are considered to be the most primitive tribe and are still largely dependent on food gathering activity. However, at present, some of the Chenchus are in transitional stage of food gathering to food producing. The traditional habitats of the Chenchus are found in the contiguous forest tracts of Nallamalai Hills; much of the area of the Nallamalai Hills through which the Krishna River flows is presently declared as Tiger Project Area.

2.1 Poverty Ratio

The head count ratio of poverty measured using NSS Consumption Expenditure Survey data shows that the percentage of poor is much higher among the SC/ST community, indicating wide disparities across social groups in the state. Moreover, the disparity, especially between STs and other social groups has been increasing. Although the overall poverty ratio and the ratio among the SCs and the other social groups shows a declining trend, the head count ratio of poverty among the STs has increased from 26 to 28.3 per cent between 1993-94 and 2004-05. Most of the increase in the poverty ratio among the STs was due to an increase in the number of agricultural labourers among them. This indicates the failure of state policy in targeting initiatives and programmes to marginalized sections such as the STs and SCs.

2.2 Economic Activity

- **Work Participation Rate (WPR)**

The Work Participation Rate (WPR) is the percentage of workers to the total population. The WPR of the ST population is 53.9 per cent in the 2001 Census, which is almost equal to 54.3 per cent recorded in 1991. There has been no increase at all.

- **Employment/Category of Workers**

There has been a decline in the main workers from 93.9 per cent in the 1991 Census to 79.3 per cent in the 2001 Census. This, in turn, has resulted in a corresponding increase in the marginal workers from 6.1 per cent in 1991 to 20.7 per cent in 2001. Out of the total workers, 'agricultural labourers' constitute 49.3 per cent, which is significantly higher compared to 36.9 per cent recorded for ST population at the national level. 'Cultivators' account for 34.3 per cent, while 13.5 per cent have been recorded as 'other workers'. Remaining 3 per cent have been workers in 'household industry'.

Child labour (WPR of the 5 to 14 age group) was the highest among the STs. Access to land is one of the important indicators of better livelihoods in rural areas. With respect to employment, the percentage of population, especially of STs, depending on agricultural labour has increased, which indicates the worsening situation for the STs in Andhra Pradesh.

- **Agriculture**

In rural Andhra Pradesh, where 90 per cent of the STs are located, the predominant occupation is agriculture, i.e., for more than 80 per cent of the tribals - about 35 per cent of the STs are cultivators. Although 7.81 lakh acres of land is irrigable in the TSP areas, the Government has so far provided irrigation facility to the lands covering an extent of only 1.08 lakh acres.

The decline in the percentage of ST households that are cultivators (45 to 35.4 per cent) indicates the loss of land resources and increasing dependency on agricultural labour (37 to 43.7 per cent). It is to be noted that the percentage of population depending on agricultural labour has increased only in the case of STs.

2.3 Literacy and Educational Level

Literacy and level of education are two basic indicators of the level of development achieved by a group/society. Literacy results in greater awareness, besides contributing to the overall improvement of health, hygiene, and other social conditions. According to 2001 Census, the percentage of literate persons (those who can read and write with understanding), aged 7 years and above, among the ST population in Andhra Pradesh is 37 per cent, which is lower than 60.5 per cent reported for the state's population as a whole.

The female literacy rate of 26.1 per cent among the ST population is a matter of concern, as almost a Three-fourth of the ST females in the state are illiterate. Out of the total literates, 48.3 per cent are literates without any educational level, or have attained literacy

only below primary level. The literates, who have attained education up to primary level and middle level, constitute 28.4 per cent and 8.5 per cent, respectively, while 12.3 per cent have an educational level up to Metric/Higher Secondary level, implying that every 8th ST literate is a Matriculate. Literates with educational level of Graduation and above are 1.8 per cent, while the NSSO estimates that the percentage of children in the age group 5-14 years attending schools during 2004-05 among STs were 80.4 per cent.

2.4 Health

Infant Mortality Rate (IMR) is an important indicator in the human development perspective and is highest among the STs (104). Anaemia is another indicator of nutritional status, and it usually results from a deficiency of iron, vitamin B, or other nutrients. Across the social groups in the state, anaemia was found to be highest among SC women (56 per cent), while severe form of anaemia was highest among ST women (3.2 per cent). The other indicator of health status is access/utilization of health care services for which the indicators are immunization of children and pregnant women, and the attention received at the time of delivery. For nearly 62 per cent of the ST children are delivered at home using rudimentary methods, without any medical care.

2.5 Basic Infrastructure

Deprivation is also in accessing basic infrastructure. About 90 per cent of the ST villages do not have tap water, while 67 per cent do not have road connection and 73 per cent do not have any transportation facility. Consequently, the tribal population got all the more disconnected with the outside world. Moreover, medical services are not available for about 50 per cent of ST villages in AP. The percentage of households without electricity is also highest among the STs (64.6 per cent).

2.6 Marital Status

Marital status is one of the important determinants of fertility and growth in any population. The 2001 Census data on marital status shows that 48.7 per cent tribals in AP are 'never married'. The 'currently married' constitute 46.9 per cent, while 4 per cent are 'widowed', and 0.5 per cent is 'divorced and separated'.

Marriages of ST girls below 18 years (3.2 per cent) in Andhra Pradesh are higher than that recorded among ST population at the national level (2.1 per cent). Similarly, the incidence of marriage among boys below 21 years at 3.6 per cent is also higher than 2.8 per cent aggregated for the ST population at the national level.

2.7 Tribal Habitats and Economy

The tribes who live in symbiotic relationship with nature are the protectors of nature as

well. Complete dependence on the immediate environment shows the age-old adaptation and harmonious life with the ecosystem. The economy of the tribals is closely associated with the ecological factors and habitats in which they inhabit. However, in recent years, the tribals are being exposed to the outside world, and their adaptability is being challenged. Due to the interference of non-tribals and varied policies and programmes on forests, exploitation, alienation, and loss of control over their environment has led to a massive fight for survival. They are now struggling much more to collect fuel, fodder and forest produce.

Problem in the Context of Natural Resources

Land is the most important natural asset from which tribals derive their security and social status. The nature of tribal relationship with land is distinct from the dominant society where the relationship is more economic in nature. In the context of tribal life, the relationship is not only economic in nature but also occupies spiritual and emotional space.

The alienation and restoration of adivasi land and land rights has been one of the most complex and sensitive issues in Andhra Pradesh, despite the Tribal Protective Land Transfer Regulations (LTR) that have been in force. The phenomenon of land dispossession is complex and varied. Over the years, the adivasis have been through continued dispossession of both individual and community control over their resources. This continued alienation has not only aggravated their poverty but has also seriously threatened their identity in their own homelands.

About 50 per cent of the population in the Scheduled Areas comprises non-tribals, who control more than 50 per cent of the lands, in spite of the Tribal Protective LTR that have been in force since 1917, which prohibit transfer of lands between tribals and non-tribals (Table - 2.1).

Out of 76762 cases covering an extent of 339699 acres of land, 74973 cases covering an extent of 332852, were disposed off by the SDC Courts in the State of Andhra Pradesh by the end of January, 2010. The courts decided 36512 cases covering an extent of 143683 acres of land in favour of the tribals. However, the enforcing machinery set up under the Regulations could only restore 122011 acres of land pertaining to the 30905 cases, out of the 36512. On contrary, the non-tribal parties were able to secure orders in their favour in 38461 cases, and retained 189169 acres of land.

On the other hand, the evolution of forest laws and policy in India has always been characterized by the progressive curtailment for life of the rights of the tribals and the livelihood they derived from forests. The access of the tribals to forests and common

property resources has been declining due to the progressive abrogation of their rights mostly by the state itself. However, the Government of India brought into effect the Forest Rights Recognition Act 2006 in order to reverse historical injustice done to tribals. But in implementation, there has been systematic obstruction and the efforts towards the full and proper implementation of the Forest Rights Recognition Act 2006 were diluted.

Table 2.1: Outcome of Cases under LTR at SDC Courts as on 31-01-2010

Sl. No.	District	Cases Detected		Cases Disposed		Cases Decided in Favour of STs		Cases Decided in Favour of Non-STs		Land Restored to Tribals		Balance Cases at the End of the Month (col. 3-5 & 4-6)	
		No.	Extent (Acres)	No.	Extent (Acres)	No.	Extent (Acres)	No.	Extent (Acres)	No.	Extent (Acres)	No.	Extent (Acres)
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1.	Srikakulam	462	1100	453	1024	296	538	157	486	250	522	9	76
2.	Vizianagaram	1364	7544	1343	7501	955	5631	388	1870	850	5498	21	43
3.	Visakhapatnam	5708	22731	5480	22087	4359	17721	1121	4366	3029	13944	228	644
4.	East Godavari	8485	49637	8264	48768	3751	19667	4513	29101	3392	17685	221	869
5.	West Godavari	11611	62121	11477	60820	2584	11082	8893	49738	2451	10081	134	1301
6.	Khammam	33582	126713	33325	125834	15514	52192	17811	73642	12750	41662	257	879
7.	Warangal	7289	15784	7052	15218	4865	8964	2187	6254	4865	8964	237	566
8.	Adilabad	8245	54008	7564	51543	4175	27839	3389	23704	3305	23606	681	2465
9.	Mahaboobnagar	16	61	15	57	13	49	2	8	13	49	1	4
	Total:	76762	339699	74973	32852	36512	143683	38461	189169	30905	122011	1789	6847

A total of individual claims numbering 319012, covering an extent of 945459 acres, and 6876 community claims covering an extent of 998240 acres, were received. Of these, 158745 titles were distributed covering an extent of 1402515 acres, and 170550 claims covering an extent of 1429892 acres were approved. That means 48 per cent of the claims received were considered and the titles distributed covered an extent of 72 per cent, including community lands.

A clearer picture reflecting the role of the Forest Department in continuing their control over the forest resources irrespective of the provisions under FRA is seen to be emerging. The Government data up to 31st May, 2010 shows that in the name of community claims, the Government has issued title certificates to 1669 VSSs over 948076 acres in Andhra Pradesh. This data uncovers the state's mask of the tall claim of implementation

of the FRA. As evident from the table below, the Government has gone to the extent of creating a new category of 'VSS rights' as distinct from community claims for community forest rights.²

The PESA Act 1998 empowers the Gram Panchayat or the Gram Sabha over the ownership of minor forest produce in the Scheduled Areas. The Forest Rights Recognition Act 2006 also ensures tribals' right of ownership, access to collect, use, and dispose of minor forest produce which has been traditionally collected within or outside village boundaries. However, on contrary to these Statutory laws, the Girijan Cooperative Corporation under the AP Scheduled Areas Minor Forest Produce (Regulation of Trade) Regulation 1979 has continuing monopoly over the minor forest produce and imposes restrictions in their disposal.

Furthermore, there is a sea change in the agricultural scenario of tribal areas. Increased exposure to market forces has resulted in these communities being forced to take up tobacco and cotton cultivation. Thus, an evident tension exists between commercialization of agriculture and sustainable agriculture. Moreover, policies are governed by these forces and militate against their survival interests. For example, Andhra Pradesh in its Vision 2020 has identified agri-business, mining development and industrial engagement as the key strategies for the development of the state. However, this is a direct threat to the resource base in the tribal areas of the state.

There are also communal forces that adversely affect the community bond and belief systems of these societies. In AP religious forces are affecting the community bond and customary law, thereby adversely impacting their identity. Both the Hindu and Christian religious groups are extending their activity in tribal areas by constructing temples and churches. The mainstream non-tribal customs and traditions affect the self-image of the tribal societies, and as a result, their needs and aspirations are affected, particularly in villages that are exposed to the mainstream culture.

Mainstream political parties are affecting the tribal identity and their decision-making process at the grass-root level. Further, intervention with the existing or potential leaders through the Gram Sabhas and the Panchayats is also a challenge.

The Panchayat Extension to Scheduled Areas (PESA) Act was brought into force by the Government of Andhra Pradesh in the 1998 to empower local bodies as well as Gram

² M. Gopinath Reddy, K. Anil Kumar, P. Trinadha Rao, and Oliver Springgate-Baginski (2010)- Obstructed Access to Forest Justice - The implementation of Institutional Reform in AP Forested Landscapes, CESS, Hyd.

Sabha. The State brought into effect the PESA Rules in the year 2011. However, these rules are yet to be operationalised. The Commissioner of Tribal Welfare has not yet notified the villages as contemplated in its implementation.

The Committee appointed to make recommendations on Extending Provisions of the Constitution 73rd Amendment Act, 1992 to Scheduled Areas (Bhuria Committee) had recommended that “It is note-worthy that some tribal areas in the country are covered neither by the Fifth nor the Sixth Schedules of the Constitution. The process of scheduling was commenced in the fifties and was resumed in the seventies as a part of making the TSP and Scheduled Areas co-terminus. But somehow it has remained incomplete”.

More than 850 non-scheduled villages are to be included in the list of Scheduled Villages, and the concerned file with the Government is pending for last 30 years. Thus, the tribals living in these villages are deprived of constitutional guarantees under Fifth Schedule to the Constitution.

CHAPTER - 3

3 Tribal Development and Institutional Approach

This chapter examines the emergence of various development institutions and approaches in the field of tribal development over a period of time.

3.1 Emergence of Tribal Development Institutions

A team of experts headed by R.S. Malayappan was appointed by the Government in 1949 to formulate plans for the development of Andhra Agency Areas. The Committee suggested a network of multipurpose cooperative societies to purchase minor forest produce from tribals and root out middlemen exploitation. However, the functioning of the Multiple Cooperatives started in tribal areas did not yield expected results. In 1957, the Scheduled Tribes Cooperative Finance and Development Corporation (FDC) came into existence to operate as a single window for credit as well as marketing, and expanded its operations to the Telangana Region in 1969. The Girijan Cooperative Corporation (GCC) was given development orientation in course of time and developed linkages with credit institutions such as the Land Development Bank, District Cooperative Central Banks, and the like. The GCC was given monopoly over minor forest produce in order to avoid the exploitation by middlemen in marketing tribal minor forest produce collection.

The Tribal Cultural Research & Training Institute (TCRTI) was set up in 1962-63. Subsequently, a separate Tribal Welfare Directorate from the Social Welfare wing was created in 1966 exclusively for the upliftment of the tribals. As part of the implementation of the recommendations of the Balwanth Rai Mehta Committee (1957), four Special Multi-purpose Blocks were set up in Andhra Pradesh.

As per the recommendations of the Dhebar Commission Report, a separate Tribal Welfare Directorate (TWD) from the Social Welfare Department (SWD) was created in the year 1966, exclusively to uplift the economic, educational and social conditions of the tribals. In the year 1969, about 24 Tribal Development Blocks were created and several Economic Support Schemes were implemented under the control of the Panchayat Raj Department (PRD). The Group on administrative arrangements and personal policies in tribal areas headed by Maheswar Prasad (1978) recommended for an integration of the administrative unit in the area of Integrated Tribal Development Project (ITDP) in order to ensure a rational line of command.

3.1.1 Integrated Tribal Development Agency (ITDAs)

The Girijan Development Agency (GDA) is a project sponsored by the Ministry of Agriculture, GoI, began operating in Srikakulam District since 1972. Perhaps this was created by the Government in consequence of the Naxalite Movement in 1969 in northern Andhra. These GDAs were later converted into ITDAs in 1979.

Ever since the beginning of the Integrated Tribal Development Programme during the Fifth Five Year Plan, the Government of Andhra Pradesh has adopted a four point criteria on the basis of the recommendations of the Government of India for the implementation of the programme. They are as follows:

1. Geographical area
2. Concentration of tribal population
3. Level of social and institutional services
4. Rate of development

The ITDA are in operation in eight districts. Apart from these, there is one ITDA for the Chenchus, and one for the Yanadies, exclusively. Outside the Sub-Plan area (ITDA areas), There are another 10 ITDAs functioning in the state.

At the district level, a Governing Body for each ITDA is formed, with all district level heads of general sector departments as Members and the Project Officer (PO) of the ITDA as Secretary.

In order to streamline the administration in tribal areas, Single Line Administration was introduced since 1986. The officers and staff working in the TSP area, connected with regulatory and developmental programmes are placed under the administrative control of the PO of the ITDA. The TWD prepares perspective plans for a period of three years for the development of the STs under ITDAs, MADAs, Clusters, PTGs and DTGs.

3.1.2 Modified Area Development Approach (MADA)

The TSP areas cover pockets of tribal concentration taking the development block as the back unit. In the Fifth Plan it was noticed that certain areas of tribal concentration outside the TSP area were still left out of the TSP Strategy. During the Sixth Plan it was decided that pockets of contiguous villages / pockets having a minimum of 10000 total population, of which at least 50 per cent are Scheduled Tribes, should be identified for integrated development. This approach to tribal development which emerged during the Sixth Plan is known as the Modified Area Development Approach (MADA) under

the TSP. There are 41 MADA pockets in Andhra Pradesh. Still smaller pockets of relative tribal concentration were identified as Tribal Clusters for adoption of MADA for the development of the tribals in the MADA and Cluster Areas. There are 17 Clusters in operation. The rest of the tribal population not covered under these projects, is covered under DTG projects.

Village Tribal Development Associations (VTDA) are functional committees to the habitation level, and were formed in 1999 to decide development programmes on the lines of Gram Sabhas. The functioning of the VTDA stands as counter to the Constitutional Gram Sabha under the PESA Act 1996. Again in 2007, instructions were issued to review the VTDA and get them to partner in all development activities taking place in the TSP areas.

A separate Tribal Project Management Unit (TPMU) was set up under the Indira Kranthi Pathakam (IKP) to work under the administrative control of the Project Officer, ITDA. The TPMU's mandate is social mobilization and empowerment of tribal communities in the TSP areas through Village Organisations (VOs) and Federations at the mandal and district levels. The VOs are with entrusted tasks including preparation of micro plans, selection of beneficiaries, planning of schemes, etc.

The Government of Andhra Pradesh has been promoting Tribal Power Companies (TRIPCO), owned and managed by the local tribals, to generate Mini-Hydel Projects and other non-conventional power projects, such as solar, bio-mass, etc., in the tribal areas in order to ensure further livelihood opportunities. Similarly, the Government also started forming Tribal Mining Cooperative Societies (TRIMCO) to facilitate mining operations in the tribal areas for the socio-economic development of the tribals.

In the ultimate analysis, however, the administrative structure can only be a tool used to be wielded by autonomous forces. It can be used to promote the urges and the aspirations of the people. In the tribal areas of the country also, there have been viable instruments of self-rule and self-management, some of these are known, and some others are yet to be discovered. Our failure to make use of these instruments could be a reason for the tardy socio-economic progress in tribal areas.

CHAPTER - 4

4. Tribal Development and Sub-Plan Strategy

This chapter attempts to understand the evolution of the tribal development policy during the planned period.

4.1 Evolution of Tribal Development Policy:

The tribal policy adopted by the British Government was to isolate the community from the mainstream population and exclude them from the purview of normal administration. This 'segregated isolationistic' approach has its roots in the Government of India Act 1870 which intended to specify tracts as 'Scheduled Tracts'.

In the State of Andhra in Madras Presidency, the Agency Rules 1924 were made for the administration of the agency tracts of Ganjam, Vizagpatnam, and Godavari districts in the Madras Province. However, as far as criminal administration of justice is concerned, application of old Criminal Procedure Code (Cr.P.C) 1898 was continued till the direction given by the Supreme Court in WP (civil) No.324/2004 to the Government of Andhra Pradesh for the implementation of the new Cr.P.C, 1973. Due to this order, Agency Courts manned by Executive Magistrates were replaced by Judicial Courts in the Scheduled Areas of Andhra Pradesh. A similar attempt, The Tribal Areas Regulation, 1359 Fasali, was made for a better administration of the tribal areas in the Hyderabad State. In continuation of its policy, the British Parliament made the Government of India Act 1935 creating two areas statutorily named as 'Excluded Areas' and 'Partially Excluded Areas' under Sections 91 and 92 of the Act.

Initially, the Government of India (GOI) was in favour of continuing the policy of isolation with the indigenous people. However, the Planning Commission objected to this policy 'as no longer practicable' and insisted on developing a positive policy of assisting the tribal people to develop their natural resource base and evolve a more productive economic life without exposing the schemes to exploitation at the hands of economic interests. Another diametrically opposite approach of the isolation was the 'policy of assimilation' of tribal culture and population into the mainstream of national life as early as possible.

Striking a balance between the rival policies, a moderate view was visualized by Jawaharlal Nehru. This was a policy of slow and steady assimilation of tribal culture and life in the

national mainstream without disturbing the healthy features of tribal life; this change should be with their (tribal people's) own initiative and their willing consent. These principles are called Panchaseel.

“People should develop along the lines of their own genius. We should try to train and build up a team of their own people to do the work of administration and development. Tribal rights to land and forests should be respected. We should not over administer these areas or overwhelm them with multiplicity of schemes. We should judge results, not by statutes or the amount of money spent, but the quality of human character that is evolved”.

The Constitution of the Indian Republic provides a series of safeguards for the tribal people. General and special provisions are also applicable to tribal communities. Article 15 (Prohibition of discrimination on grounds of religion, race, caste, sex, or place of birth), Article 16 (Equality of opportunity in matters of public employment), Article 17 (Abolition of untouchability), Article 23 (Prohibition of trafficking human beings and forced labour), Article 38 (Securing a social order for the promotion of the welfare of the people), and Article 29 (Protection of the interests of the minorities) of the Constitution, though general in nature, touch the core of the tribal issues and problems.

Economic and political guarantees include special care for the economic and educational interests of the STs and protection from social injustice and all forms of exploitation (Art.46); special grants for development of STs or Scheduled Areas (Art. 275(i)); maintenance of efficacy of administration (Art. 335); reservation of seats in the House of People, Legislature and Panchayats (Art. 330, 332, 243D); and extension of the 73rd and 74th Amendments of the Constitution to the Scheduled Areas through the provisions of the Panchayats Extension to the Scheduled Areas Act 1996 to ensure effective participation of the tribals in the process of planning and decision making.

The Fifth and Sixth Schedules of the Constitution were made for the tribal areas. The President and the Governors of the respective states are primarily responsible for safeguarding the provisions enshrined in the Constitution. At the state level, the Governor and on his behalf, the Chief Minister and other ministers are responsible for the formulation and implementation of the schemes for the tribal areas in the state. The Tribal Advisory Councils and the Tribal Research Institutes help in the formulation of tribal policies and programmes. Annual reports are to be submitted by the Governors to the President of India regarding the administration of the Scheduled Areas. The Tribal Advisory Councils are required to be set up, especially in the Fifth Schedule States, to advice on such matters pertaining to the welfare and advancement of the Scheduled Tribes (Article 244(1)).

The control of Legislature over the working of the welfare activities of the tribals is affected by the Parliamentary Committee on Scheduled Tribes and Scheduled Castes to consider the reports submitted by the Commissioner for SC and ST under Article 338(2) and report to both the Houses on the action taken by the Union Government and Union Territories.

In addition to these, the Government of India and the State Governments appoint Commissions and Committees from time to time to assess and report to the concerned authorities regarding the implementation of welfare schemes and related matters. Every year the Commissioner for Scheduled Castes and Scheduled Tribes is authorized to lay before the Houses of Parliament the Annual Report. The Commission analyses the programmes and schemes for tribal welfare and reports to the President. The Ministry of Home Affairs and the Planning Commission also appoint working groups / Task Forces / Committees to study the problems of the tribals.

The scheme of administration of the Scheduled Areas under the Fifth Schedule visualizes a division of responsibility between the State Government and the Union Government. The State Government is charged with the duty of screening legislation unsuitable for extension to the tribal areas by framing regulations for their peace, and good governance with particular reference to the protection of tribal lands, allotment of waste lands and protection from exploitation by moneylenders. It has also to implement the special schemes for the welfare of the Scheduled Tribes living within its boundaries as well as the schemes for their general development. The Union Government's responsibility extends to providing guidance with regard to the administration of the Scheduled Areas, and the standard of life of the tribal communities. The Union Government also has the power to give directions to the State Governments regarding the implementation of particular schemes, laying down priorities in their implementation and with regard to the general administration of the tribal areas.

The First Five-Year Plan, launched in 1951, recognized the communities that suffered handicaps and disabilities needed special attention, and the plan draft outline gives official recognition to Nehru's views. The Community Development Approach (CDA) was launched during this plan period and the entire country, including the tribal areas, was covered by this approach. Further, it was felt that the tribal areas needed special treatment and, hence, the existing efforts were sought to be strengthened in 1954 by launching a few Special Multipurpose Tribal Development Projects (SMTDPs) covering a few blocks.

The Second Five Year Plan in 1956 declared for Scheduled Tribes, “welfare programme ... have to be in tune with the Panchasheel Principles”. An important landmark was the opening of 43 Special Multipurpose Tribal Blocks (SMPTBs), later called the Tribal Development Blocks (TDBs).

The Third Five Year Plan (1961-66) was directed towards strengthening the agricultural economy with priority to shifting cultivation. Formation of multi-purpose co-operatives for meeting the credit requirements of the tribal agriculturists and artisans and for marketing their products was intended.

The Report of the Commissioner for Scheduled Castes and Scheduled Tribes (1960-61) pointed out that due to the comparative socio-economic and educational backwardness of the tribals, they could not possibly catch up with the other advanced communities of India. Hence, special provisions were made in the Plan to secure their advancement and for mainstreaming them with the rest of the community.

Consequently, the Government of AP allocated three per cent of the Plan budget to the Tribal Development Blocks covering 25000 individuals. The Shilu Ao Committee (1969) reported that “even in Andhra Pradesh, the direction...that 3 per cent of the total provision of each Department should be earmarked for the welfare of the STs has largely been ignored and ...the planners...have proceeded on the basis that the special provision is the only provision available to finance tribal development programs”.

The team recommended that the programme for the tribal development should be based on an ‘area approach’ and should be financed out of the general Plan supplemented in suitable cases by a special allocation for tribals. It underlined the necessity of protective legislations to the tribals living outside the Scheduled Areas.

An important step taken during the Fourth Five Year Plan was the setting up, in 1971-72, of six pilot projects – one in Andhra Pradesh (Srikakulam), one in Bihar (Chaibasa), two in Madhya Pradesh (Dantewada and Konta), and two in Orissa (Gunupur and Baliguda) as a Central Sector Scheme with the primary objective of combating the agrarian unrest and left wing extremism in certain tribal areas of Central India. A separate Tribal Development Agency (TDA) was established for each project with Rs.2 crores for economic development and arterial roads. These agencies were later merged with the Integrated Tribal Development Projects under the TSP during the Fifth Plan.

4.1.2 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

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 and Shilu Ao Committee had 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 (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. The development of tribals is looked at as a problem of welfare, distinguished from development due to lack of proper perspective. It emphasized on integrated tribal development.

The expert committee on tribal development 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 Committee underlined the necessity for strengthening the traditional institutions, in order to enable them to take up development functions as in the rest of 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 Tribals 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 recognize 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 utilization. (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 have 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. A Special Central Assistance meant to augment the efforts of the State was added to the State Plans on the basis of an accepted formula.

In order to provide incentive for adoption of the TSP, it is provided in the guidelines for release of funds under Article 275(1) of the Constitution of India, and SCA to TSP for an amount equivalent to 10 per cent of the total allocation, which is to be earmarked and used as an instrument to bring about changes in the institutional framework for adoption of the TSP. This is to be allocated only amongst the states which released more than 75 per cent of the approved TSP funds to the implementing agencies through the budget head of the Tribal Development Department (TDD) of the State during the previous financial year.

The Central Ministries have to play a key role in case of tribal areas because of the special responsibility of the Central Government under the Constitution, particularly Article 339. 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. The strategy should be to formulate appropriate programmes for both infrastructure as well as those which give direct benefits to the tribal people³.

Plan outlay: an outlay equivalent to SC and ST population percentage, i.e., 15 per cent for SCs and 7.5 per cent for STs, should be set apart and used for programmes and schemes related to the development needs and priorities of these two weakest sections of the population. In fact, they would need a larger proportion of the plan outlay that is related to their population-equivalent percentage on account of their historical deprivation; but a minimum of population-equivalent proportion of the plan outlay at least has to be observed. Thirdly, diversion of such funds for other purposes is also to be prevented⁴.

Most of the Ministries have not quantified outlays separately for the TSP and the Scheduled Caste Sub-Plan. Even those which have quantified outlays have not drawn up need-based programmes to re-orient the existing programmes that suit the specific developmental requirements and address the handicaps and problems being faced by the Scheduled Castes and the Scheduled Tribes. The outlays have also been very inadequate in comparison to the magnitude of the problem and the size of the population involved⁵.

³ Planning Commission of India (1982), Govt of India, October 5.

⁴ Planning Commission (2006), Scheduled Caste Sub-Plan, Letter by K.R. Narayanan, Minister of State for Planning, 25th March, 1985, P.45.

⁵ Planning Commission (2006), Scheduled Caste Sub-Plan, Letter by Vishwanath Pratap Singh, Prime Minister, January 12, 1990, P.46.

The Working Groups on the Development and Welfare of Scheduled Tribes during the Eight 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.

A Standing Tripartite Committee was constituted in the Planning Commission in 1999 to review the implementation of the Special Strategy of SCSP for SCs, TSP to STs and to resolve various policy-related issues in respect of Central Ministries / Departments as well as State Governments. The Central Standing Tripartite Committee (CSTC) reviews the implementation of the SCSP and TSP, and guides the nodal Ministries of Social Justice and Empowerment and Tribal Affairs in ensuring the earmarking of funds by the service-oriented Central Ministries / Departments and States/UTs.

4.1.3 Development of Particularly Vulnerable Tribal Groups (PTG)

During the Seventh Five Year Plan period the TSP Strategy was extended to all the tribals dispersed throughout the country; the individual family beneficiary schemes were made applicable to the dispersed tribals.

The development of tribals acquired a more realistic touch when it was decided to give special funds for the development of particularly vulnerable tribal groups in the country. The criteria for determining the status of particularly vulnerable tribal group comprises: low rate of growth of population, pre-agricultural level of technology, and low level of literacy. In the Working Group Report of the Eighth Five year Plan, it has been mentioned that the TSP Strategy is a permanent feature now and is required to be continued.

Although there was some progress as per the Human Development Indices in the conditions of the STs, yet the benefits were not percolating to the particularly vulnerable tribal groups (the PTGs). Therefore, in 1998-99, a Special Central Sector Scheme was introduced with the approval of the Planning Commission and Ministry of Finance with the objective to cover those items/activities which, though very crucial for the survival, protection and development of PTGs, are not specifically catered to by any

existing scheme, either State or Central, or by guidelines governing the utilization of funds under Special Central Assistance to TSP and Article 275(1) of the Constitution.

Despite the Government's continued efforts for the development of PTGs right from Fifth Five Year Plan, no State Government has ever proposed to delete any group from the list of PTGs. This reflects the lackadaisical attitude of the ministry and lack of commitment to fulfil its objective of bringing the PTGs into the mainstream of the tribal society. The states have not shown any details of separate allocations in their State Plan schemes for the development of PTGs, except under the Central Sector Scheme (CSS) for the 'Development of Primitive Tribal Groups'⁶.

Before and after independence, particularly in the context of special provisions in the Constitution for the protection and promotion of the interests of the Scheduled Tribes, various plans and programmes were designed to promote their development. One wonders whether the tribal development sector was not a laboratory to experiment with different formulae as panacea for their ills. From the strategy of the Backward Classes Sector till the beginning of Fifth Plan, relying on the flow of benefits from general sectors of development with area-specific approach like Special Multipurpose Tribal (SMPT) and Tribal Development (TD) Blocks, has now reached the TSP approach. Since the Fifth Five Year Plan, the emphasis has been on predetermined quantification of funds in identified areas of tribal concentration called ITDP and assured budgetary and accounting mechanism to avoid diversion and lapse of funds⁷.

In May 2003, the Ministry of Tribal Affairs issued fresh guidelines for the release and utilization 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 Panchayat 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.

⁶ Ministry of Tribal Affairs (2002), Report of Standing Committee on Labor and Welfare, Thirteenth Lok Sabha-Development of Primitive Tribal Groups, 28th Report, GoI.

⁷ 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, and New Delhi.

The Prime Minister, while addressing the 51st NDC meeting held on 27th June, 2005 emphasized 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 Rs.3093.48 crores and the total expenditure was Rs.2856.12 crores, which is 92.32 per cent of the total outlay. Furthermore, the total expenditure under the State Plan was Rs.44060.90 crores and the expenditure under TSP was Rs.2856.12 crores. The comparison shows that expenditure under TSP is 6.48 per cent of the expenditure under the State Plan⁸.

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 per cent 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).⁹

Changing the design of the schemes alone is not enough; the funds have more than tripled in the last ten years for the poorer districts, but neither the GoI nor the donors have studied whether there is capacity at the district and sub-district level to absorb the funds and produce quality results. Further, more than the capacity, one needs to examine if the states have the required will to improve themselves.

The Committee of Governors under the Chairmanship of P.C. Alexander recommended that the approval of the schemes and projects should be done at the State level in order to avoid huge delays in the approval of projects and sanction of funds at the Central level, and delays in the receipt of funds by State Governments, and to ensure timely expenditure in the financial year. The allotment of Block Grants and Untied Funds to the State Governments, giving full autonomy to states to take up schemes for the welfare of the SCs and STs was also recommended.

⁸ Ministry of Tribal Affairs (2007-2008), Executive summary of the evaluation report “Adoption of TSP Approach in Maharashtra, Andhra Pradesh and MP”, GoI, New Delhi.

⁹ Yamini Mishra, Bhumiika Jhamb (2009), “An Assessment of UPA-I through a Gender Budgeting Lens”, *Economic and Political Weekly*, Aug.

CHAPTER - 5

5 Implementation of Tribal Sub-Plan Strategy in Andhra Pradesh

The chapter 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. The chapter 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 4 years of Census particulars were made available, this GO was issued. However, in spite of the said GO, the departments failed to provide the requisite 6.6 per cent budget under TSP. The importance of TSP further highlighted in subsequent GO Ms. No. 45 in the year 2007 issued by the Social Welfare Department saying that “Since independence, Governments have been spending crores of rupees towards the upliftment of the Scheduled Tribes in an effort to bring them on par with the general society. However, there is still a wide gap between the general population and the Scheduled Tribes in many respects. The literacy rate amongst the Scheduled Tribes is only 37 per cent against 60.5 per cent for the total population. Similarly, the Infant Mortality Rate among the Scheduled Tribes is about 126 per 1000 births, while it is only about 62 per 1000 births for the total population. The Scheduled Tribe population below the poverty line is 23 per cent, while it is 11 per cent for the total population. Thus, it is clear that there is an immediate need to double the efforts in order to bridge the gap between Scheduled Tribes and the general population”¹⁰.

Hence, in order to protect the tribals from exploitation and to bridge the gap in the levels of development between tribal areas and plain areas, the TSP strategy has come into existence from 1975 onwards. The most significant aspect of this strategy is to

¹⁰ Ministry of Social Welfare (2007), Proceedings (GO Ms. No. 45) of Social Welfare Department, GoAP.

ensure flow of funds for TSP areas at least in equal proportion of the Scheduled Tribes Population in each state and UT.

As per the directions of the Planning Commission of India, under TSP Strategy, all Government departments in the state have to allocate a definite percentage of their plan funds equal to the percentage of tribal population in the state to the total population of the state. As per 2001 Census the ST population in Andhra Pradesh is 50.24 lakhs, constituting approximately 6.6 per cent of the total population in the state. All the departments were directed to show their TSP allocations scheme-wise under a minor head "796".

These allocations are to ensure direct benefits to individuals or the families of the STs as part of the broad concerns of TSP to improve livelihoods of the tribals and protect them from exploitation.

On the basis of the above criteria, of the total budget, allocation of each sectoral department should be earmarked under non-divertible TSP program by opening a separate sub-head in the budget of the respective department in the state¹¹.

However, the Government of Andhra Pradesh is not following the TSP Strategy. The following table shows that the earmarked funds under the TSP are less than the proportion of ST population, and is at variance during the Period 1999-2004. The total diverted amount is Rs.431 crores during the four-year period.

Table 5.1: Trends of TSP Allocations during 1999-2004 (Rs. in crores)

Year	Total Plan out lay	TSP Allocation	% of Total Plan Outplay	Due Share	Difference/ Diverted
1999-2000	5479.50	216.59	4	328.77	-112.18
2000-01	8228	291.62	3.5	493.68	-202.06
2001-02	8319.40	320.30	3.85	549	-228.78
2002-03	8553	639	7.4	564	+74.50
2003-04	10970.46	761.48	6.9	724	+37.42

(Computed from the data - Tribal Welfare Achievements 1999-2009, Tribal Welfare Department, GoAP)

¹¹ D.V.V. Ramana Rao (992), Tribal Development New Approaches, Discovery Publishing House, New Delhi.

The 10th Five Year Plan had 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 had 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 adivasis¹².

The 11th 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 11th Five Year Plan also envisages the realization of 50 per cent of the total irrigation potential in tribal areas by the end of the plan period and total potential by 2020¹³.

Although the Scheduled Castes Sub-Plan and the Tribal Sub-Plan were put in place much earlier, it is only since 2004-05 that different departments/ ministries started to show the proportion of budget earmarked for the schemes and in that year; and only five out of 104 departments/ministries showed their earmarked allocations for the SCs/ STs. However, in the subsequent years, the number of departments gradually increased and this number in 2009-2010 is around 30¹⁴.

The ashram schools have been a highlight of the TSP programmes. However, since 2004-05, after the Fiscal Responsibility and Budget Management (FRBM) Act came into force, grants could not be released to the states of Andhra Pradesh, Himachal Pradesh, Meghalaya and Orissa under the Scheme of Boys and Girls Hostels; Andhra Pradesh, Kerala and Tamil Nadu under Establishment of Ashram Schools in TSP areas; Bihar under the Scheme of Post-Matric Scholarship for ST students; and Bihar (50 per cent of the entitlement) and Assam (25 per cent of the second instalment) under the SCA to TSP due to non-receipt/non-submission of utilization certificates by these states/ UTs. Thus, it is inferred that the state governments did not seriously promote education among the tribals.¹⁵

¹² CBGA (2006), Whose Side are You on, Mr. Finance Minister?, Response to the Union Budget 2006-07, Delhi.

¹³ CBGA (2009), Shakti Golder “Adivasis”, published in Background Note, “National Convention on Union Budget (2008-09), New Delhi.

¹⁴ CBGT (2009), People’s Charter of Demands for Union Budget (2010-2011), New Delhi.

¹⁵ 22nd Report of the Standing Committee on Social Justice and Empowerment (2006-2007), 14 December 2006.

Despite such poor record of the state governments, the Planning Commission *suo moto* transferred the Scheme of Boys and Girls Hostel and Ashram Schools to the state governments. However, this was restored later to the Ministry of Tribal Affairs, though there was no budgetary provision for the year 2004-2005¹⁶ because of the unwise decision of the Planning Commission.

5.1 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, had decided to meet once in 3 months and review the implementation of the TSP in all departments.

Another committee, namely the State High Level Co-ordination 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.

¹⁶ 22nd Report of the Standing Committee on Social Justice and Empowerment (2006-2007), 14 December 2006

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.

5.2 TSP Allocations and Expenditure Patterns

The report of the meeting of state level nodal agency for TSP held on 5th 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 Rs.43191.61 crores and the TSP allocation is Rs.3267.63 crores, comprising 7.7 per cent of the total plan outlay. As per the allocations in 2008-09, out of 131 departments, only 41 departments have 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 5.2: Trends of TSP Allocations & Expenditure during 2002-11

(Rs. in crores)							
Sl. 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 Rs.4575 crores.

Table 5.3: Trends of TSP Allocations & Expenditure during 2009-10
(Rs. in crores)

Sl. 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 Rs.33496.75 crores, while an allocation of Rs.2370.86 crores was made under the TSP which constitutes about 7.08 per cent. However, the expenditure under the TSP was of Rs.1527.88 crores 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 Rs.843 crores, equal to the total tribal welfare annual budget of the state.

Table 5.4: Status of Departments (40 Key) that Followed Mandatory TSP Allocations
(Rs. in crores)

Sl. 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 form TSP financial statements of Tribal Welfare Dept.)

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.

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 Rs.4291536.54 lakhs, while the TSP allocation was only Rs.229229.20 lakhs 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.

5.3 No Expenditure or Allocation:

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 Rs.5.32 lakhs 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 Rs.333 lakhs while the Anti Corruption Bureau (ACB) had to allocate Rs.19.80 lakhs.

CHAPTER - 6

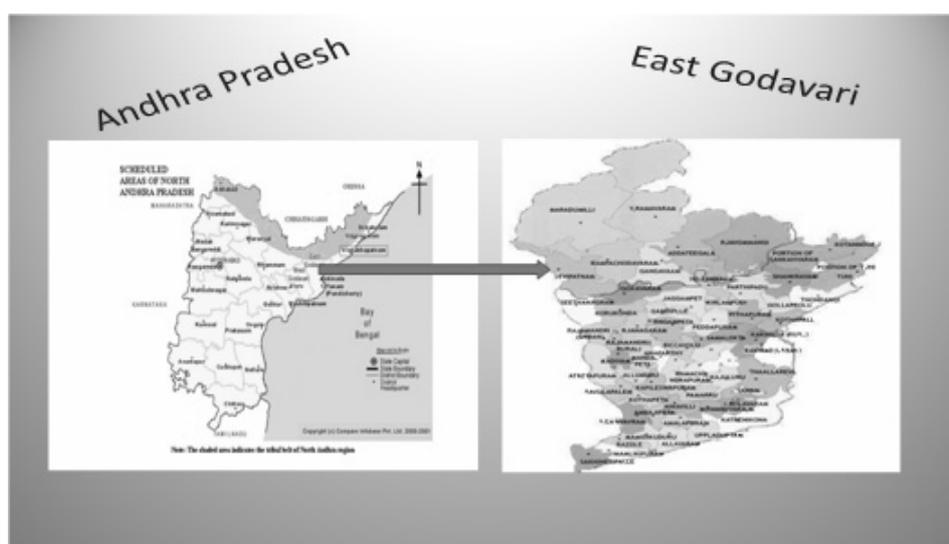
6. TSP Allocations and their Impact on Livelihoods of Tribals: Case Studies

This chapter 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 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 was used for tracing the utilised and unutilised amounts of TSP allocated to the departments. Further, this chapter also examines the impact of the TSP Strategy on the livelihoods of the tribals and the gaps in implementation of the programs.

Case Study No 1: East Godavari District

6.1 Case Study District: East Godavari

Figure 6.1: Andhra Pradesh and Case Study District Maps



6.1.1 Social Demography

There are 59 mandals in East Godavari District. However, as per GO Ms. No.31, Revenue (Registration & Mandals) Department, dated 05-06-2002, a new Rural Mandal Routhulapudi (44 villages) with headquarters at Routhulapudi was formed by transferring certain villages from Sankhavaram (12 villages), Kotananduru (31 villages), and Tuni (1 village) mandals, thereby making the total 60.

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.

Table 6.1: District ST Particulars

Sl. No.	Tribal Sub-Caste	ST Population	ST Households
1	Konda Reddi	65001(40%)	15718
2	Koya Dora	56876(35%)	13753
3	Kondakammara	19499(12%)	4715
4	Kondakapu	6499(4%)	1572
5	Valmiki	8126(5%)	1964
6	Mannedora	3249(2%)	786
7	Others	3249(2%)	786

(Source: Scheduled Tribes Profile, ITDA, Rampachodavaram)

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 villages are often surrounded by hills and forests, and hence the terrain is moderately elevated. Nearly 30 per cent of the total areas are under forests.

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.

6.1.2 Financial Allocations under TSP

The departments have allocated the TSP funds from the plan funds allotted to the district during the period 2009-2010. The following table presents the TSP funds allocations and expenditures.

Table 6.2: Financial Allocations under TSP to Departments

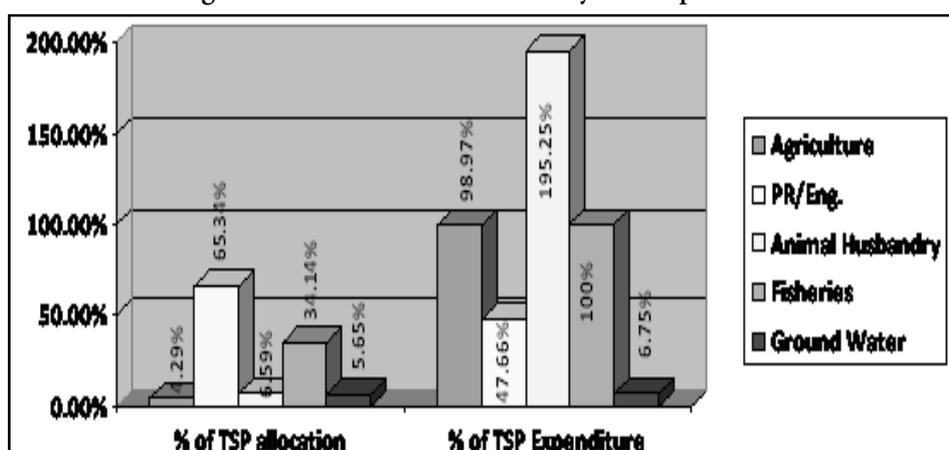
(Rs. in Lakhs)

Sl. No.	Department	Total Allocation of the District	TSP Allocation	Percentage of TSP Allocation	TSP Expenditure	Percentage of TSP Expenditure
1.	Agriculture	854.9	36.75	4.29%	36.376	98.97%
2.	Panchayat Raj/ Engineering	4320	2823	65.34%	1345.66	47.66%
3.	Animal Husbandry	145.5	9.603	6.59%	18.75	195.25%
4.	Fisheries	5.125	1.75	34.14%	1.75	100%
5.	Ground Water	70.77	4	5.65%	0.27	6.75%
	Total	5396	2875	53.27%	1402.806	48.79%

(Source: Computed data from TSP financial statements of concerned departments, East Godavari District)

Table 6.2 shows that though 53.27 per cent of the total budget was allocated for tribal development activities, the actual utilisation is only 48.79 per cent.

Figure 6.2: TSP Allocation made by the Departments



6.1.3 Impact on Livelihood of Tribals

The schemes implemented under the TSP Strategy are both individual benefit schemes and area benefit schemes. The following table presents the individual livelihood schemes.

6.1.3.1 Individual Livelihood Schemes

6.1.3.1.1 Sericulture

Table 6.3: Sericulture Budget Allocations

(Rs. in Lakhs)

Name of the Item	Budget Allocation (2009-2010)				Achievement			
	Financial		Physical		Financial		Physical	
	Total outlay	Outlay under TSP	Total outlay	Out lay under TSP	Total outlay	Out lay under TSP	Total outlay	Outlay under TSP
Supply of HYV Saplings	19800	ST (6.6%) 1306	4	1	19800	4	4	19800

(Source: Sericulture Department, Rampachodavaram)

It appears that the total budget during the year was spent completely under TSP extending the benefit to tribals.

The following Table presents the beneficiaries covered by the Scheme and its outcome.

Table 6.4: List of Beneficiaries and Expenditure

Sl. No.	Name of the Farmer	Village	Amount Released (Rs.)	Supply of HYV Mulberry Saplings
1	B. Pakeerabbai	Vathangi	5,500/-	Mulberry Saplings
2	M. Apparao	Marripalem	3,300/-	“
3	K. Lakshmi		“	5,500/- “
4	M. Malleswara Rao	“	5,500/-	“

(Source: Office of Sericulture Department, Rampachodavaram)

All the villages were taken up for field study covering the beneficiaries. Out of the four beneficiaries, one beneficiary (Apparao) died. The unit was closed and his successors have not taken up the activity due to lack of technical or financial inputs.

Mulberry saplings were supplied for sericulture with a unit cost ranging from Rs.3300 to Rs.5500. The unit is one acre of mulberry plantation. This amount is given as an additional support under TSP to the existing sericulture scheme.

Bhemireddy Chinna Rao, son of late Pakirabbai (beneficiary), Vathangi Village, states that the Sericulture Department promised to give Rs.100000 for the construction of sheds, and for rearing cocoons. However, the department paid only Rs.50000, and the construction remained incomplete. The balance amount of Rs.50000 is yet to be released. He spent Rs.30000 from his pocket for construction. However, he is benefiting from the unit. Now the family owns a TV and a motor bike. The family members are not even going for agricultural labour work and are totally dependent on this unit for revenue. He is earning about Rs.50000 per annum. However, the beneficiary is facing problems in terms of transport of cocoons to Dharmavaram Village of Prathipadu Mandal. Hence, they are seeking additional provision, such as oil engine and bore well, from the Government for growing mulberry plantations.

The remaining beneficiaries, namely Lakshmi and Malleswara Rao of Mrippalem, Rajavommangi Mandal, have denied receiving any support from the Sericulture Department. They say that no saplings were supplied and no support was extended during the year 2009-2010. Hence, no activity has been taken up by these beneficiaries. This shows that there is a gap between the beneficiaries and the implementing authorities of the scheme.

6.1.3.1.2 Agriculture

The following table presents the schemes covered by the TSP grants and the achievements.

Table 6.5: Agriculture Budget Allocation and Achievement

Sl. No.	Name of the Scheme	Total Allocation of the District		TSP Allocation		TSP Achievement		% of TSP Target to Total	
		Phy. (Rs. in Lakhs)	Fin.	Phy. (Rs. in Lakhs)	Fin.	Phy. (Rs. in Lakhs)	Fin.	Phy.	Fin. (Rs. in Lakhs)
1	Seed Village Scheme	953.4	8.62	67.5	0.58	67.5	0.58	7.08	6.73
2	Subsidy Seed Distribution	11160	540.01	2165	17.79	2164	17.79	19.4	3.29
3	Polambadi Farmers	6030	33.24	240	1.99	14	1.99	0.23	5.99
4	Vermi Compost Units	30	5.1	5	37500	0.00	0.00	0.00	0.00
5	Green Manure Seed Production	46.25	2.25	46.25	2.25	46.25	2.25	100	100
6	Adarsha-Rythu	2132	255.84	112	13.44	112	13.44	5.25	5.25
7	RCY	0.00	9.835	0.00	0.326	0.00	0.326		3.31
	Total	20351.65	854.895	2635.75	37536.376	2403.75	36.376	139.04	124.57

(Source: Office of Agriculture Department, Rampachodavaram)

The table with regard to Polambadi shows that a TSP amount of Rs.1.99 lakhs was spent for 14 farmers instead of the physical target of 240. This shows that there is no clear financial or physical target planning in the implementation of the programme.

(i) Polambadi (Farmers School):

Under this scheme the Agriculture Department conducts meetings with farmers to provide advice on agricultural practices and adoptive methods in agriculture development. They spend about Rs.6290 for each Polambadi towards supply of kits, training material, tea and snacks, etc. Each Polambadi covers 30 acres of land with 15 farmers. The total number of farmers covered during the study year was 210, in 14 Polambadis.

The study covered 20 out of 30 farmers from two villages, namely Vadapalli and Nimmalapalem of Rampachodavaram Mandal. The farmers stated that no kits or material were supplied to them and no meetings were conducted in their villages, and that they have no idea about the Polambadi Scheme. This reflects upon the commitment of the concerned staff in implementing the programme.

(ii) Green Manure Seed Production:

The farmers, on their own, raised green manure in their fields while the department only paid Rs.2000 per acre as incentive to promote this activity. The scheme was extended to five villages, namely D. Ravilanka (23 farmers), Seetharam (18 farmers) Nagallapalli (10 farmers), Ch. Ramanayya Peta (7 farmers), and Mulpadu (20 farmers) of Devipatnam Mandal, covering a total of 88 tribal farmers, and a total land extent of 112 acres. The study covered 12 beneficiaries and 20 acres from three villages, namely Seetharam, Ch. Ramanaiahpetta, D. Ravilanka of Devipatnam Mandal.

Each beneficiary invested about Rs.3000 to 4000. Out of this, they got Rs.2000 per acre as incentive from the department. This means the beneficiaries invested only Rs.1000 to 2000. They took up activities on land ranging from one to two acres. Out of the 12 beneficiaries, three are from Ch. Ramanaiahpetta and Seetharam villages who took up green manure seed production in six acres (3 x 2 acres), and incurred a profit of Rs.1000 per acre.

The rest of the beneficiaries who are from D. Ravilanka Village incurred a loss of Rs.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. Further, they received no compensation for the crop loss.

The government is not supplying green manure seed. They are paying incentives to the farmers' green manure seed production crops. Supply of green manure seed on subsidy basis is a good way of encouraging the farmers, and the Government should also provide insurance policies to cover the crops in order to meet the losses.

6.1.3.1.3 Animal Husbandry

The following table presents both financial and physical targets and the achievements of the scheme.

Table 6.6: Animal Husbandry Budget Allocation and Achievement

Name of the Scheme	BUDGET ALLOCATION				ACHIEVEMENT			
	Financial		Physical		Financial		Physical	
	Total Outlay (in Rs.)	Outlay Under TSP (in Rs.)	Total Outlay	Outlay Under TSP	Total Outlay (in Rs.)	Outlay Under TSP	Total Outlay	Outlay Under TSP (in Rs.)
Chief Minister's Special Package (Pasukranthi Scheme)	43,05,000	2,84,130	287	19	34,05,000	9,00,000	227	60
Rashtriya Krishi Vikas Yojana	1,02,45,000	6,76,170	683	45	92,20,500	9,75,000	603	78

(Source: Office of Asst. Director of Animal Husbandry, Rampachodavaram)

(i) The Pasukranthi Scheme

The Chief Minister (CM) Special Package covered four villages (Jagampalli (10 beneficiaries), Dirisinapalli (30), Marrivada (8) and I. Polavaram (11) of Rampachodavaram Mandal) during the field study period (April-June 2011). The total number of women tribal beneficiaries is 59. The scheme is aimed at increasing the livelihood opportunity to the tribals through supply of Murrah breed buffaloes. The study covered two villages, namely I. Polavaram and Marrivada. Both are situated in Rampachodavaram Mandal; one is in the interior while the other one is a road point village.

Sample Village: I. Polavaram:

The study covered 5 beneficiaries out of 11. The beneficiaries are women from DWCRA. The unit cost is Rs.70000 (Rs.30000 subsidy and Rs.40000 repayment). The Department supplied two Murrah breed buffaloes brought from Tamil Nadu, as well as 2 bags of fodder per buffalo for each beneficiary.

However, Out of the 10 buffaloes supplied, one died and three were sold away due to loss. On an average, each buffalo gives of 3 litres of milk per day; the cost of milk is only Rs.8 to 10 per litre in their locality. Whereas the beneficiaries had to invest, in addition to maintenance, Rs.50 per day per buffalo for buying feed.

Hence, there is no income from the scheme. The banks are recovering the loan amount from the money saved by the beneficiaries through other sources, while the units have

created an additional burden on the family. Initially, when the researchers came for field study, the tribal beneficiaries mistook them to be staff from the department, and expressed their anger. However, they later understood the purpose of visit and extended their cooperation.

Sample Village: Marrivada

Out of the eight beneficiaries in the village, the study covered six. Each unit contains two buffaloes. And out of the 12 buffaloes distributed, three were sold away, one died, and one went missing in the forest area. Here the beneficiary was spending Rs.40 per day towards the animal's feed, and got Rs.12 per litre from an average milk production of 3 litres per buffalo. Hence, the situation is the same as in I. Polavaram.

It is observed that the Government's staff, without understanding the interests of the tribals, implemented this programme. Furthermore, the buffaloes could not sustain in the environmental conditions of the tribal areas, as there is a difference in feed. Moreover, no veterinary hospital support was extended to the beneficiaries; as such they were compelled to invest money on health problems of the buffaloes. One beneficiary, Y. Adilakshmi, reported that she could not get insurance policy amount due to loss of relevant documents to claim compensation.

(ii) Rastriya Krishi Vikas Yojana Scheme:

This scheme is implemented by the ITDA with the support of the Animal Husbandry Department. The unit cost is Rs.35000, and includes two buffaloes of local variety. The unit cost includes a subsidy of Rs.15000, while the remaining Rs.20000 is repayable loan. The ITDA also supplied three bags of feed.

This scheme aimed to increase the livelihood base of the tribal families, and was implemented in eight villages covering 78 women beneficiaries.

The study was conducted in two villages, namely Folks Pet and I. Polavaram of Rampachodavaram Mandal, covering nine women beneficiaries out of a total of 28.

Sample Villages: Folks Pet and I. Polavaram

Each buffalo, on an average, gave three litres of milk, which was sold for Rs.8 to 10 per litre. However, the income thus generated is not sufficient to maintain the buffaloes, and the unit is not giving any additional monetary benefit to the tribal families for the enhancement of their livelihood conditions. In fact, they are carrying an additional the burden of the unit, in addition to family expenditure.

The Government machinery is implementing the supply of milch cattle programme without taking into consideration the background of beneficiary and his/her interests to maintain the units. Secondly, no survey is taken up to appraise the availability of

water and fodder for cattle. Furthermore, no cost on feed is subsidized, and the Government does not ensure any veterinary hospital support to the health problems of animals after commencement of the supply of milch animals programme.

6.1.3.1.4 Fisheries

The following table presents both financial and physical targets and the achievements of the scheme.

Table 6.7: Fisheries Department Budget Allocation and Achievement

Sl. No.	Name of the Scheme	Unit Cost (in Rs.)	Allotment		Grounding in Tribal Area		Grounding in Tribal Sub-Plan Area		Areas Covered
			Phy. (No.)	Finan. (in Rs.)	Phy. (No.)	Finan. (in Rs.)	Phy. (No.)	Finan. (in Rs.)	
1	2	3	4	5	6	7	8	9	12
1	Supply of fish seed on 50% subsidy to Fishermen Co-operative Societies	25,000	5	62,500	1	12,500	1	12,500	One unit for Tribal FCS. Nimmalapalem (Addateegla Mandal) One unit for Tribal FCS E Gokavaram (Prathipadu Mandal)
2	Tribal Sub-Plan on 50% subsidy	10,000	40	2,00,000	10	50,000	20	1,00,000	Tribal Area One unit each at Chikilantha, Vathangi of Rajavommingi Mandal, Vedurnagaram and Dakodu of Addateegalafor Tribal FCS Mandal, Mairripalem of Gangavaram Mandal, and 4 units at I. Polavaram Village of Rampachodavaram Mandal Tribal Sub-Plan Area 13 units for members of tribal FCS 1. Gokavaram; 7 units for members of tribal FCS, Podurupaka of Prathipadu Mandal
	Total	45,003	99	112,509	11	62,500	21	112,500	

(Source: Office of Asst. Director of Fisheries, Rampachodavaram)

There were a total of 10 beneficiaries from seven villages, for the 50 per cent subsidy scheme under the TSP, and the study covered two villages from two mandals: Vathangi Village from Rajavommangi Mandal and I. Polavaram Village from Rampachodavaram Mandal. It is observed that the digging of tanks is supported by the ITDA, and the Fisheries Department has given a subsidy of Rs.5000 for the fishery units, towards fish seed and feed.

Sample Village: Vathangi

The son of a beneficiary Nagaraju was interviewed, because the noted beneficiary died. His family consists of seven members. He says that 25 years ago, support was initially given by ITDA and Fisheries Department for a period of five years for starting a fishery unit in one acre of land. Later however the support was discontinued. Again in the year 2009-2010, on application, about Rs.5000 worth of fish seed was supplied at 50 per cent subsidy. However, the scheme was not continued the next year. So he had to invest on fish seed and feed with his own earnings. Still, he says, the scheme was beneficial to him.

Sample Village: I. Polavaram

In this 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) had left the village, and is now residing in a different village (Jagarampalli). The two other beneficiaries were interviewed in order to assess the status of the implementation of the programme.

In this village, the ITDA supported the digging of a fish tank 15 years ago, in a half acre of patta land for these two beneficiaries. Since then the beneficiaries have been taking up fishing activity on their own. In the month of August 2010, the Fisheries Department released the subsidy portion of Rs.5000 towards fish seed. The farmer invested of Rs.8000 (including subsidy) on half acre fish tank, and got a profit of Rs. 5000 for 10 months. The farmers are happy with the fish tank, compared with their agricultural fields.

The beneficiaries are seeking the supply of fish seed in the month of June instead of in August. However, it was observed that there was no continuity in support for the beneficiaries. They are requesting for some amount of grant for de-siltation of the tanks and for fish feed on a subsidy basis.

6.1.3.1.5 Ground Water

The following table presents both financial and physical targets planned under TSP Strategy implementation and its achievements.

Table 6.8: Ground Water Department Budget Allocation and Achievement

Sl. No.	Name of the Dept./ Mandal	Budget Allocation 2009-10 up to March 2010			Cumulative Achievement		Output
		Financial (Rs. in Lakhs)		Physical	Financial (Rs. in Lakhs)		Physical
		Total Outlay	Outlay Under TSP	Outlay Under TSP	Outlay Under TSP	Under TSP	
1	2	3	4	6	8	10	15
	Office of the Deputy Director, Ground Water Department, Rajahmundry	70.77	4.00	Survey : 120 Drilling 5 Bore Wells (TSP)	0.27	Survey: 439 Drilling of bore wells: Nil	The ITDA authorities called for tenders hence the drilling rates and were not finalized before 31-3-2010.

(Source: Office of Regional Director, Ground Water Department, Rajahmundry)

It was observed that though Rs.4 lakhs was allotted, and only Rs.0.27 lakhs was spent. They planned to a conduct survey of 120 drilling sites. However, 439 survey of drilling sites were carried out, exceeding the target. During the study year, five bore wells were planned and money was allocated for the same; however, no bore wells were dug. Therefore, the outcome is nil. The department is passing the blame, saying that the ITDA, Rampachodavaram, failed to call for tenders and finalize the drilling rates of contractors before 31-3-2010. Moreover, this fact was not denied by the ITDA as per the report communicated to it by the Ground Water Department.

6.1.3.2 Area Benefit Works

6.1.3.2.1 Panchayat Raj

The following table presents the programmes taken up and the financial allocations under TSP, and its achievements.

Table 6.9: Panchayat Raj Department Budget Allocation and Achievement

Sl. No.	Name of the Department	Programme	Budget Allocation (2009-2010)				Achievement by June 2010			
			Financial (Rs. in Lakhs)		Financial (Rs. in Lakhs)		Physical		Physical	
			Total Outlay	Outlay under TSP	Total Outlay	Outlay under TSP	Total Out lay	Out lay under TSP	Total Outlay	Outlay under TSP
1	Panchayat Raj Engineering Department	5% PMGSY (RIAD)	933.97	933.97	649.48	649.48	6	6	5	5
2		12 th Finance RIAD	620.00	620.00	561.57	561.57	4	4	4	4
3		NABARD RIDF-XIV	1648.00	151.00	1095.05	76.85	16	1	15	0
4		NABARD RIAD-XIII	840.00	840.00	0.00	0.00	1	1	0	0
5		NABARD RIAD-XIV	120.00	120.00	27.93	27.93	1	1	0	0
6		NABARD RAID Buildings	158.00	158.00	29.83	29.83	3	3	1	1
	Total		4319.97	2822.97	2363.86	1345.66	31	16	25	10

(Source: Office of Superintendent Engineer, Panchayat Raj Department, Kakinada)

The Panchayat Raj Engineering Department implemented the programmes: 5 per cent Prime Minister Grameen Sadak Yojana (PMGY), 12th Finance RIAD, NABARD RIAD-XIII, NABARD RIAD-XIV; the buildings under NABARD RIAD were all in tribal areas.

However, the amount under NABARD RIDF-XIV was spent for providing surface roads connecting Yerravaram to Vanthada, a tribal village, via a plain area village, Konda Lingampathi. The work is five kilometres of BT (Black Top) road. By the end of June 2010, only four kilometres length of the road was completed.

Benefit for Whom?

The road passes through six villages, namely Lingamparathi, Badravaram, Chinasankarlapudi, Peda Sankarlapudi, Lampakalova, Routhupalem and Vanthada.

Except in Vanthada Village, there are no tribals living in the other villages. In fact, the distance from Yerravaram to Vanthada is 30 km. However, the department laid a road for only 5 km in two different bits. One bit is between Yerravaram to Konda Lingamparthi (3 km) and another road is a diverted road from Konda Lingamparthi to Konda Thimmapuram (2 km). Moreover, this 5 km road is nowhere connected to Vanthada, a tribal village consisting of 104 families. However, the department showed the end village “Vanthada”, a tribal village, in the programme in order to capture the TSP funds in a way to extend benefit to the non-tribal villages. Prathipadu, mandal headquarters to Vanthada, is 10 km from Yerravaram where the department started laying the road, and in no way benefits of the tribals living in Vanthada Village. This shows as to how the TSP funds were misused.

6.2 Case Study District: Adilabad

Figure 6.3: Adilabad District



6.2.1 Social Demography

The district comprises 52 mandals and 1743 villages of which 1557 villages are inhabited and 186 villages are uninhabited. There are seven municipalities in the district. The district is conveniently formed into five divisions: 1) Adilabad, 2) Nirmal, 3) Utnoor, 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 population of the district, according to 2001 Census, is 24.88 lakhs, of which the rural population comprises 18.23 lakhs or 73.52 per cent, while the urban population comprises 6.56 lakhs, forming 26.48 per cent of the total population. The increase in population during the decennial ending 1991 over 1981 is 26.85 per cent, which is higher than that of the state. The female population is less, namely, 980 females for every 1000 males.

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 Primitive Tribal Groups (PTGs) for special attention. Even the poorer Mannes (Telugu Speaking Kolams) are extended the same benefits through a special GO. The Gonds constitute 52.15 per cent, followed by Lambadas, with 22.45 per cent population. These PTGs are called as Particularly Vulnerable Tribal Groups (PVTGs).

6.2.2 Financial Allocations and Expenditure in the Case Study District

Table 6.10: TSP-Financial Allocations and Expenditure 2009-2010

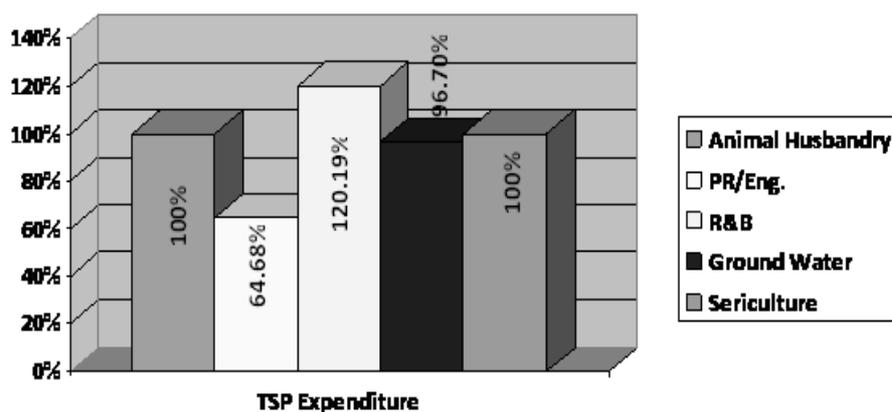
(Rs. in Lakhs)

Sl. No.	Department	Total Allocation of the District	TSP Allocation	TSP Expenditure	Percentage of TSP Expenditure
1	Animal Husbandry	NA (Not available)	12.644	12.644	100%
2	Ground Water	NA	6.68	6.46	96.70%
3	Sericulture	NA	1.47	1.47	100%
4	Fisheries	No allocation	0	0	0
5	Panchayat Raj/ Engineering	NA	403.63	261.07	64.68%
6	R&B	NA	120.00	122.63	120.19%
	Total:		544.424	404.274	74.25%

(Source: Data computed from the offices of departments, Adilabad)

The figures of the total allocation of funds from the state outlay to the district are not available. However, the data reveals that the expenditure of TSP funds during the year 2009-2010 was only 74 per cent.

Figure 6.4: TSP Expenditure under the Departments of Animal Husbandry, PR/ Eng., R&B, Ground Water, and Sericulture in Adilabad District



6.2.3. Impact on the Livelihoods of Tribals

6.2.3.1 Animal Husbandry

To uplift the BPL families, the Government has taken up the programmes in the State and also allocated budget under plan schemes during the 2009-10. The unit cost of high yielding milch animals (Cross-bred cow/Murrah Buffalo) ranges from Rs.30000 to 35000 per animal (includes cost of the animal, transport and insurance). This programme is implemented under the chairmanship of Collector and District Magistrates in the State. Subsidy of Rs.15000 for Milch Buffaloes and Rs.12500 in case of Milch Cows is provided as front end subsidy and the rest amount is arranged from Bank Loan.

It is proposed to provide feed to the inducted animals on 50 per cent subsidy. This programme is expected to help the farmers for the maintenance of animals as well as for better milk production.

Table 6.11: Budget Released under TSP for the Year 2009-2010 in the District

Sl. No.	Head of Account	Releases (in Rs.)	Expenditure (in Rs.)	Percentage
1	Insurance premium- assistance to livestock growers.	32600	32600	2.5
2	Contract personnel and others office costs	423640	423638	33.5
3	Drugs & Medicine	100400	100399	8
4	Supply of milch animals	630000	630000	50
5	Jeevan Kranthi-livestock allied activities	77800	77800	6
	Total	1264440	1264437	100

(Source: Office of Joint Director, Animal Husbandry Department, Adilabad)

Table 6.11 shows that one-third of the total expenditure was spent on the office and outsourcing personnel costs, which would not give any direct benefit to the tribal beneficiaries under the TSP. There is no division of accounts to show that even the costs shown were for the implementation of the livelihood scheme.

For the supply of milch animals, Rs.630000 was spent for the benefit of the tribals under TSP. The scheme details are: Rs.15000 subsidy, Rs.5000 for cattle feed, and Rs.300 for health care. Each animal costs around Rs.35000. The beneficiary has to raise the remaining amount either through personal savings or a bank loan.

The name of the scheme is Supply of Milch Animals, but was implemented under different sub-packages, namely Prime Minister (PM), Chief Minister (CM) and RKVY (Rajeev Krishi Yuva Yojana) Packages. This scheme was extended to 39 villages of 23 mandals, benefiting 149 people (male: 103 and female 46) in the TSP area.

For the purpose of this study the PM Package was taken up. During the study year, the PM Package covered 67 tribal beneficiaries who had secured Murrah breed buffaloes in 15 mandals. The number of beneficiaries varies from a single person to 18 in each mandal. Kanapur Mandal is having the highest number of beneficiaries, i.e., 18, followed by 10 in Utnoor and Jainur mandals. For the purpose of the study, the ITDA headquarters mandal, Utnoor was selected. All the 10 beneficiaries are from one village Pulimadugula.

Sample Village: Pulimadugula

There are 330 households, among them 250 are STs (Lambadas), while the remaining are non-STs. The village situated on the main road, which leads to Indravelly from Utnoor, the headquarters of ITDA, Adilabad District. It is six kilometres from Utnoor. The village has a sub-centre, and good road connectivity, an UP school, and drinking water facility. The MNERG Scheme is in progress, under which 30 widows, 7 disabled, and 30 old age persons are receiving social security schemes in the village. The Sarpanch and three ward members are from the village, which is the Panchayat headquarters.

Outcome:

Out of the ten beneficiaries of the scheme, six are women. They all belong to a single family, the "Ade". Of the Murrah breed buffaloes that were supplied to the beneficiaries, one died of ill health. It is estimated that on an average each buffalo gives ten litres of milk per day which costs about Rs.20. Hence, the total income from each buffalo is Rs.200 per day. The beneficiary also gets Rs.3 per day from manure (Total income = Rs.203). The total expenditure per day is Rs.75 for maintenance and an interest of Rs.5 per day on the bank loan of Rs.20000 (Total expenditure Rs.80). So the total income per day is Rs.123, which is equal to the minimum wage. However, the people have no knowledge about the TSP scheme.

The scheme was sanctioned in November, 2009 and milch animals were supplied in March 2010 – there was a delay of four months. There are three grades of Murrah buffaloes. According to the beneficiaries, the Government supplied second grade buffaloes, though they asked for first grade. 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.

6.2.3.2 Ground Water

Table 6.12: Ground Water Department Physical Targets and Achievements

Sl. No.	Drilling of Bore Wells Scheme	Physical Targets		Achievements	
		Surveys	Drilling	Surveys to Identify Sites	Drilling of Wells
1	Survey	60	5	171	8

(Source: Office of Ground Water Department, Adilabad)

From the above table, it appears that there is an increase (from 5 to 8) in the number of targets in drilling bore wells for the benefit of tribal farmers. However, the scheme failed to identify well sites within the fixed target of 60, and conducted 171 surveys to identify only 8 well sites.

Table 6.13: Financial Achievements

Sl. No.	Program Head	Budget Releases (in Rs.)	Expenditure (in Rs.)	Percentage
1	Surveys and other incidental expenditure of work charge employees	418000.00	416971.00	64.50
2	Drilling of 8 bore wells and selection of sites	250000.00	229082.00	35.50
Total		668000.00	646053.00	100.00

(Source: Office of Ground Water Department)

Table 6.13 shows that altogether 35.50 per cent of the total TSP fund was spent only for drilling of 8 bore wells to benefit individual farmers, and the remaining 64.50 per cent was spent on other incidental expenses, due to inadequate action plan.

Table 6.14: Outcome (List of Beneficiaries)

Sl. No.	Mandal	Village	Name of Beneficiary	Output
1	Kerameri	Anarpally/ Lambada major community (80 HHs)	Rathod Parasharam (L)	Nil: No motor provided, as such there is no usage of bore wells
2	“	“	Rathod Dathu (L)	“
3	“	“	Rathod Balairam (L)	“
4 (died)	Jainur	Gouri (Gonds, Kolams (200HHs)	Mesram Sheku(G)	“
5	“	Marlavai (Only Gonds, 95 HHs)	Kodapa Mothiram (G)	“
6	“	“	Kanuka Amrutharao(G)	“
7	Siripur U	Burnur (only Gonds 200 HHs)	Smt. Puraka Savitribai (G)	Motor purchased by her. Well providing water to 3 acres of land.
8	“	Burnur	Geddam Syamsundar (G) (unmarried) but living with parents	Motor purchased by him. Well benefiting to provide water to 4 acres of land.

(Source: Data computed from the office of Ground Water Department, Adilabad)

Out of eight beneficiaries from the drilling bore wells scheme, three belong to Lambada ST community, while the others are Gonds. One of the beneficiaries, Mesram Sheku died. There is only one woman beneficiary from the scheme. The scheme was implemented in Anarpally, Gouri, Marlavai and Burnur villages. The Lambadas are the major tribal community in Anarpally; the Gonds and Kolams are found in Gouri Village; and the Gonds are the only predominant tribal community in the other two villages.

Bore Wells Scheme: The department conducted investigations for the selection of well sites in 171 villages, and finally, bore wells were dug for the benefit of 8 tribal farmers. The scheme was granted in the month of May 2009. The unit cost of the motor was

Rs.30000 (Rs.20000 self-contribution and a subsidy of Rs.10000 given by the ITDA). Bore wells were supplied free of cost. According to a beneficiary, Geddam Syamsundar of Burnur, the 5 hp motor is insufficient to meet the needs of irrigation for his land. He needs a 7.5 hp motor. Furthermore, Smt. Puraka Savitribai requests for 24 hours supply of electricity. However, the power supply is currently irregular; the remaining six beneficiaries have no electric motors, and as such the wells are not in use.

Marlavai: There is no power supply at the well site. Two beneficiaries do not have the economic capacity to take the motor under the limited subsidy scheme.

Gouri: The actual beneficiary died. His son, who is 25 years old, is unable to raise the money to purchase the motor.

Anarpally: Three beneficiaries belong to the Lambada tribe. They are expecting a motor from the Government.

The bore well scheme, without looking at the supply of electricity at well sites, and electrical motor provisions, is a totally unplanned exercise. Whatever the amount of TSP spent on such programmes is completely unproductive.

6.2.3.3 Sericulture

Table 6.15: List of Beneficiaries (Sericulture: Mulberry Units – 6)

S. No.	Allocation under TSP 2009-10 (in Rs.)	Expenditure (in Rs.)	Name of Beneficiary	Name of Village	Name of Mandal	Amount Spent (in Rs.)
1	147000	147000	Gurijala	Shivaguda/H.	Utnoor	24500
			Sivvanna	Dhantanpally		
			Gurijala China	"	Utnoor	24500
			Muthi Yellanna	"	Utnoor	24500
			Thodsam Bandu	Thummaguda	Indravelly	24500
			Soyam Bhoom Rao	Thummaguda	Indravelly	24500
			Madavi Mothiram	Durgapur	Utnoor	24500
Total:	147000	147000				147000

(Source: Office of Sericulture Department, Utnoor)

The Sericulture Department provided six mulberry plantation units for the production of cocoons and allocated funds of Rs.1.47 lakhs benefiting two tribal families in Thummaguda Village, one from Durgapur of Indravelly Mandal, and other three tribals from Shivaguda, a hamlet of Dhantanpally Village of Utnoor Mandal. The study covered all the three villages units. The tribals raised 1500 mulberry plantations in one acre of land.

Madavi Mothiram of Gond Tribe from Durgapur says that he attended a training programme organized by the Sericulture Department, where they gave an application for growing mulberry plantations. The Government provided a subsidy of Rs.25000, while he contributed Rs.5000 towards transport, plants, boxes, etc. However, no plant survived in the land due to lack of irrigation facility. Thus, he incurred a loss for taking up this unit. He says that the Government did not provide any motor to facilitate water supply to the plantations, and no sprinklers or boxes were supplied. Contrary to this experience, the experiences of the two tribal beneficiaries, Soyam Bhoom Rao and Todsam Bandu of Thummaguda are interesting. They also attended a training programme for setting up mulberry units, and claim that they are getting the benefits.

Shivanna of Shivajiguda says that due to adverse climatic conditions half of the plants died, and he is not getting any profit from this unit. Yellanna and Chinna of the same village say that almost all the plants died, and hence there is no income from the mulberry plantations.

Therefore, out of the six beneficiaries, only two are getting some income from the mulberry units. The rest are not getting any profit and are in fact, incurring loss due to failure of plantations.

The scheme was extended to tribals without taking into account the water provision for the plantations. The department failed to provide motors, sprinklers and boxes, etc., which are essential for running the units.

6.2.4 Area Benefit Works

6.2.4.1 Panchayat Raj

The Panchayat Raj Engineering Department took up four works under the NABARD, RIDF programme. All the benefit villages of the programme were identified for study. At the time of study in Dharmaji Peta Village, the road work was in progress. The remaining three works in nature of bridge and road constructions were completed.

Table 6.16: Panchayat Raj Department TSP Allocation and Achievements

Sl. No.	Programme	Name of the Work	Habitation	Population			Financial Target (Rs. in Lakhs)	Expenditure during 2009-10 (Rs. in Lakhs)	Status of Work
				NT	ST	Total			
1	NABARD RIDF XIII (TSP)	Constn. of bridge on road from Adilabad to Pippaladhari at km 14/6 to 14/8 (Mamidiguda Vagu)	Pippaladhari (NT:800) & Lingaguda (NT:12; ST:420) (Adilabad Mandal)	812	420	1232	85.12	37.63	completed
2	NABARD RIDF XII (TSP)	Road from NH 16 (183 km/m) to Gudipally via Madikunta, Kankur (0/0 to 2/1,3/1 to 7/0)	Kankur (Jaipur Mandal)	135	0	840	114.8	111.71	completed
3	NABARD RIDF XIV (TSP)	BT on road from Indravelly to Chisdhari Khanapur @ km 3/3 to 10/3	Satwajiguda (NT:480; ST:20) Markaguda (NT:100; ST:300) Bursanpatar (NT:450) Chisdhari, Khanapur (ST:850) (Adilabad)	1030	1170	1955	104.13	86.31	completed
4	NABARD RIDF XIV (TSP)	R/f Bheemandi to R&B road via Eppamada, Dharmaji Peta	Dharmajipet (Kaddam)	500	1500	205	99.58	25.42	completed
	Total				4403	403.63	261.07	261.07	

(Source: Office of Panchayat Raj Department, Adilabad)

Financial Achievement:

The above table shows the failure on the part of the department in achieving the financial target during the year 2009-2010. Although Rs.85.12 lakhs was shown as allocated for the cost for the bridge construction on road from Adilabad to Pippaladhari, only Rs.37.63 lakhs was spent. This leads to the understanding that the allocation was made without any adequate estimation of cost of construction. On the other hand, the department also failed to spend the balance amount left over during the financial year on any other work. Similar trends were reflected in other road work projects from Indravelly to Chrisdhari Kanapur.

6.2.4.2 Roads and Buildings

The following table presents the TSP allocations and achievements of the Roads and Buildings Department:

Table 6.17: Information Regarding TSP Funds Pertaining to (R&B) Circle, Adilabad

TSP Funds Allocation	Expenditure Particulars (in Rs.)	Physical Targets	Benefits	Action Plan	Achievements	Details of Programme
120.00 lakhs	122.63 lakhs	5.20 km	Sadakaguda: ST:350 NT:150 Asnapur: ST:2500 NT:500	Work completed	Work completed	Improvement to Utnoor-Asifabad road from km 4/0 to 4/7, 5/1 to 6/6 and 9/0 to 12/0 in Adilabad District

(Source: Office of R&B Department, Adilabad)

The two villages are adjacent to the main road. Since the road connects several villages, it would be difficult to assess the specific benefits to the tribal villages.

CHAPTER - 7

7. 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 shows that there is a clear violation of the TSP strategy. The data shows 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 Rs.4575 crores. During the study period, i.e., 2009-2010, the State Plan outlay was Rs.33496.75 crores and the allocation was of Rs.2370.86 crores. However, the expenditure under TSP was only Rs.1527.88 crores, 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 Rs.843 crores are more or less equal to the total tribal welfare annual budget of the state. In the case study districts also the departments have 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 per cent 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 utilization 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.

Summary of Field Study:

(i) Individual Benefit Schemes:

The economic supporting schemes mainly include sericulture, agriculture, fisheries, animal husbandry, and the allied schemes of the Ground Water Department.

The field study in the sample villages of East Godavari District reveals that the outcome of the implementation of Sericulture Program 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 program during the year 2009-10 only a single tribal was benefited, while the expected benefits were not felt by the others. The field survey discloses that the Agriculture Department failed to avail the polambadi program for increasing awareness among the tribals. A partial benefit was however registered in the green manure production program. The other livelihood development program for animal husbandry was supply of milch animals to the tribals. This program 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. There is no proper step in grounding the program. The savings of the beneficiaries from different sources are also eaten away by this program as they are compelled to realise the loan amounts due to the banks. The field study 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 failure on the part of the Ground Water Department is an example that shows that there is no proper planning for the implementation of the activities planned under the TSP. The amounts spent by the Ground Water Department in East Godavari District 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 Ground Water Department. The Ground Water 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 the sample villages of Adilabad District shows that there was no proper identification of beneficiaries under the programs. The tribal beneficiaries were unable to meet their financial component and hence, they could not benefit from the scheme. The Ground Water Department spent money for drilling bore wells 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 program is not positive. Similarly, the Sericulture Department grounded the program without looking at the availability of water for sustenance of the sericulture crops. 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 programs. There was no provision for 100 per cent subsidy to the tribals in the economic development programs, which is also essential.

Thus, these are the shortcomings in the planning, grounding the programs, 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 of the economic level of the tribals.

(ii) Area Benefit Schemes:

In the case of area benefit programs, the maximum beneficiaries should be tribals only. However, this provision was bypassed by the implementing agencies. 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 Chrisdhara and Kanapur villages.

The field study in East Godavari District also reveals a similar picture as far as the community benefit schemes are concerned. The Panchayat 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”¹⁷. Thus, the expenditure being shown under TSP for the benefit of non-tribals shall not be counted as the expenditure under the head.

¹⁷ Planning Commission (2010), Report of the Task Force to Review Guidelines on SCSP and TSP, Govt. of India.

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 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 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 Panchayat 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. The District Medical Health Officer (DMHO), Adilabad furnished information under RTI showing the particulars of Tribal State Plan instead of TSP. The expenditure particulars are not under the mandatory budget head 796, but under 789. Further, the information says that he was not authorized to spend other than administrative expenditure. 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.

7.1 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 utilized, 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 implementations 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 programs 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 Scheduled 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.

7.2 Recommendations

- i. Enforceable legislations should be enacted for mandatory allocation of TSP funds and their utilization for tribal development and protection against exploitation.
- ii. The unspent money pool should be made available to the nodal agency to take up further development initiatives without any diversion.
- iii. 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.
- iv. Administrative costs should be minimum in the TSP budgets.
- v. Flow of funds to the TSP should be made department-wise without diverting the funds in the name of indivisible pool.
- vi. Flow of funds from the state outlay should be as per the growth of the tribal population on annual basis in the state.
- vii. 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.
- viii. 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.
- ix. The line departments should make available with the budgets for the execution of the Integrated Tribal Development Plans at the ITDAs.
- x. Orientation camps on TSP Strategy should be organized to bring awareness among all the stakeholders.
- xi. 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.
- xii. 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.

- xiii. The tribal beneficiaries of all area benefit schemes should be 50 per cent or above.
- xiv. The provisions of the PESA must be implemented in the implementation of the TSP Strategy.
- xv. The Tribal Advisory Council must regularly monitor the implementation of the TSP Strategy.

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