

CHAPTER-1

Introduction

1.1 Background

The scheduled Tribes (ST) population in India was 8.43 crore as per census of 2011 constituting 8.2 *per cent* of total population. The low level of socio economic indicators of poverty, literacy and health indicates the low level of their development. They also suffer from other social barriers and disadvantages.

There are many constitutional safeguards for overall socio economic development of STs. However, the persistence and perpetuation of socio-economic backwardness, in spite of the development efforts had warranted a special and focused strategy and a need for a separate policy instrument for the STs to enable them to share the developmental inputs and benefit of growth in more equitable manner. Thus, a comprehensive policy of protection, welfare and development of the STs was prepared by an expert committee set up by the Ministry of Education and Social Welfare as earlier as 1972 for the rapid socio-economic development of tribal people and was adopted for the first time in the Fifth Five Year Plan. The period-wise development in action plan for STs in briefs given below:

Year	Brief
1972	Formation of expert committee under the chairmanship of professor S.C. Dube for development of Tribal sub-plan (TSP) for protection, welfare and development of scheduled tribe.
1976	Formation of TSP with the objectives: <ul style="list-style-type: none"> (i) substantial reduction of poverty and unemployment of ST's; (ii) creation of productive assets in their favour and provide livelihood opportunity; (iii) human resource development by providing adequate education and health service; and (iv) provision of social physical and financial security.

2006	Revised guidelines issued by the Planning Commission (December 2006) for formulation and effective implementation of TSP with the objectives: (i) earmarking of plan funds in proportion to ST population to the total population of the country; (ii) TSP funds should be non divertible and non lapsable; and (iii) placing the funds earmarked under separate budget head/sub-head of central ministries/departments for implementing TSP.
2010	<ul style="list-style-type: none">• The central ministries/departments had pointed out their difficulty in earmarking of funds under TSP. Therefore, a Task force under the Chairmanship of Dr. Narendera Jadhav, Member Planning Commission was set up in June 2010 to review the guidelines.• The Task Force identified 28 Central Ministries/departments in terms of their obligation to earmark allocation in proportion to the population of Scheduled Tribes in to four categories: (i) No obligation;(ii) Earmarking outlays less than 7.5 per cent for STs;(iii) Earmarking outlays between 7.5 per cent - 8.2 per cent for STs;(iv) Earmarking more than 8.2 per cent for STs.

The guidelines also provide that the Tribal Welfare Departments will be nodal Departments for the formulation of the TSP in the States. The TSP concept is not applicable to the tribal majority States¹ where tribals represent more than 60 per cent of the population, since the Annual Plan in these States/UTs is itself a Tribal Plan. The entire plan of these States/Union Territories was primarily meant for the ST population constituting the majority.

1.2 Objectives of the TSP

The Tribal Sub-Plan is part of Central Plan. The purpose of launching of TSP was to channelize the flow of outlays and benefits from the general

¹ Arunachal Pradesh, Meghalaya, Mizoram, Nagaland and in the UTs of Lakshadweep and Dadra & Nagar Haveli

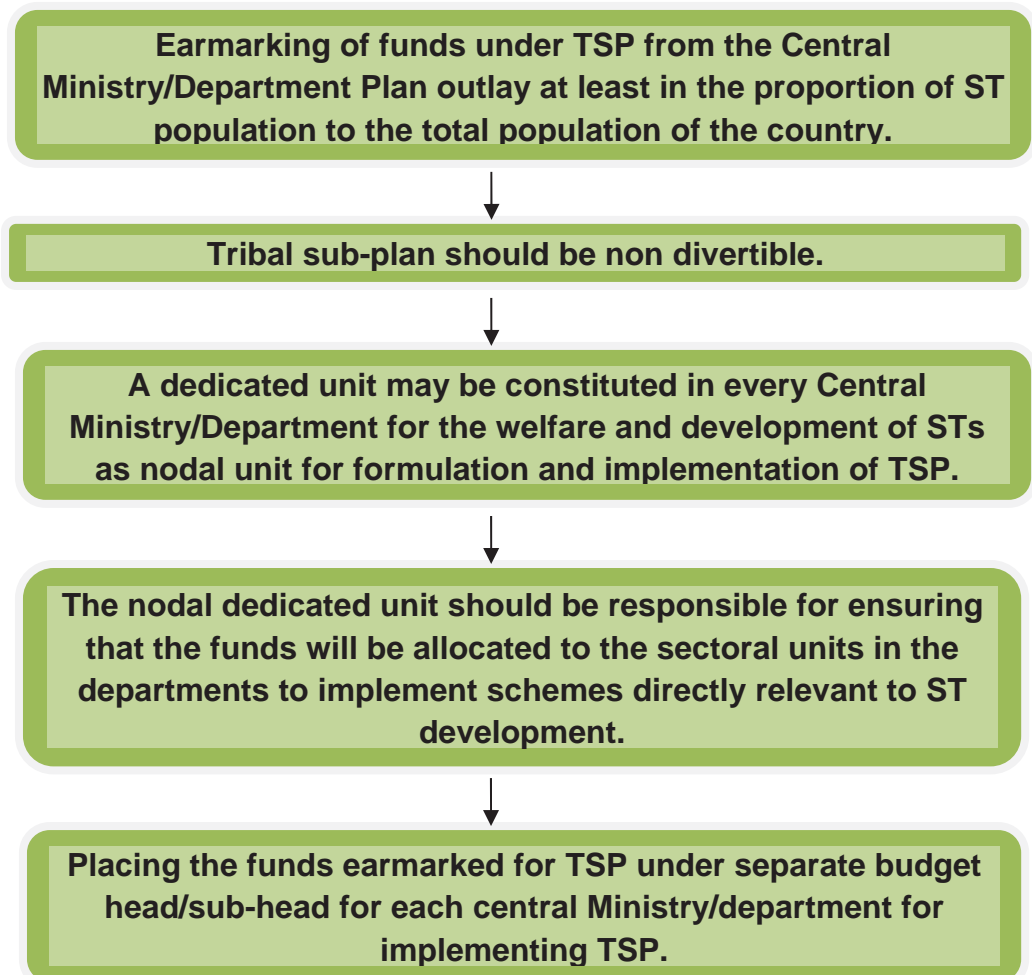
sectors in the Central Ministries/Departments for the development of ST at least in proportion to their population, both in physical and financial terms. The specific objectives of the TSP are as under:-

- Ensure that the share of resources spent for the benefit of STs is at least in proportion to their share in the population of the country.
- Substantial reduction in poverty and unemployment.
- Creation of productive assets in favour of STs to sustain the growth likely to accrue through development efforts.
- Human resource development of the STs by providing adequate education and health services.
- Provision of physical and financial security against all types of exploitation and oppression.

The sub-plan aimed at;

- (a) Identifying the resources for areas covered under TSP.
- (b) Preparing a broad policy framework for development of those areas.
- (c) Defining a suitable administrative strategy for its implementation.

To fulfil the above objectives the following action plan was to be considered:



1.3 Fund flow arrangement

Task Force (November 2010) recommended, GOI Ministries/Departments to earmark funds under TSP from their annual plan outlay at least in proportion to the percentage of ST population in the country, which was 8.2 *per cent* as per census 2011. The Ministry of Finance, Department of Expenditure, issued Budget Circular 2011-12 to all the Central Ministries/Departments to open, a separate budget head in their Demands for Grants i.e. a minor head “Tribal Sub-Plan” code 796 below the functional major/sub-major head wherever necessary to ensure these funds were not diverted to any other scheme.

From 2011-12, 28 Central Ministries were identified under obligation categories to earmark outlay as per percentage indicated against each in their Annul Plan Outlay from 2011-12. Ministries/Departments were required in terms of their obligation to earmark allocation in proportion to the population of STs in to four categories (i) No obligation (ii) Earmarking outlays less than 7.5 *per cent* (iii) Earmarking outlays between 7.5 *per cent* and 8.2 *per cent* and (iv) Earmarking more than 8.2 *per cent* for STs. **(Annexure-2(i)).**

The position of overall Budget Estimates and Expenditure under TSP for 28 Central Ministries during the period 2011-12 to 2013-14 was as under:

(` in crore)

Year	Total Outlay (BE)	Total Expenditure (Actual)
2011-12	18091.23	17453.61
2012-13	21710.11	20184.10
2013-14	24598.39	22029.97 (RE)

Source: Expenditure Budget Volume-I, 2014-15