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**GOVERNMENT OF MAHARASHTRA  
TRIBAL DEVELOPMENT DEPARTMENT**

**EVALUATION OF  
TRIBAL SUB PLAN SCHEMES**

**Tribal Research & Training Institute,  
Maharashtra State, Pune 411001.**

**2000**

# EVALUATION OF TRIBAL SUB PLAN SCHEMES

## Introduction

Those who framed the Indian Constitution realised the grave need for the upliftment of the weaker sections of the population including tribals.

The Constitution of India provides "the State shall promote with special care the educational and economic interests of the weaker sections of the people and in particular and the Scheduled Caste and Scheduled Tribe and shall protect them from social injustice and all forms of exploitation".

To achieve this goal a period of ten years was set. However, the problems continued to persist even after expiry of 50 years.

Since completion of 50 years of India's independence we are planning and executing various schemes for the upliftment of the tribal people. Various reports, surveys conducted by the Government and non-Government Organisations reflects that the desired results have not been achieved and our objective to do good to the tribals have suffered at three levels.

- 1) Policy level
- 2) Implementation level
- 3) Beneficiary level

Our approach to tribal welfare and development has become routinised and it is not producing the required results.

In the light of the above observations time has now come to evaluate our own schemes and to ascertain whether it needs a fresh look.

## Objectives of the Study

The objectives of the Tribal Sub Plan have been earmarked as under -

- i) To narrow the gap between the levels of development in the tribal areas and the other areas of the State.
- ii) To improve the standard of living of the tribal population in the State.
- iii) To tackle important problems facing the tribal people.
- iv) To speed up the process of socio-economic development of the tribal people.

## Tribal Sub Plan Strategy

Tribal Sub Plan strategy started in 1975-76 with the beginning of the Vth Five Year Plan and the objectives were mainly on Area Development Plan.

Villages having more than 50% of tribal population were constituted into Integrated Tribal Development Projects (I.T.D.Ps.), the villages where the tribal population was only marginally less than 50% were constituted into additional Integrated Tribal Development Projects and villages having small concentration of tribal population outside Integrated Tribal Development Projects brought under the MADA or Mini MADA projects (Modified Area Development Approach).

During 1975-85 initially Tribal Sub Plan objectives were concentrated on the infrastructure development programmes.

From 1986 the Plan objectives were shifted to the family welfare programmes - individual beneficiary schemes implemented.

From 1975-76 to 1990-91 the system of Formation of TSP Plan was as under.

### Previous System of Formation of TSP Plan (prior to 1992)

- a) Total Plan outlay determined by the Planning Department.
- b) Planning Department allotted outlays to each Department for execution of schemes.
- c) The Planning Department did not specified the amount to be earmarked by each department for the TSP Area.
- d) The amount to be utilised for the TSP Area each year was decided by the individual department as per its own priorities.
- e) Real needs of tribals never reflected nor tribals for whom the schemes are implemented are consulted.
- f) No co-ordination amongst the various departments were seen.
- g) According to expenditure every year the percentage of expenditure on tribal development varied from year to year.

To overcome these drawbacks an expert committee under the chairmanship of Shri D.M.Sukhtankar, former Chief Secretary was appointed in the year 1991 to study the methodology of formulation and implementation of the Tribal Sub Plan.

The Sub Committee submitted its report in July 1992 and the important recommendations which were accepted by the Government on 20.9.92 and subsequently known as "Maharashtra Pattern" are as under -

#### Important Recommendations

1. 9% of total size of State's Annual Plan to be allotted to the Tribal Development Department.
2. Tribal Development Department should take responsibility to finalise TSP Plan with outlay provided.
3. AT least 75% of the TSP Outlay should be made available for schemes within Tribal Sub Plan Area.
4. 25% for tribal residing outside Tribal Sub Plan.
5. Inter sectoral priorities to be prepared at Block level.
6. At local level schemes beneficial to individual tribal families to be undertaken.
7. Separate District TSP Plan to be prepared - to be approved by Tribal Development Department.
8. Capital incentive programmes in Tribal Sub Plan i.e. Major/Medium Irrigation Projects, State Highways, Major Bridges etc. to be given low priority.
9. Participation of voluntary and non Govt. organisations to be increased.
10. Forest department to redevelop forests with the help of tribal.

The Tribal Development Department was reorganised in 1992 and planning, implementation work was entrusted to the TDD and the Department is made more accountable to the functions of development of tribals.

### Scope of the Study -

As per 1991 census total population of Maharashtra is 789.27 lakh, out of this tribal population is 73.18 lakh which comes to 9.27% of tribal population to general population.

As per the recommendations of Sukhtankar Committee accepted by the Govt., 9.27% of total budget of State's Annual Plan will have to be allotted to T.D.D. for executing various schemes.

After acceptance of Sukhtankar Committee's report in 1992-93 the Planning Department now communicates a Plan ceiling to the Tribal Development Department for the formulation of the Tribal Sub Plan. The responsibility for finalising Tribal Sub Plan, its implementation rests with the Tribal Development Department, hence the scope of study has been restricted for the period 1993-94 to 1998-99 i.e. after implementation of Maharashtra Pattern.

Since the work was entrusted to the Tribal Development Department, the annual outlays placed under the Tribal Sub Plan are as follows :-

Year	Expenditure (in crores)
1993-94	266.39
1994-95	292.63
1995-96	459.89
1996-97	471.94
1997-98	574.62
1998-99	521.08
Total	2586.55

The Sectorwise breakup of the expenditure incurred is as under -

Sl.No.	Name of the Major Sector	Expenditure incurred from 1993-94 to 1998-99 (Rs. in lakhs)
1.	Agriculture and Allied services	21676.24
2.	Rural Development	42458.09
3.	Irrigation and flood	43181.99
4.	Power Development	11955.64
5.	Industries and Mineral	561.77
6.	Transport and communication	43155.29
7.	Local Development Programme	3843.02
8.	Social and community services	85823.18
		258655.22 i.e. 2587 crores.

As per 1991 census nearly 50% tribal population is residing within the Tribal Sub Plan Area whereas remaining 50% is residing outside the Tribal Sub Plan Area. The evaluation work of the various schemes implemented by the Tribal Development Department in the T.S.P. Area will only be considered for study purpose.

a) **Irrigation and Flood Sector -**

During the period 1993-94 to 1998-99 expenditure incurred on irrigation and flood is Rs. 431.82 crores out of 2587 crores. The percentage of expenditure is 17%.

b) **Agriculture and Allied Services -**

On Agriculture and Allied Services the amount of Rs. (21676.24 lakhs) 216.76 crores were spent. Percentage of expenditure is 83%.

c) **Power Development -**

The amount of Rs. 180 crores have been spent and the percentage of expenditure is 7%.

If we consider above three sectors only total amount spent is 828.58 crores and

percentage is 32.3. Nearly 1/3 amount has been spent.

But if we see this percentage of beneficiaries, it will be revealed that only 50% households of tribal sub plan population has been targeted under the same.

In all the projects nearly 43% families are landless agricultural labourers to whom the benefit of the above not accrued. The details as per BMS is as under.

**Landless and Landholders Tribal families (BMS)**

Sr. No.	I.V.D.P.	Total families	Landless families & %	Landholder families & %
1	2	3	4	5
1.	Dahanu	64447	23470 (36%)	40977 (64%)
2.	Jawhar	46556	20411 (44%)	26145 (56%)
3.	Shahapur	22260	14067 (63%)	8193 (37%)
4.	Pen	9929	6785 (68%)	3144 (32%)
5.	Ghodegaon	14340	2188 (15%)	12152 (85%)
6.	Nashik	58019	22135 (38%)	35884 (62%)
7.	Kalyan	40446	12897 (32%)	27549 (68%)
8.	Rajur	13208	1605 (12%)	11603 (88%)
9.	Yawal	5935	3935 (66%)	2000 (34%)
10.	Taloda	69622	39191 (56%)	30431 (44%)
11.	Nandurbar	91588	42648 (47%)	48940 (53%)
12.	Kinwat	20288	9084 (45%)	11204 (55%)
13.	Dharni	27326	11830 (43%)	15496 (57%)
14.	Akola	9378	4792 (51%)	4586 (49%)

Sr. No.	U.T.D.P.	Total families	Landless families & %	Landholder families & %
1	2	3	4	5
15.	Pandharkawada	35561	22631 (62%)	13930 (38%)
16.	Nagpur	15110	7744 (51%)	7366 (49%)
17.	Deori	29290	6356 (32%)	13734 (68%)
18.	Gadchiroli	28682	8018 (28%)	20664 (72%)
19.	Aberi	11091	4254 (38%)	6837 (62%)
20.	Bhamragad	11846	2144 (18%)	9702 (82%)
21.	Chandrapur	12445	5338 (43%)	7107 (57%)
22.	Chimur	5413	2721 (50%)	2692 (50%)
	Total	934580	274244 (43%)	360336 (57%)

### IRRIGATIONAL SECTOR

As regards, Irrigation is concerned, 94 percent families are landless -non irrigated land hold... hence there is no question of accruing any benefits to them. The percentage of irrigated and non-irrigated land holders is as follows as per BMS conducted by Tribal Research and Training Institute, Pune.

#### Position of Landless and Landholders families (BMS)

Sr. No.	U.T.D.P.	Percentage of .....			
		Landless families	Non-irrigated landholders	Irrigated landholders	Mixed Irr. / non-irrigated landholders
1.	Dahanu	36	62	1	1
2.	Jawhar	44	54	1	1
3.	Shabapur	63	36	1	0
4.	Pen	67	31	1	1



Sr. No.	T.C.D.P.	Percentage of ....			
		Landless families	Non-irrigated landholders	Irrigated landholders	Mixed Irr. / non-irrigated landholders
5.	Ghodlegaon	15	80	1	4
6.	Rajur	12	80	1	7
7.	Nashik	38	56	2	4
8.	Kalyan	32	53	4	11
9.	Nandurbar	47	43	3	7
10.	Taloda	56	39	3	2
11.	Yawal	66	28	2	4
12.	Dharui	43	50	3	4
13.	Akola	51	46	1	2
14.	Kinwat	45	48	2	5
15.	Pandharkawada	62	35	1	2
16.	Nagpur	51	42	2	5
17.	Devi	32	60	5	3
18.	Gadchiroli	28	64	4	4
19.	Aheri	38	54	5	3
20.	Bhamragad	18	69	9	4
21.	Chandrapur	43	51	3	3
22.	Chimur	51	41	4	4
Total		43	51	2	4

### Abstract

Total landholders	634580	(100%)
Landless householders	274244	(43%)
Irrigated Landholders	15656	(2%)
Dry land holders	320804	(51%)
Mixed Baganat & Jirayat landholders	23876	(4%)

### Terms of Reference

- i) Whether 9% of total size of State's Annual Plan has been earmarked for Tribal Development Department ?
  - ii) While allotting annual outlay to TDD whether all resources e.g. budget allotted to various corporations, Krishna Khore debentures / loans raised etc. will have to be considered or not.
  - iii) Whether 75% of TSP outlay made available for schemes within TSP area.
  - iv) The expenditure incurred on capital incentive programmes e.g. Major / Medium irrigation projects / State highways, Major Bridges, Electrification etc. as the percentage of tribal and non tribal benefitted there upon.
  - v) Individual beneficiary schemes undertaken are its impact on the standard of living of tribals.
  - vi) The funds allotted to the various Executive agencies failed to spend the amount before the end of financial year, resulting the lapse of funds. Failure on the part of the department results deprivation of benefits to tribals without their fault. Hence while allotting the budget for the next year, previous unspent amount whether can be made available in addition to normal budgetary outlay.
- ii. Non Diversification of funds
- Once the funds are allotted for a particular tribal scheme, no diversification to be allowed except if it beneficial for tribals only.
- iii. Single Line Administration
- For effective implementation of various schemes the "principle of single line administration" is accepted. However, it is noticed that even though annual outlay has been provided by the Planning Department to Tribal Development Department still for execution of schemes within budgetary provision required approval of Finance Department whether it can be avoided.

### Methodology

- i) The schemes for evaluation will be selected on the basis of the maximum expenditure incurred in the Project.
- ii) Any one scheme will be undertaken for evaluation, so that duplication in other projects will be avoided.
- iii) Different projects for different evaluation of scheme will be selected in consultation with the advisory committee.
- iv) Evaluation work will be executed through Project Officers as by utilising services of Tribal Development Department employees.
- v) The Advisory Committee may entrust the evaluation work of a particular scheme to N.G.O. as expenditure will be borne by T.D.D.
- vi) The Advisory Committee will decide the extent of scope of evaluation.

### Time Frame

Within a period of six months from the formation of advisory committee, the evaluation work proposed to be completed.

### Staff Provision

As Tribal Research and Training Institute has got a very limited staff, the evaluation work will have to be executed through the staff of Tribal Development Department such as teachers and others etc, or the work will have to be entrusted to tribal non-government organisations who are willing to undertake the above study. The expenditure incurred by the N.G.Os. will have to be reimbursed. Initially, grant of 8 lakhs will be provided in favour of Tribal Research and Training Institute.

### Formation of Advisory Committee -

For working the details of the evaluation system for finalisation of various pro-formas in which the information to be collected and to supervise the work, the Advisory Committee consisting of the officials and non-officials has been suggested. The members of the Committee are as follows :-

#### Non-Officials

- 1) A representative from TATA Institute of Social Sciences
- 2) A representative of Gokhale Institute of Economics, Pune,
- 3) Dr. Madhusudan Sathe Development Group, Pune
- 4) Shri Baburao Madhavi, Gadchiroli
- 5) Dr. Govind Gare, Pune
- 6) Shri A.D.Vasave, Dhule
- 7) Prof. R.K.Mutatkar, Pune

#### Officials

- 1) The Director, Tribal Research and Training Institute, Pune
- 2) The Commissioner, Tribal Development, Nashik
- 3) The Additional Tribal Commissioner, Thane, Nashik, Nagpur, Amravati
- 4) Jt. Director as Member Secretary

Hence the proposal submitted for approval.

  
(R.D.Kharosekar)

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