

Ministry of Tribal Affairs

Concept and Operational Guidelines for Implementation and Monitoring of Vanbandhu Kalyan Yojana (VKY)

1. Introduction

1.1 Over the years, the Central and State Governments have been taking various initiatives for socio-economic upliftment of tribal population of the country. This includes the Tribal Sub Plan Strategy (TSP Strategy) implemented since 1974-75. These efforts have brought out some improvements for tribals in terms of various indices relating to literacy, health, livelihood etc. However, there is still a considerable gap in human development indices between Scheduled Tribes and other social groups. The gap in HDI between tribals and rest of the population is on account of several reasons, some of them well understood and some of them less understood. During colonial days, reservation of forests deprived many tribal people of forest wealth which also affected their nutrition. Excess punishment for real or concocted forest offences forced them to go to deeper areas or as indentured labourers going all the way to Mauritius and Assam tea gardens. After independence, the focus on education through Ashram Schools started in 1950s and the ITDAs started in 1970s. At the same time, during 1951-1990, 85 lakhs tribals were displaced due to dams, mines, industries, Wildlife sanctuaries etc. which is 40% of total displacement of 2.13 crore people, against ST population percentage of 7.5%. Out of the 85 lakhs displaced, about 21 lakhs tribals were rehabilitated. (Report of the Steering Committee for 10th Five Year Plan “Empowering the Scheduled Tribes” of Planning Commission). The physical remoteness creates difficulty in providing public goods and services to these people. Public servants in-charges of such delivery often are not available in these remote areas. There were language barriers. Despite this, there has been development. For example, the gap in literacy between ST and rest of the population has reduced tremendously between 1961 and 2011. The Infant Mortality Rate gap has also reduced. But the Child Mortality Rate (1-5 years) is almost double for tribals compared with rest of the population.

1.2 Another critical issue is that a sizeable portion of the funds available under TSP components of various Centrally Sponsored Schemes (CSS) administered by different Central Ministries/ Departments is not spent for the benefit of tribal population in a manner it should be. Looking at the availability of funds under TSP during the last three years, it is derived that, on an average, per capita availability of fund per year for development of tribal population of the country (as per Census 2011) comes out to be in the range of Rs. 8,000/- (**Annex. 1**). The availability of funds may not be the real problem. The problem is how the funds are spent. In major irrigation projects, the percentage of expenditure on construction of dams was shown against TSP component while the construction of canals was shown against rest of the project cost. Construction of dams actually displaced tribal people who move on to places where the land was less fertile and where the land rights were not given. Displaced tribal people did not get land in the command area. Thus, the TSP component of the project actually impoverished the tribals. The percentage expenditure on TSP becomes an accounting exercise and not monitored in terms of actual targeting of funds for tribal people and people living in tribal areas. This monitoring has to happen at the level of Government of India for Centrally Sponsored Schemes and some Central Sector Schemes. The monitoring at State level has to happen in respect of CSS funds, State Plan TSP Components, and at the district level for physical delivery of public goods and services to tribal people and areas. This also requires greater authorization of Tribal Development Department in monitoring expenditures relating to tribal people.

1.3 The Ministry of Tribal Affairs, taking cognizance of these concerns, has issued “Operational Guidelines for Formulation, Implementation and Monitoring of Tribal Sub-Plan and Article 275(1) grants” in the month of March, 2014 for effective implementation of schemes administered by this Ministry wherein issues related to allocation of funds, priority areas, need for nodal department in States, judicious utilization of TSP fund, institutionalizing the instruments for ensuring transparency, accountability and social audit have been suitably taken care of. The operational guidelines have laid special emphasis on strengthening of institutions viz. ITDAs/ITDPs/micro-projects/Tribal Research Institutions (TRIs) for better implementation of tribal welfare programs, and better access of funds meant for tribal development to the target population.

1.4 With a view to achieve the socio-economic development of tribal population with even more focused approach, the Government has decided to adopt the tenets of the “Vanbandhu Kalyan Yojana” of Gujarat Government, which has been successfully implemented in the State since 2007, and replicate the same in other parts of the country as well, with suitable modifications. A suggestive list of activities to be included in the project are given at **Annex.2**.

2. Strategies to be adopted:

Under Vanbandhu Kalyan Yojana, the Ministry will adopt the following strategies for its various schemes/programmes to ensure the intended outcomes:

- 2.1 The ITDAs/ITDPs will be strengthened both in terms of infrastructure and manpower. Sufficient number of engineers, subject experts of horticulture, dairy, poultry, fisheries etc., of planning and of social sectors will be engaged. The option would be open to the States to hire requisite manpower from outside on contractual basis too, if need be.
- 2.2 Adequate finances for the interventions will be mobilized and channelized through appropriate convergence of resources under various components of TSP fund, including CSR component of Corporates.
- 2.3 The project would be implemented under overall supervision of the Government of India in coordination with respective State Governments through the Programme Implementation Cell (PIC) to be set up in the Ministry of Tribal Affairs.
- 2.4 The VKY will be aimed at achieving defined outcomes in socio-economic development of tribal population. Monitoring of results will also be outcome-based accordingly.
- 2.5 People’s participation will be crucial in VKY implementation. To cite some examples, tribal households will be encouraged to take up kitchen gardens, backyard fisheries projects, dairy development activities through milk co-operative societies. Kitchen garden in the residential schools will also be promoted. These will help both livelihood and nutritional level.

- 2.6 Action Plans for tribal development will be prepared at the village level with involvement of experts from the local community, the block level officers, representatives of Panchayats and Gram Sabhas.
- 2.7 The monitoring of actual expenditure and nature of expenditure of CSS and Central Sector Schemes would be done by the Ministry of Tribal Affairs. For the State Government, Tribal Development Departments will also monitor the expenditure under TSP component, Centrally Sponsored Schemes as well as TSP Components of State Plans. For this purpose, Government of Gujarat has authorized Tribal Welfare Department to be the Finance and Planning Departments for TSP funds. A similar system is in position in Maharashtra. This enables the Tribal Affairs Departments to see whether the projects taken up under TSP are actually meant for the tribal people and tribal areas. Similarly, the ITDAs and the District Collectors should have the mandate to see whether the projects and schemes meant for the people also reach the tribal people and whether the TSP component actually goes to the tribal areas.

3. Outcome-based implementation

A suggested list of outcomes which have to be monitored is given at **Annex. 3**. However the time-line for achieving the outcomes will vary from place to place depending on baseline. For example the target for 100% pass in Class X level may be achieved faster in some areas than in other areas where education level is low. For community where literacy rate is 30% or less, the strategies will be different and the timeline for achieving the outcomes will also be different. The basic requirement is that the implementing agencies have a thorough knowledge of the ground reality. The Ministry of Tribal Affairs has, for example, disseminated information on tribe-wise literacy rate of each State drawn from 2011 Census. Information on health has also been supplied, based on National Family Health Survey data. But, this is not available tribe-wise. There are also pregnant mothers and children who do not get into the immunization protocol at all, which is the reason for high child mortality. So in case of health, actual baseline survey and identification of families which are living away from hamlets has to be completed.

4. The Fund Flow and Convergence:

As on date, Tribal Sub Plan (TSP) is the main instrument entrusted with the responsibility of overall development of tribal people. Funds for tribal development are sourced from the following-

- 4.1 State Plans;
- 4.2 Sectoral programmes of Central Ministries/ Departments where component of TSP has been earmarked; and
- 4.3 Special area programmes of Special Central Assistance (SCA) to Tribal Sub Plan (TSP) and Grant under Article 275 (1) of the Constitution, as also the funds under other Schemes of the Ministry of Tribal Affairs.
- 4.4 Institutional Finance.
- 4.5 CSR of Corporate bodies.

5. Administrative Set-up:

The following administrative mechanism will be evolved in the States implementing the Vanbandhu Kalyan Yojana:

5.1 The project would be implemented by the respective State Governments under overall supervision of the Government of India.

5.2 Government of Gujarat has created an autonomous Society named Development Support Agency of Gujarat (D-SAG) with the Chief Secretary, Government of Gujarat, as Chairman and the Secretary, Tribal Development Department, Government of Gujarat, as Vice Chairman. D-SAG serves as a special purpose vehicle for the implementation of Vanbandhu Kalyan Yojana, and plays a critical role in areas such as identifying projects for the Welfare of tribals, timely disbursement of funds and selection of implementing partners etc. Similar arrangements could be thought of in the other States implementing the Vanbandhu Kalyan Yojana.

5.3 A 'Project Implementation Cell' (PIC) would be set up in the Ministry of Tribal Affairs for effective implementation of the Scheme in consultation with State Tribal

Welfare Department. In addition, the PIC will work as the core catalyst unit helping Tribal Welfare Departments in States in mobilization of financial resources earmarked for Tribal Development by the Central Ministries and State Ministries and other institutional finances.

5.4 Private partnership will be availed of while implementing the VKY programmes through tendering process as laid down in General Financial Rules, 2005 and as amended from time to time.

5.5 Implementation primarily would be through ITDAs/ITDPs which are public institutions created for delivery of public goods and services to STs and Scheduled areas. They can collaborate with other public or private partners to expand the reach and effectiveness wherever required.

5.6 The Tribal Research Institutes will have a much larger role in implementation of VKY. The documentation of culture and heritage as well as keeping them as living culture will require stronger and more active participation of the TRIs. Surveys on specific tribes related to the areas in which intervention is proposed, will also require support from TRIs. There is a huge requirement of capacity building in socio-economic sectors of functionaries, panchayats representatives and people. There are other capacity building institutions in the sectors of rural development, health, education, agriculture etc. The TRIs will have to work in convergence with such agencies and will have to build up core competence in the various sectors including decentralized planning.

6. Monitoring:

There will be third party monitoring of the schemes in suitable phases. Academic Institutions, Research Organizations, Tribal Research Institutes and professional agencies will be involved in taking up monitoring. For this, suitable protocol will be developed and agencies will be identified in consultation with the States.

Availability of funds under the various instrumentalities of TSP during the last three years

(Rs. in crore)

| Instrumentalities | 2011-12 | 2012-13 | 2013-14 | 2014-15 |
|--------------------------|----------------------|----------------------|------------------|--------------------------------|
| Funds under CS/CSS | 17453.61 (Actual) | 20184.10 (Actual) | 22029.97 (RE) | 32386.84 (BE) |
| State TSP | 44772.42 | 55019.05 | 59937.64 | 65096.16 (Approx) |
| Article 275(1) | 1015.01 | 852.54 | 1050.00 | 1200.00 |
| SCA to TSP | 1111.28 | 820.00 | 1097.14 | 1317.00 |
| Total | 64352.32 | 76875.69 | 84114.75 | 100000.00 (approx.) |

Vanbandhu Kalyan Yojana: Activities

1. Qualitative and sustainable employment.
2. Emphasis on quality education & higher education.
3. Accelerated economic development of tribal areas.
4. Health for all.
5. Housing for all.
6. Safe drinking water for all at their doorsteps.
7. Irrigation facilities suited to the terrain.
8. All weather roads with connectivity to the nearby town/cities.
9. Universal availability of electricity.
10. Urban development.
11. Robust institutional mechanism to roll the vehicle of development with sustainability.
12. Promotion and conservation of tribal culture, cuisine, crop, craft and heritage.
13. Promotion of sports in tribal areas.

A Summary of Defined Monitorable Outcomes, along with the Corresponding Issues Identified and Specific Interventions Proposed, in Respect of the Four Core Sectors of Education, Health, Livelihood and Culture

EDUCATION

Issues Identified

- Low enrolment of tribal children
- Non-availability of good teachers in tribal schools, particularly science, maths and language.
- Inadequacy of residential schools and hostels for boys and girls in tribal areas.
- High dropouts and dropout of girls.
- Language and cultural barriers.

Specific Interventions Proposed

- There will be focus on creation of residential schools, with hostels for boys and girls, for the PVTGs, low-literacy tribes and low-literacy Blocks.
- Co-education will be promoted with a view to ensure security for girl child.
- Revision of holidays' calendar in tribal schools will be done so as to coincide the holidays with the local traditional festivals.
- Primers in tribal language and local script will be prepared and used in tribal schools.
- Larger residential schools of 200/300+ capacity, with sufficient capacity for girl child, will be encouraged.

Monitorable Outcomes

- 100% enrolment of tribal children
- 100% pass rate of tribal children
- Decrease in school dropout rates
- Decrease in girls dropout rates

- Students in the project area who have passed in first division/distinction in 10th / 12th grade
- Availability of good teachers, esp. of maths, science and vernacular in tribal schools
- Full coverage for class 9,10 and Post Matric Scholarship
- Placement in Vocational education
- Students getting scholarship to top class education, MPhil/PhD

HEALTH

Issues Identified

- High IMR, MMR among tribals
- Lower immunization
- Malnutrition among tribals
- Non-availability of ANM/doctors
- Inadequate coverage of pregnant mothers
- Non-availability of safe drinking water
- Absence of functional toilets separately for boys and girls in many schools
- Major diseases such as malaria, sickle cell anemia, GED, URTI

Specific Interventions Proposed

- 100% survey of pregnant mothers in tribal areas will be done to ensure full coverage.
- Implementation of IFA scheme in tribal schools will be monitored. A protocol has been suggested for effective implementation by way of administering the medicine on Monday after lunch.
- Local students to be trained to become paramedic.
- Extensive tests for Sickle Cell Anemia will be conducted among the tribal students of all Govt. Schools including EMRSs, and health cards will be issued to them indicating incidence of traits/disease in the individual. Parents counselling against marriage with person having Sickle Cell Anemia trait/ disease will be carried out.

- Institutional mechanism will be evolved for growing traditional coarse-grain crops (millets etc.), green leafy vegetables etc. Growing and use of drum-stick among the tribal people will be encouraged to help nutritional supplement.
- The practice of raising kitchen gardens in the residential schools will be promoted. Minor millets will be encouraged in school menu.

Monitorable Outcomes

- Reduction in IMR, MMR in the project area
- Nutritional status of tribal population/use of traditional foods such as millets and green vegetables etc.
- Availability of ANM/doctors
- 100% coverage of pregnant mothers
- Access to safe drinking water
- Functional toilets separately for boys and girls in schools
- Control of diseases such as malaria, sickle cell anemia

LIVELIHOOD

Issues Identified

- Unemployment of tribal youth
- Lack of skills, training opportunities
- Low income from traditional occupations in the primary sector.

Specific Interventions Proposed

- Tribal households will be encouraged to take up backyard fisheries projects. Local raising of fishlings and fingerlings should be promoted with proper linkages to the market value chain.
- Dairy development includes a number of activities, such as organization of milk cooperatives, training of farmers, clean milk production, artificial insemination program, improved productivity of existing cows through immunization, and

providing balanced feed, growing of fodder, milk testing, bulk milk coolers, transportation of milk and tie-up with milk processing units. At least, the primary milk cooperatives should be approachable throughout the year by milk tanker. There is need for quality productivity.

- Backyard poultries will also be promoted, along with development of State run hatcheries.
- Vocational education
- Formal technical education

Monitorable Outcomes

- Number of persons in the project area who have got sustainable employment/self-employment as a result of VKY interventions
- Nature of employment and wages
- Diversified employment opportunities in the field of horticulture, dairy, poultry, fishery, handlooms, handicrafts, artisans, paintings, entrepreneurship
- Skills for women such as computer training, office management, hospitality, paramedics, Ayurveda and tribal medicines & medical practices, modern skills
- Placement after vocational education

CULTURE

Issues Identified

- Absence of infrastructural facilities/mechanism for preservation and promotion of tribal culture, traditional sports, crafts, cuisine, local medicines, medicinal practices
- Losing sense of ownership over tribal culture
- Loss of heritage, cuisine, traditional foods

Specific Interventions Proposed

- Organizing cultural festivals for tribals at the at block/district/state/national levels regularly.

- Organizing sports events for tribals at the at block/district/state/national levels regularly.
- Documentation

Monitorable Outcomes

- Participation of cultural artistes of the project area in various cultural events at district/state/national level
- Participation of sport persons of the project area in various sports events at district/state/national level
- Promotion of traditional sports
- Preservation in tribal culture, crafts, cuisine
- Preservation of local language
- Preservation of local medicines, medicinal practices
- Arts, crafts, cuisine etc. as income generating activities.