To The Secretaries in charge of Tribal Development in the States/UTs
The Commissioners/Directors, Tribal Development of the States/UTs
The Project Directors of all ITDPs / ITDAs

Sir/Madam,

Sub: GUIDELINES FOR RELEASE AND UTILISATION OF SPECIAL CENTRAL ASSISTANCE (SCA) TO THE TRIBAL SUB PLAN (TSP)

In supersession of the Circulars/Letters/Guidelines issued earlier on the subject, the following guidelines are hereby laid down for the use of SCA to TSP funds.

I. INTRODUCTION

Resource inadequacy effecting the effective implementation of various programmes undertaken under the Tribal Sub-Plan (TSP) had prompted the Government of India to supplement the efforts of the State Government by extending Special Central / Assistance (SCA) as an additive to the State TSP. Accordingly, a scheme called SCA to TSP was launched as early as in 1977-78.

II. SCA TO TSP AND ITS OBJECTIVE

2. SCA to TSP has been extended by the Government of India to State Governments since 1977-78 as an additive to their State Plan efforts of Tribal-Development and thus constitutes part of the overall strategy of the TSP. The objective and scope of SCA to TSP which was originally meant for filling up of the critical gaps in the family-based income-generation activities of the TSP, will now be expanded to cover the employment-cum-income generation activities and the infrastructure incidental hereto not only family-based, but also run by the Self-Help Groups (SHGs)/Community. The ultimate objective of extending SCA to TSP is to boost the demand based income generation programmes and thus raise the economic and social status of Tribals.

II. GUIDELINES

i) The tribal population living below the poverty line 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 Block/District/State.

ii) SCA to TSP should be utilized for filling up of critical gaps in both the primary schemes supporting Family/SHG/Community-based employment-cum-income-generation activities and the infrastructure incidental thereto. However, not more than 30% of SCA received can be permitted for the purpose of developing infrastructure.

iii) While planning for Family/SHG/Community-based employment cum-income-generation activities, every effort should be made to coverage the services/resources, manpower and infrastructure already available under various tribal-related sectors, as listed at ANNEXURE-I.

iv) While formulating SCA-funded TSP activities, priority should be given to the development of the most neglected tribals living in the Forest Villages.
v) Innovative projects for creating employment-cum-income generation activities based on the felt needs of the local tribals should be given priority. To this effect, the ground level functionaries should also be geared up effectively so as to attract optimal institutional finance.

vi) Long-term Area-specific micro planning by taking into consideration TDPs/ITDAs (Annexure II.) and the Blocks/Clusters therein as geographical units should be taken up under SCA to TSP. Multi-disciplinary agencies could be entrusted with the task of preparing such long term plans indicating estimates of the flow of funds from the State Plan (TSP), the Central Plan (SCA to TSP) and through the Grant-in-aid under Article 275(1) of the Constitution.

vii) Since SCA to TSP is an additive to the State Plan, the State Govt/UT Admn. should indicate the Department/Scheme-wise details of activities funded out of the Annual State Plan. As the SCA to TSP is to be utilized as gap filler to the schemes being taken up out of the TSP funds earmarked under the Annual State Plan, adequate justification should be given to show that the schemes being funded out of SCA to TSP are actually supplementary to schemes being taken up out of TSP funds earmarked in the Annual State Plan.

viii) Wherever a conjunctional flow of funds can be ensured from the other ongoing development programmes of Central and State Plan activities, every effort should be made to dovetail all the ongoing programmes so as to have a better, special and demographic coverage. The Ministry encourages a more focussed approach leading to percapital change in the tribal areas rather than resources being spread on the various sectors, in a disintegrated fashion.

ix) Projects/schemes should be so drawn up that issues affecting tribal women should be brought Centrestage and their participation, right from  the stage of formulation to implementation of various developmental projects needs to be ensured. To this effect, a fixed portion of SCA funds should be kept apart and shown under the ‘Women’s Component’.

x) Before sanctioning the SCA to TSP, it is a pre-requisite to formulate specific schemes / programmes that have a direct bearing on the economic development of tribals as suitable to their social, economic and ecological situation. The schemes/Programmes thus formulated should be sent in advance as proposals to the Ministry for examination/discussion and approval.

xi) The special programmes/schemes thus formulated/proposed should necessary reflect physical and financial targets with a specific time frame, to facilitate monitoring in implementation, of the same, from time to time.

xii) In view of the diverse and varied physical and socio-economic conditions of the tribals, the SCA funds directed especially to the poverty alleviation programmes should necessarily support such innovative income generating and employment activities/ programmes with sustainable relevance utility to the tribal beneficiaries.

xiii) While utilizing the SCA funds for the development of Forest Villages and the Tribals living therein, it is essential not only to identify their specific problems but also to propose specific package for their development by specially formulating specific schemes that are not only suitable to the prevailing conditions but also ensuring their effective synchronization with the programmes of the Forest Department viz. JFM. Similar special attention should also be accorded to the shifting cultivators by devising suitable/alternative income generating and self-employment activities to be supported with SCA funds.

xiv) Detailed information about all the projects sanctioned/funded under SCA to TSP along with the progress of their implementation needs to be kept up to date at the Centre, from time to time to facilitate effective monitoring.
People's participation is a thread that runs across the tribal fabric and the approach towards tribal development should, therefore, ensure that their strength is harnessed.

The ground-level mechanism should be effectively geared up so as to attract optimal institutional finance for enhanced income-generating activities.

Adherence to the provisions of the Panchayati Raj Act of 1992 and the provisions of the Panchayats (Extension to the Scheduled Areas) Act of 1996 in planning and implementation of TSP including the SCA funds, should be ensured in letter and in spirit.

The TSP component should be prepared along with the Five Year/Annual plans of the State and SCA should form an integral part of the overall TSP also, the entire TSP of each State should be discussed and approved at the time of the finalisation of the Five year/Annual Plans of the State and necessary earmarking for the flow of SCA funds to the relevant sectors in each State should also be determined and approved accordingly.

Out of the total SCA allocation for a financial year, 10% of the funds will be utilized for the purpose of extending incentives to States for effective implementation of TSP and the same will be released as per the criteria given Item (iv) and Part IV of this document.

**IV Norms for Release of SCA to TSP**

i) SCA would be released to States/UTs normally in a maximum of two installments and the entire amount is expected to be made available by the end of the Second Quarter. However, release of SCA would be entirely based on the utilization/performance by the State Governments.

ii) SCA funds earmarked by the Ministry to ITDPs should be released directly to the ITDPs by the State Governments/UT Administrations and no part of SCA should be released directly to any Department at the State level. However, transfer of funds to implementing departments/agencies, if required, should be done by the TDPs.

iii) SCA is released for the economic development of the following:

a) **Integrated Tribal Development Projects (ITDPs)** are generally contains large areas of the size of one or more Development Block in which the ST population is 50% or more of the total population.

b) **Modified Area Development Approach (MADA)**: These are identified pockets with a concentration of tribals 50% or more ST population within a total population of a minimum of 10,000 persons and above.

c) **Clusters**: These are identified pockets of tribal concentration containing 50% or more ST population within a total population of about 5,000 or more.

d) **Primitive Tribal Groups (PTGs)**: Identified isolated communities among the STs characterized by a low rate of population, a pre-agricultural level of technology and extremely low levels of literacy, (so far 75 Primitive Tribal Groups (PTGs) have been identified and listed in Annexure 111).

e) **Dispersed Tribal Population outside (a), (b), (c) and (d) above**

iv) The TSP component of various Departments/Sectors under the State Plan, should be put in a separate Budget Head of the Tribal Development Department of the State. Of the total allocation under SCA to TSP, an amount of 10% will be released to the States based upon a system of weighted criteria, listed below:
a) Adoption of the TSP approach in letter and spirit by ensuring that the entire TSP funds at least in equal proportion to the population of tribals in the State and placed in one Budget Head under the administrative control of the Tribal Development Department of the State Government for more integrated and focussed planning and implementation of projects/schemes.

b) Thereafter, at least on an average 75% of the approved Tribal Sub-Plan funds are actually utilised released to the implementing agencies in the previous three financial years through the budget head of the, Tribal Development Department of for State and

c) Funds awarded, as incentives to the State, should be utilized only for employment and income generating activities benefitting the tribals.

d) The remaining 90% of the total allocation under SCA will then be further allocated amongst the States on the basis of the share of the programmes under the broad strategy of. The Tribal Sub Plan, namely, Integrated Tribal Development Projects (ITDPs), Modified Area Development Approach Pockets (MADA), Clusters and Primitive Tribal Groups (PTGs) and is calculated in proportion to the Scheduled Tribe-Population under each programme.

e) State-wise allocation of amount available for programmes under ITDPs, MAD As, Clusters and PTGs and Dispersed Tribals are made as under:

v) Utilisation of SCA

3. Keeping in view the specific guidelines, prescribed under Part II of this document, every effort should be made ‘by all the State Governments/UTs to ensure that the SCA funds received under SCA to TSP are worth utilized for the purpose’ they are sanctioned for Simultaneously, efforts should also be made to avoid the following:

i) SCA should not be used for any major infrastructure development; rather flow from the TSP should be supplemented for this purpose.

ii) If funds are provided, for any TSP project under any Central/Centrally Sponsored Scheme, SCA funds should not be utilized for the same purpose.

iii) Demonstration Units should not be financed out of SCA. However, the follow-up of demonstration projects can/be catered to, keeping in view the special disadvantages that the tribals cope with.

iv) If a specific project is financed by outside agencies, national or international, a part of the expenditure is expected to be borne by the concerned State Government, such contribution should normally flow from the State Plan, but not from SCA.

ev) The equity base of the State Government Organisations like the Tribal Development Cooperative Corporations (TDCCs) or Forest Development Corporations (FDCs) dealing with schemes related to the welfare and development of tribals should not be financed out of SCA

vi) Expenditure on items such as establishment, vehicles and recurring in nature is strictly prohibited.

VI. Monitoring and Progress Reporting:

4. To ensure effective monitoring and progress reports, all states/UTs should ensure the development of an information system for the smooth flow of information, both vertical and horizontal, about all the project sanctioned/implemented/completed with the funds of SCA to TSP, from time to time. “Assessment of actual programmes/schemes implemented under TSP on the socio-economic conditions of the tribal covered under ITDPs, MADAs, Clusters, PTGs, as the case may be should specifically be undertaken. In fact, this would not
only enable the State Governments/UTs to regulate the otherwise defunct system of reporting on the subject—right from the village level to the Block/District/State to the Central level, but would, also help avoid the existing major problem of diversion of funds of SCA to TSP to the other general developmental/infrastructural projects. Progress reporting to the Centre by States/UTs, as visualized, should be on both a half-yearly and on annual basis, while projects to districts/States should be on quarterly basis. To this effect, the copies of the Formats indicating allocation and utilisation of TSP funds by the State Governments/UTs, for Reporting-Progress from the Project/Block level to the State/UT and the State/UT to the Ministry of Tribal Affairs, Government of India are at Annexure IV, V, A, VI respectively.

a) Integrated Tribal Development Projects (ITDPs): for allocation of SCA to ITDPs, the States are grouped into two categories.

Category ‘A’: consists of States with substantial areas predominantly inhabited by tribals such as Andhra Pradesh, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Madhya Pradesh, Maharashtra, Manipur, Orissa, Rajasthan, Sikkim.

Category ‘B’ consists of having a dispersed tribal population with some areas of tribal concentration such as Assam, Bihar, Jammu & Kashmir, Karnataka, Kerala, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand, West Bengal and the UTs of the Andaman & Nicobar Islands and Daman & Diu.

The total outlay of SCA for ITDPs is allocated to the above two categories of States on the basis of tribal population of the States/UTs included in each group.

The funds allocated to Category ‘A’ is then distributed to the states on the basis of the following criteria:
- 70% on the basis of ST population in ITDP/ITDA area.
- 30% on the basis of geographical area of ITDP/ITDA.

Whereas the funds allocated to the Category ‘B’ States is then distributed to the States only on the basis of ST population in the ITDPs.

b) MADA Pockets, Clusters and Dispersed Tribals

100% on the basis of ST population in MADA Pockets, Clusters and Dispersed Tribals.

c) Primitive Tribal Groups - The distribution formula is as follows:

70% of the amount on numerical size of the Primitive Tribal Communities. 30% of the amount according to number of PTGs in The States/UTs.

vii) After calculating the entitlement for each of the State on the basis of the norms, the amount is calculated, for MADAs, PTGs, STs in Clusters and Dispersed Tribal Groups (DTGs), SCA will be separately, earmarked for each State and-placed at the disposal of the State Governments for implementing projects/schemes for the benefits of MADAs, PTGs, STs in Clusters and DTGs in a focused and well-targeted manner.

viii) The rest of the SCA allocation of each of the State meant for ITDPs will then be further earmarked ‘by the Ministry of Tribal Affairs for each of the ITDPs of each State in equal proportion to the population of the STs in these respective ITDPs as a percentage of the total ST population of the ITDPs in a particular State.
Illustrative list of schemes / activities permissible under SCA to TSP

1. AGRICULTURE/HORTICULTURE
   i. Strengthening cum extension of sustainable agricultural practices on tribal land
   ii. Training of Tribal farmers-Cum demonstration,
   iii. Distribution of seeds of high yielding varieties / fertilizers, mini kits and pesticides to tribal families,
   iv. Adoption and Extension of Commercial crops for tribal cultivators,
   v. Taking up fruit and vegetable plantation on tribal beneficiary land
   vi. Training to tribals in growing, marketing and processing of vegetable and fruit produce,
   vii. Small nurseries and seed, farms incidental to the above programmes
   viii. Land development, including terracing in Tribal areas facing an ecological threat

2. LAND REFORMS
   i. Preparation of land records for Tribes, including database on land alienation,
   ii. Assistance to tribals for cultivation of lands restored, to them.

3. WATERSHEDS DEVELOPMENT / SOIL & MOISTURE CONSERVATION
   i. Management of the micro watershed involving substantial percentage of tribal land including, construction of Check-dams, gully plugging, diversion channels, water harvesting structures, dug well tube wells, for tribal groups/community.
   ii. Subsidy/ assistance to individual beneficiaries under dug well, tube well, irrigation pump sets, farm ponds.
   iii. Plantation of food and fruit species, as a part of soil conservation measures in tribal land.

4. ANIMAL HUSBANDRY
   i. Supply of milch cattle, poultry, goat, sheep, pig/ duck units, etc to tribal families,
   ii. Setting up of processing facilities for the produce
   iii. Assistance to dairy and poultry cooperative societies in tribal areas with substantial tribal members.

5. ECOLOGY & Environment
   i. Programmes of conservation and improvement of environment and ecology having a bearing on the community based family oriented economic programmes.

6. DEVELOPMENT OF FORESTS / FOREST VILLAGES
   i. MFP plantation in tribal areas and collection of herbs.
   ii. Grant to MPP Cooperatives and marketing societies for MFP collection, storage, processing, etc,
   iii. Assistance to MFP Processing units taken up through LAMPs, TDCC and other Tribal Cooperatives.

7. DEVELOPMENT OF ENTERRENEURSHIP AND SSI
   i. Development of entrepreneurship amongst tribal youth
   ii. Establishment of Agro / forest / natural resource based small-scale industries through TDCC/ Tribal Cooperatives,
   iii. Self-employment schemes for tribals living in areas of industrial influence.
8. TRIBAL WOMEN
   i. Assistance to tribal women and their cooperatives for production and marketing of consumer goods,
   ii. Training of tribal women in schemes designed to improve family earning,
   iii. Formation and strengthening of self help groups.

9. Over and above, the proposed in build monitoring system, the State Tripartite Committees will also, as per their mandate; review the progress of both releases and utilization of SCA to TSP on an half yearly basis and send their report to the Central Standing Tripartite Committee (Office Order enclosed at Annexure - VII) for its review, on an annual basis.

   (Rajiv Kumar)
   Director
   Dated: 02.05.2003

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The Secretaries, Finance Department of the States having ST population.
The Secretaries, Planning Department of the States having ST population.
Directors, Tribal Research Institutes of the States.

   (Rajiv Kumar)
   Director
   Dated: 02.05.2003

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   (Rajiv Kumar)
   Director