



# Status of the Implementation of TSP and SCP in Rajasthan

Nesar Ahmad\*

## Introduction

The Planning Commission of India has issued guidelines to the ministries of the Union government and all the state governments to ensure that plan allocations for the development of SCs and STs are proportional to their share in the total population of the state. These are known as Tribal Sub-Plan (TSP) and Scheduled Caste Sub-Plan (SC-SP), earlier known as Special Component Plan (SCP). In most cases, the state governments have not been allocating the amounts required. The share of tribal communities in the state of Rajasthan is 12.56 percent and that of SCs is 17 percent, therefore the allocation to TSP should be 12.56 percent and allocation to SC-SP should be 17% of the total Plan outlay of the state.

## Mechanism for Implementation and Reporting of TSP and SC-SP in the state

The Tribal Area Development (TAD) Department and Department of Social Justice and Empowerment have been made nodal departments for the implementation of TSP and SC-SP respectively. The Planning Department in its report of the Annual Plans reports the spending on TSP and SC-SP, which is generally in accordance with the norm of 12% for TSP and 17% for SC-SP. In the budget books the allocation to the TSP and SC-SP are shown under Demand Number 30 and Demand number 51, respectively. All the departments are required to show the allocations and the expenditure under the two sub-plans under specific Minor Heads under every Major Head. Minor Head 796 is used for TSP and Minor Head 789 is used for SC-SP. The Rajasthan government has made provision for inserting the two Demand Numbers (30

and 51) under the other Minor Heads (than 796 and 789) as well so that the allocation to the two sub-Plans could be shown to be higher.

In case of TSP, the state has identified TSP area (the V Scheduled area) consisting of 27 blocks of 5 districts of southern Rajasthan where the 75% of the TSP allocations is spent. Rest of it is allocated to Marginal Area Development Approach (MADA) - the pockets, outside TSP areas, of more than 10,000 to 5,000 population, with 50% tribal population; scattered tribal population in the state; and to two Saharia tribal blocks - Shahabad and Kishanganj of Baran district.

### Tribal Development Fund

Within TSP, the State government has also created the Janjati Kalyan Nidhi or Tribal Development Fund (based on Maharashtra Pattern), under which two-third of the TSP amount of the 13 departments of the State government are transferred to the Tribal Area Development Department, which makes development plan for the tribal area based on the plan submitted by these departments. This arrangement is based on Maharashtra experiment and is also known as Maharashtra pattern. The major schemes under the TSP being implemented in the state are: Integrated Tribal Development Project (ITDP), MADA, MADA Cluster Development Scheme, Primitive Tribe Development Scheme and Scattered Tribal Development Scheme. For the SC-SP the villages/hamlets having more than 40% SC population are considered as SC area.

### Too Much Focus on Accounting

A government order issued by the Planning Department on February 6, 2012, provides the latest guidelines for

accounting for the TSP and SC-SP. These guidelines have turned the two sub-Plans into an accounting exercise instead of a planning exercise. The February 2012 order suggests that the allocation made to large infrastructure projects should be accounted for the two sub-Plans based on either the share of STs and SCs in the state (in case of electricity, transmission lines etc.) or the share of SCs and STs among the beneficiaries of a project, which could be calculated by the population in the villages along the roads, canal, etc. The government order also suggests that the allocation to TSP and SC-SP should include the total establishment cost in case of a project being implemented in TSP and SC-SP area or a share of the establishment cost if not fully implemented in the TSP and SC-SP areas.

### Lower allocation

The State Planning Department claims that the expenditures meet the requirements, based on the assumption that the expenditures made by the various departments are automatically reaching the tribals and Scheduled Castes. This, however, is not enough and all the departments are required to show the allocations and the expenditure under the two sub-plans under specified Minor Heads. All the departments in the state are supposed to disclose special disaggregated budget line items or Minor Heads for these two sub-plans, which does not happen in many cases.

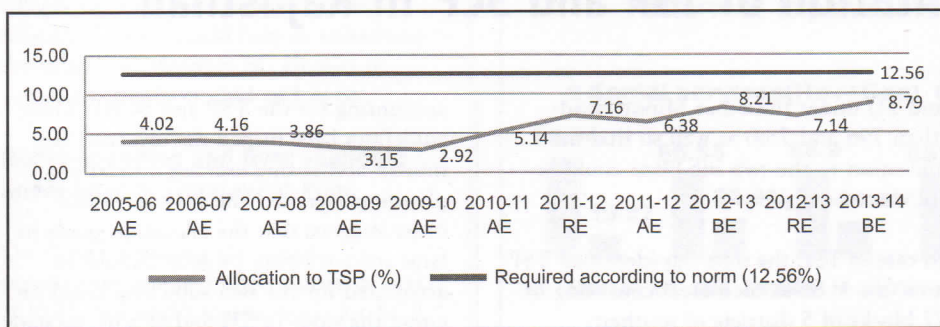
BARC's analysis is based on the allocations made under these special Minor Heads (789 and 796). BARC found that allocations to the two minor heads were very low compared to the norms. The following charts show the allocations being made to TSP and SC-SP in the state:

\* Nesar Ahmad is the Coordinator of Budget Analysis Rajasthan Centre (BARC), Rajasthan



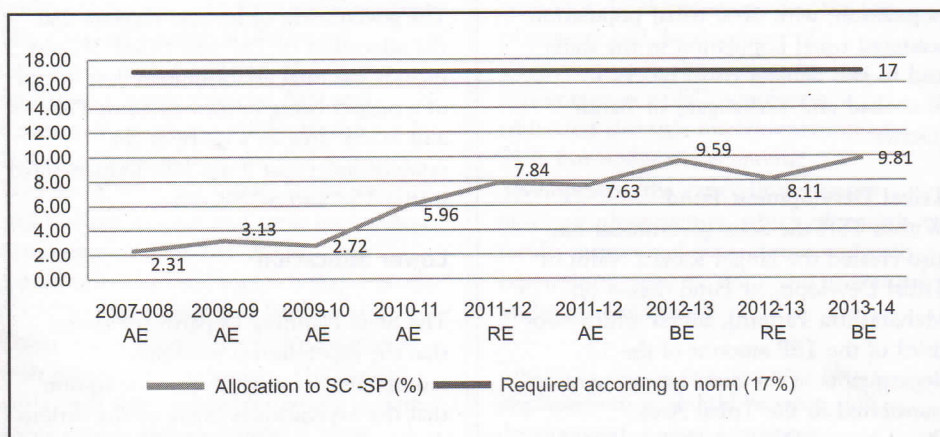


Chart 1: Allocation to TSP (796) in Rajasthan (%)



Source: Based on BARC data collated from Rajasthan govt. budget books, various years

Chart 2: Allocation to SC-SP (789) in Rajasthan (%)



Source: Based on BARC data collated from Rajasthan govt. budget books, various years

As the charts above show, the allocations, though showing increasing trends during last few years, have been below the stipulated norms. This happens in spite of the accounting exercise to include maximum possible expenditure under the two sub-Plans.

If we calculate the shortfalls, the difference between the amount which should have been allocated to TSP and SC-SP according the norms and the actual allocations being made to the TSP and SC-SP according the budget books, we get an idea of the huge amount from which these two communities are deprived year after year. The following table gives an idea of the same:

Table 1: Shortfall Amount under the two Sub-Plans

Year	Shortfall amount (Rs. Crore)	
	under TSP	under SC-SP
2007-08	956.25	1632.05
2008-09	1146.54	1710.02
2009-10	1211.33	1814.60
2010-11	1050.96	1776.71
2011-12	1271.19	1960.77
2012-13 (RE)	1603.64	2677.83
2013-14 (BE)	1188.06	2316.92

Source: BARC's calculation based on state government budget books

Note: Shortfall is difference between what should have been allocated under TSP and SC-SP and the actual allocation, based on the state government budget books.

**BARC's advocacy for increasing allocation to TSP and SC-SP**

BARC has been advocating with MLAs to raise the issue of lower allocation to TSP and SC-SP and to increase the fund available for the two sub-Plans. BARC has also been demanding transparent reporting of the allocations made to the Tribal Sub-Plan (TSP) and the Scheduled Caste Sub-Plan (SC-SP).

In 2007, BARC published a working paper titled "How long would the dalits continue to be deprived of their due shares?" The booklet brought the issue of lower allocation under SC-SP in notice of media and elected representatives of the state. This issue was also raised in the State Assembly. Then Chief Secretary of the state called a meeting of all the Principal Secretaries and all the departments were given special instructions to raise the allocations. The departments/Major Heads under which the two minor heads had not been opened yet, started to open these minor heads.

The issue of under allocation and spending under Tribal and Scheduled Caste Sub-Plans was raised again by BARC with the MLAs, who raised it in the State Assembly during the debate in March 2010. In response, the government promised that next year all the departments will open the Minor Heads and better data will be available. BARC also raised this issue with the civil society organizations and with the media, who have created pressure on the govt. As a result, the Rajasthan Government in last few years' budgets has increased the allocation under the two sub-Plans considerably, though it is still lower than the proportion of the two communities in the state population. The government has also opened the Minor Heads for the two sub-Plans under as many as 13 to 16 new departments/Major Heads, including Energy Department, which spent more than 40% of the total Plan allocation of the state government, during the years 2011-12 and 2013-14.

This has certainly enhanced the transparency of the government budget





and it will be easy to monitor the two sub-Plans in these new departments. BARC is now conducting a field level budget tracking study to see how the amount budgeted for the sub-plans by selected five departments are being spent at the ground.

### Legislating the TSP and SC-SP in Rajasthan

With the continued pressure by civil society and media and passage of an act to implement the TSP and SC-SP in Andhra Pradesh, the Rajasthan Chief Minister announced in Budget 2013-14 to pass an Act in the State to implement the two sub-Plans.

Subsequently the government came out with a draft bill, titled "The Rajasthan Scheduled Castes Sub-Plan and Tribal Sub Plan (Planning, Allocation, and Utilization of Financial Resources) Bill, 2013". The draft bill has been placed on the Planning Department's website and the government has invited people's suggestions and comments on the bill.

### Issues with the Draft Bill

The draft bill does make provision for earmarking a portion of the total plan outlays of the state in proportion to the population of SCs and STs in the state. It, however, also adds that the "expenditure of SC-SP/TSP shall be accounted for in the manner hereafter specified in this act." The manner in which it will be accounted for, however, has not been specified in the draft bill.

The bill, however, has provision for making rules and the process of accounting, which may be specified in the rules, which will be made after the bill is enacted.

It is important that the specific accounting rules do not make it an accounting exercise. It is important that the two sub-Plans be made as separate plans for the SC and ST communities which could provide them direct benefits.

The draft bill also mentions in section 6 that the persons of SC and ST communities will be extended benefits of all the general schemes but does not state clearly that the schemes under TSP and SC-SP would be additional to the general schemes.

It also does not provide any time frame for the Planning Department to communicate to the other departments, a tentative plan outlay of Scheduled Castes Sub-Plan / Tribal Sub-Plan earmarked for preparation of the respective department wise SC-SP and TSP.

The draft bill has provisions for a State Council for Development of SC/ST to be headed by the Chief Minister, which will advise the state government on all the policy matters regarding the TSP and SC-SP. It also makes provisions for nodal departments (Tribal Area Development Department for TSP and Department of Social Justice and Empowerment for SC-SP) which will assist and advise the Planning Department in approval and appraisal of TSP and SC-SP of all the departments and review and monitoring of implementation of TSP and SC-SP.

The bill also has a chapter on "transparency and accountability" and makes it mandatory for the nodal departments to place a report before the State Legislative Assembly the outcome of implementation of TSP and SC-SP.

The bill, however, has no provisions for district level committee or guidelines about implementation of TSP and SC-SP at district level and at the level of the local bodies.

The bill is also silent about the Janjati Kalyan Nidhi or Tribal Development Fund (based on Maharashtra Pattern), under which the two-third of the TSP amount of the 13 departments of the state government are to be transferred to the Tribal Area Development department, which will make development plan for tribal area based on the plan submitted by these departments.

The draft bill also makes provision for re-appropriation of sub-Plan amount from one scheme to another and also the Finance Department can consider re-appropriation of amount from one sector to another, looking at pace of expenditure and priority. This possible re-appropriation from one sector to another may lead to unbalanced development, with communities lagging in those sectors which show slow progress or expenditure. The draft bill defines Scheduled Caste area or SC area as "areas having more than 40% SC population." This definition is too vague. Instead of area, term habitation should be used and population criteria of 40% should be changed to 80-100% of total population of a habitation from 40% as specified in the draft bill.

The draft does not make any reference to gender issues. The state government has recently started bringing Gender Budget Statement with the annual budget of the state. The bill should specifically include provisions for including gender issues in TSP and SC-SP and making clear provisions for gender budgeting in TSP and SC-SP in the state.

The bill should be made more specific, making the TSP and SC-SP a proper planning exercise and should not leave scope for it to remain as an accounting exercise which it currently is.

The bill should also mention specifically that the allocations to TSP and SC-SP and specific schemes under the two sub-Plans will be in addition to general schemes under the state plan being implemented in the state. The benefits going towards ST and SC community from the general schemes should not be accounted as the allocation towards the TSP and SC-SP.

It should also outline the clear provisions / guidelines for implementation of the sub-Plans at the district level.