



Tribal Empowerment Through Tsp In Tribal Grama Panchayats Of Kerala

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ABSTRACT

Tribal Sub Plan (TSP) is one of the major initiatives of the Central Government implemented through the Local Self Governments for the tribal empowerment. Kerala is the only State in the country where substantial parts of the Tribal sub plan(TSP) are directly implemented by local self governments (LSGs). TSP allocation has been increasing year by year. Utilization of TSP is lower than the general programme implementation. Tribal Grama Panchayats are providing services to the Scheduled Tribes and giving less empowerment or development efforts to develop them permanently. The major projects implemented in TSP are giving construction of community halls, wells, electrical wirings etc. The income generating activities were though it is few but also limited to agriculture oriented programmes. No programme was carried in the small scale industries or in the service sector employment generation. Income generating programmes were missing in the implementation of the TSP in the gramapanchayats. Tribal development programme should be capable enough to increase employment and income generating. Tribal community people should be able to stand in their own legs.

KEYWORDS : Tribal empowerment, Tribal Sub Plan, Grama Panchayat

Adivasis or otherwise called Scheduled Tribes occupies 8.2 percent of Indian population and 1.14 percent of Kerala population. In terms of the proportion of tribals in the total population India is the second largest country in the World next only to Africa. From the time immemorial, Tribals are the most marginalized sections whatever may be the development indicators we adopt. Indian Constitution has accorded special status to Tribals and Government of India and State Governments have been implementing various multifaceted programmes for their socio-economic upliftment. Tribal Sub Plan (TSP) is one of the major initiatives of the Central Government implemented through the Local Self Governments for the tribal empowerment. The objective of this paper is to examine to what extent the TSP has achieved its objectives of tribal empowerment in Kerala.

There is near unanimity among the development professionals that the objective of developmental programmes is to make communities to stand on their leg. This is particularly so in the case of communities like tribals who suffer from severe disabilities when compared to other communities. If this fundamental principle is ignored by the Government or non-Governmental organizations who are implementing developmental interventions, a culture of dependency will continue forever. While implementing development programmes like TPS, the local government institutions should be guarded against this pit fall.

According to Worldbank empowerment means "Empowerment is the process of increasing the capacity of individuals or groups to make choices and to transform those choices into desired actions and outcomes. Central to this process are actions which both build individuals and collective assets, and improve the efficiency and fairness of the organizational and institutional context which govern the use of these assets"

As per the study of K.C.Baiju, this decentralization is the empowerment of the common people through the empowerment of the local government. Families not benefited by any were found high (36%). About 48% tribal families have not availed any benefit of tribal programme and assistance.

Scheduled Tribes are continues to be as one of the marginalized groups in Kerala though it is better than other parts of India..At the national level, when the deprivation index in housing and basic amenities fell from 73 to 63 during 2001-11, a steep reduction in the same was observed in Kerala from a high of 67 in 2001 to 40 in 2011. (Deepa Chandran (2011)). Compared other sections of the community the assets and amenities of Scheduled Tribes are low in Kerala (C.Pratheep (2012)). This decentralization is the empowerment of the common people through the empowerment of the local government. Families not benefited by any were found high (36%). About 48% tribal families have not availed any benefit of tribal programme and assistance. (K.C. Baiju (2011)). This poor performance in utilization of TSP funds by local governments is a serious factor that requires im-

mediate intervention. Though the quality of TSP governance and the improvement of the socio-economic conditions of the tribal communities were the major objectives of decentralized planning, it has not succeeded to the expected level. Statistics clearly show that despite government initiatives including the Tribal Sub-Plan (TSP) under the decentralized planning process, giving more emphasis on capacity building and empowerment of the tribals, the existing socio-economic profile of the tribal communities is low compared to the mainstream population. (JosChathukulam, M. Gopinath Reddy, PallaTrinadhRao(2011)). In the TSP fund utilization there were no importance to unemployment, problems of landless etc. in the planning process of Local Self Governments in Kerala (Rakesh(2011)). Economic backwardness amongst STs when compared to the general population is depressingly obvious as more than half of the ST population (51.14%) lived below poverty line (in 1993-94) as against the percentage of 35.97 amongst the general population. Not only the disadvantaged groups lived in social and economic backwardness but they were also subjected to the persistent social discrimination, crimes and atrocities and exploitation (Tribal Statistics - 2010). Though the condition of these sections are comparatively better in Kerala as compared to the national scenario, they are outliers in the development trajectory of Kerala society and polity.

A Profile of Tribal population in Kerala

The Kerala State has 364,189 tribals and a total of thirty five (35) Scheduled Tribes (As per 2001 census and 2011 Census results are waiting). As per the Census 2011 there are 1,36,006 Scheduled Tribe households in Kerala. There are in all 35 Scheduled Tribes in the state. The tribe-concentrated districts are the hill regions of Wayanad, Palakkad, Idukki, Kottayam and Thiruvananthapuram. The highest concentration is in Wayanad followed by Idukki and Palakkad. Alappuzha has the lowest concentration preceded by Thrissur, Kollam and Kozhikode districts. The number of households in Kerala has been increased from 65,95,206 to 77,16,370 during the 2001-2011 census period. Scheduled Caste constitutes 9.7 percent where as scheduled tribes constitutes 1.7 percent of the total households of Kerala. 85 percent of the scheduled tribes are living in the rural areas and the rest 14.9 percent live in the urban area. 38.3 percent of the houses of the Scheduled Tribes are good, 45.3 percent of the houses are livable and 16.3 houses are dilapidated. Only 71.3 per cent of the Scheduled Tribes in Kerala have their own latrine facility in the premises. 93.9 percent of the urban residents of the scheduled tribes have had latrine facility in the premises whereas rural residents have 67.4 percent have latrine facility. Use of Firewood for cooking of rural scheduled Tribe people is higher than the urban people. 28.3 percent of the rural scheduled tribe people have to walk long ways to fetch water for their drinking water. Uncovered wells are the main sources of water to the rural scheduled tribe community people. 51.9 percent of the scheduled Tribe people have had no bathing facility. Only 57.8 percent of the rural scheduled Tribe houses were electrified where as 90.8 percent of the urban scheduled tribe houses were electrified, 65.7 per-

cent of the urban residents are having the banking accounts whereas rural residents have 52.7 percent have banking facility, Communication amenities like radio, television, computer, internet facility and in mobile phones the urban scheduled tribes are better than the rural counterparts in Kerala, 7.3 percent of the Tribal population in Kerala have bicycle, 7.6 percent have scooter/ Motorcycle, 3 percent have car/jeep facility.

TPS Utilisation In Kerala: A Macro Picture

The Tribal Sub Plan programme was started in 1974-75 as a Central Assistance (SCA). The objective and scope of SCA to TSP which was originally meant for fulfilling the critical gaps in the family based income-generation activities of the TSP, have now been expanded to cover the employment-cum-income generation activities and the infrastructure incidental thereto not only family based but also community based run by Self Help Groups (SHGs). The Scheduled Tribes Development Department, which came into existence in 1980, has seven Intensive Tribal Development (ITD) project offices, Nine Tribal Development offices and 48 Tribal Extension Officers (TEO) at field level. The Scheduled Tribes Development Department is implementing various schemes. The Special Component Plan (SCP) and the Tribal Sub-Plan (TSP) are the two major programmes that seek to address the problems of the scheduled communities. These programmes follow a separate methodology for the preparation of plans for each family and habitat on the basis of primary survey and habitat mapping. Kerala is the only State in the country where substantial parts of the Tribal sub plan (TSP) are directly implemented by local self governments (LSGs).

Table no.1

TSP allocation and Total allocation to LSGs in Kerala from 1997-98 to 2012-13 (Rs. In crores)

Year	Grant in aid to LSGs	TSP	% of TSP To Total
1997-98	749	39.00	5.20
1998-99	950	39.00	4.10
1999-00	1020	40.00	3.92
2000-01	1045	43.00	4.11
2001-02	850	-	
2002-03	1342	-	
2003-04	1317	44.44	3.37
2004-05	1350	48.13	3.57
2005-06	1375	50.17	3.65
2006-07	1400	64.43	4.58
2007-08	1540	91.18	5.32
2008-09	1694	73.20	4.32
2009-10	1863	80.51	4.32
2010-11	2050	88.46	4.31
2011-12	2750	99.09	3.60
2012-13	3228	110.98	3.43

Source: Kerala Economic Review various issues and Annexure IV of Budgets

Though as per the 2001 Census Scheduled Tribe population was only 1.1 percent of the total population the allocation was higher than 3.31 percent all these years. Total allocation to LSGs are being distributed to GramaPanchayats, Block Panchayats, District Panchayat, Municipalities and Corporations. TSP allocation to GramaPanchayats in 2008-09 was Rs.36.18 Crores (3.79 % of the TSP Total), it increased to Rs.39.80 Crores in 2009-10, to 43.75 in 2010-11, increased to 58.62 Crores in 2011-12 and it increased to Rs.65.66 Crores in 2012-13. It shows that TSP allocation has been increasing year by year.

Availability and utilization of TSP fund at District Level Table No.2

Utilization and Budget allocation of TSP in 2011-12 (Rs. In Crores)

Dis-tricts	Fund available			Expenditure		
	TSP	General	Development Fund	TSP	General	Development

1.Thiruvananthapuram	3.95	70.07	121.77	3.17 (80.26)	65.51 (93.49)	103.96 (85.37)
2.Kollam	0.88	67.86	121.25	0.51 (58.78)	59.77 (88.07)	98.96 (81.67)
3.Pathanamthitta	1.55	33.18	65.60	1.08 (69.95)	30.56 (92.15)	55.58 (84.72)
4.Allapuzha	0.50	52.68	93.95	0.39 (78.25)	50.71 (96.25)	81.69 (86.94)
5.Kottayam	4.71	45.08	80.82	2.23 (47.44)	39.16 (86.86)	59.54 (73.69)
6.Idukki	10.97	45.36	84.43	8.03 (73.22)	39.48 (87.02)	65.34 (77.39)
7.Ernakulam	1.66	56.38	102.12	0.77 (46.58)	51.43 (91.21)	78.27 (76.64)
8.Thrissur	0.92	62.89	121.70	0.63 (67.8)	56.67 (90.10)	100.71 (82.75)
9.Palakkad	8.73	67.30	158.26	3.40 (39.0)	55.18 (81.99)	112.68 (71.19)
10.Malappuram	2.42	81.17	143.58	1.72 (71.24)	70.63 (87.00)	111.05 (77.34)
11.Kozhikode	2.33	57.15	98.44	1.72 (74.14)	50.63 (88.60)	77.37 (78.59)
12.Wayanad	27.86	29.94	64.39	18.16 (65.17)	25.29 (84.47)	47.55 (73.84)
13.Kannur	8.12	59.52	85.07	5.08 (62.61)	53.31 (89.57)	68.93 (81.02)
14.Kasarkode	5.82	35.27	55.13	4.09 (70.32)	30.57 (86.67)	42.96 (77.92)
Average	5.74	54.56	99.75	3.67 (63.43)	48.49 (88.87)	78.90 (79.09)

Source: IKM Sulekha Software

The above table on the availability and expenditure of grants in aid shows that utilization of TSP is 63.43 percent whereas expenditure on general programmes is 88.87 and total utilization was 79 percent. This shows that the utilization of TSP is lower than the general programme implementation. The inter District variation shows that there is wide variation in the utilization of TSP fund in the districts. Higher percentage of utilization is recorded in the Thiruvananthapuram District and lower percentage is in the District of Palakkad. Five out of fourteen Districts showed lower than the state averages.

Critical appraisal of the TSP projects implemented Tribal Grama Panchayats Tribal empowerment

Tribal Grama Panchayats are giving services to the Scheduled Tribes and not giving less empowerment or development efforts to develop them permanently. The major projects implemented in TSP are giving construction of community halls, wells, electrical wirings etc.

Income generation activities

As per the Tribal Department document, the objectives of TSP are "The objective and scope of SCP to TSP which was originally meant for filling up of the critical gaps in the family based income-generation activities of the TSP, have now been expanded to cover the employment-cum-income generation activities and the infrastructure incidental thereto not only family based but also community based run by Self Help Groups (SHGs)" The income generating activities were though it is few but also limited to agriculture oriented programmes. No programme was carried in the small scale industries or in the service sector employment generation. Income generating programmes were missing in the implementation of the TSP in the gramapanchayats.

Infrastructure development activities

Facts and figures show that Road construction and maintenance is the only activity implemented in the gramapanchayats in the infrastructure sector implemented from the TSP. There is no effort from the gramapanchayats to increase non conventional energy sources like solar energy, bio gas etc. among the scheduled tribes.

Less importance to productive sector

Tribal Grama Panchayats in Kerala are giving less importance in the formulation and implementation of production sector. Kerala Government has not issued any compartmental restricting instruction to the GramaPanchayats in the utilization of TSP fund. According to Dr.Thomas Isaac and Richard W.Franke "It might not be possible to al-

locate 40 percent of SCP and TSP funds directly for the production related projects, given the low economic assets and skilled base of the weaker sections. Therefore , it was decided that the sectoral guidelines may be relaxed with respect to SCP and TSP

Policy recommendations

1. Productive expenditure from the TSP utilization should be more than 30 percent as in the case general sectors.
2. Since all the Scheduled tribes are not same economic conditions, most backward tribes should get more importance in the TSP utilization.
- 3 .Proper training should be given to Plan formulators to identify empowerment programmes in the TSP.
4. Proper training should be given for the Entrepreneurial skills motivation.
- 5 .Marketing facilities for the tribal products should be organized.
6. Leadership qualities should be motivated in among the tribal youths.
7. Health is wealth. More health related projects are required to be implemented in the TSP projects to improve the health condition of the Tribals.

Tribal development programme should be capable enough to increase employment and income generating. Tribal community people should be able to stand in their own legs. But existing practice in the gramapanchayats are construction of houses, community halls, roads and drinking water wells. Service and welfare measures are required to some extent but production sector development in the agriculture and industrial sector should not be neglected at the cost of services. Otherwise tribal people will continue to be the beneficiaries of welfare programmes for ever.