Ministry of Tribal Affairs

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

1. Introduction

1.1 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 definite improvements for tribals during this period. For example, there has been a steep rise in tribal literacy rate during 1961 to 2011. The Infant Mortality Rate gap has also reduced. However, there is still a considerable gap in human development indices between Scheduled Tribes and other social groups. The indicators in respect of health, education, livelihood, women empowerment, access to drinking water etc. are still alarmingly low, as per the figures reflected in Census 2011. Further, preservation, protection and promotion of their rich cultural and traditional heritage calls for a special attention.

1.2 A critical issue in this regard 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/- (Annexure-1). The availability of funds, evidently, does not seem to be the real problem. The issue of concern is how the funds are spent, and whether the proper resource mobilization and its effective management is ensured. This is where the actual drawback is. It is observed that the percentage expenditure on TSP, both in the Central and State Governments, is generally mere an accounting exercise and not monitored in terms of actual targeting of funds for tribal people and people living in tribal areas.
1.3 In this backdrop, the Central Government has launched a Central Sector Scheme named "Vanbandhu Kalyan Yojana (VKY)" in 2014-15 as an approach to translate the available resource into overall development of tribal population with an outcome-based orientation. The VKY is broadly intended to be a strategic process which envisages to ensure that all the intended benefits of goods and services under various programmes/schemes of Central as well as State Governments actually reach them by convergence of resources through appropriate institutional mechanism.

2. The "Vanbandhu Kalyan Yojana" (VKY): Salient Points

2.1 The Vanbandhu Kalyan Yojana (VKY) covers all tribal people and all areas with tribal population across the country.

2.2 The objectives of the VKY is to ensure all-round development of entire tribal population of the country with the following focus points:

- Improving the quality of life in tribal areas
- Improving the quality of education
- Qualitative and sustainable employment for tribal families
- Bridging infrastructure gaps with focus on quality
- Protection of tribal culture and heritage

2.3 A suggestive list of activities to be included in the under VKY are listed as under:

I. Qualitative and sustainable employment.
II. Emphasis on quality education and higher education.
III. Accelerated economic development of tribal areas.
IV. Health for all.
V. Housing for all.
VI. Safe drinking water for all at doorsteps.
VII. Irrigation facilities suited to the terrain.
VIII. All weather roads with connectivity to the nearby town/cities.
IX. Universal availability of electricity.
X. Urban development.
XI. Promotion of sports in the tribal areas
XII. Promotion and preservation of tribal culture and heritage
XIII. Robust institutional mechanism to roll the vehicle of development with sustainability

3. 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:

3.1 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.

3.2 There should be adequate administrative, technical and financial powers with Tribal Welfare Departments, being nodal Department in respect of matters relating to tribal development.

3.3 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.

3.4 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.

3.5 In NE States, where panchayats do not exist, institutions of decentralized governance at village / town level would be created.

3.6 Gender responsiveness will get focused attention in the tribal development initiatives.
3.7 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.

3.8 Action Plans / Perspective Plans with outcome oriented and monitorable targets for tribal development will be prepared after baseline assessment at the village level with involvement of experts from the local community, the block level officers, representatives of Panchayats and Gram Sabhas.

3.9 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. Further, TRIs will have to work in convergence with other capacity building institutions in the sectors of rural development, health, education, agriculture etc.

4. Specific Interventions to be included in VKY

The VKY will also cover some specific interventions, which are of immense relevance to the development of tribals, as outlined below:

4.1 Extensive tests for Sickle Cell Anemia, both disease and traits, will be conducted among the tribal children starting with all Govt. Schools including EMRSs, and health cards will be issued to them indicating incidence of traits/disease in the individual. All the affected States will be sensitised about the disease, its testing protocol, and counselling of the patients and their parents.
4.2 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.

4.3 States will be sensitised about the use of Space technology for water bodies in the tribal areas to be developed for the purpose of fisheries sector.

4.4 Dairy development activities through milk co-operative societies will be supported including launching of drive for deworming, Artificial Insemination (AI) and other veterinary services among the local cattle.

4.5 Backyard poultries will also be promoted, along with development of State run hatcheries.

4.6 The practice of raising Kitchen Garden in the residential schools will be promoted.

4.7 Institutional mechanism will be evolved for growing traditional crops including millets, green vegetables etc. Growing and use of drum-stick among the tribal people will be encouraged to help nutritional supplement.

4.8 There will be focus on creation of co-educational residential schools, with hostels for boys and girls, for the PVTGs, low-literacy tribes and low-literacy blocks.

4.9 Modern skills, including that of teachers, paramedics, hospitality, tourism, digital knowledge etc. will be encouraged, along with adding value to the traditional vocations.

4.10 There will be focus on providing connectivity in tribal areas, which would include physical connectivity as well as telecommunication connectivity.

4.11 Housing for all tribals will be aimed at, with focus on traditional architecture.

4.12 Safe drinking water for tribal people will be ensured with augmentation of supply through natural water sources and rain water harvesting.

4.13 Documentation of tribal medicines and practices will be carried out.

4.14 Steps will be taken for mapping of sporting talent and its promotion in tribal areas.

4.15 Electricity supply to all the tribal areas is envisaged with emphasis on off-grid solar power solution.

4.16 Traditional festivals to conserve and promote cultural heritage; contemporizing tribal art forms is to be developed as source of livelihood.
5. Operational Guidelines for the “Vanbandhu Kalyan Yojana” (VKY) of Ministry of Tribal Affairs

a) Administrative Guidelines

a.1 The project would be implemented by the respective State Governments under overall supervision of the Government of India. The concerned State Governments will evolve a mechanism of implementation of schemes / programmes for tribal development in line with the ones prevalent in Gujarat and Maharashtra. These two States have successfully effected a system where the Tribal Development Department is in-charge of the entire tribal development machinery in the State. All the schemes / programmes forming part of the State TSP, being implemented by different line Departments of the State Government, are formulated and implemented in consultation / concurrence of the Tribal Development Department, which exercises powers of the Planning and Finance Departments also as far as schemes pertaining to tribal welfare are concerned. Similar systems are to be put in place in the other States as well.

a.2 The ‘Project Implementation Cell’ (PIC), which has been set up in Ministry of Tribal Affairs for the purpose of effective implementation of the VKY in a mission mode, 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.

a.3 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.

a.4 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 disbursal of funds and selection of implementing partners etc. Similar arrangements could be thought of in the other States implementing VKY.

b) **Implementation Guidelines**

b.1 Ministry of Tribal Affairs has set up a Project Appraisal Committee (PAC) headed by the Secretary, Tribal Affairs, with due representation of States/UTs along with Niti Ayog and internal Finance. The PAC appraises and approves project proposals striking a balance between priorities set by the Ministry and actual requirements of tribal people on ground. The focus remains to achieve desired outcome by way of accessing resources available under various programmes of the Ministry through appropriate institutional mechanisms. This ensures objectivity, transparency and consultative approach in programme implementation. This model can be followed by all the State Governments while implementation of the VKY.

b.2 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) set up in the Ministry of Tribal Affairs.

b.3 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.

b.4 Detailed project Report with firmed up cost estimation for creation of capital assets under the programmes and other components would be finalized in consultation with State Governments and other Central Ministries implementing Sectoral Programmes under Centrally Sponsored Schemes where component of TSP has been earmarked.

b.5 Convergence with other schemes executed by Central Government and State Government would be aimed to achieve the intended outcomes.

b.6 The State Governments would be responsible for obtaining necessary statutory clearances wherever required.
c) Monitoring Guidelines

c.1 The monitoring of actual expenditure and nature of expenditure of CSS and Central Sector Schemes would be done by the Ministry of Tribal Affairs through the PIC. 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. Services of Academic Institutions, Research Organizations, Tribal Research Institutes and professional agencies would be utilized for monitoring of outcomes.

c.2 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.

c.3 A suggested list of outcomes which have to be monitored is given at Annexure-2. 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.

c.4 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.

(Ashok Pai)

Joint Secretary to the Government of India

Date: New Delhi, the 20th of April, 2015
Annexure-1

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

(Rs. in crore)

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<tbody>
<tr>
<td>Funds under CS/CSS</td>
<td>17453.61 (Actual)</td>
<td>20184.10 (Actual)</td>
<td>22029.97 (RE)</td>
<td>20,536 (RE)</td>
<td>19,980 (BE)</td>
</tr>
<tr>
<td>State TSP</td>
<td>44772.42</td>
<td>55019.05</td>
<td>59937.64</td>
<td>70,240</td>
<td>82,971 (Provisional)</td>
</tr>
<tr>
<td>SCA to TSP</td>
<td>1015.01</td>
<td>852.54</td>
<td>1050.00</td>
<td>1040.00</td>
<td>1250.00</td>
</tr>
<tr>
<td>Article 275(1)</td>
<td>1111.28</td>
<td>820.00</td>
<td>1097.13</td>
<td>1133.00</td>
<td>1354.00</td>
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<tr>
<td>Total</td>
<td>64352.32</td>
<td>76875.69</td>
<td>84114.75</td>
<td>92949.00</td>
<td>105555.00</td>
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Example of Monitorable outcomes in respect of the core sectors of education, health, livelihood and culture

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<th>Sectors</th>
<th>Monitorable outcomes</th>
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<tbody>
<tr>
<td>Education</td>
<td>• 100% enrolment of tribal children&lt;br&gt;• 100% pass rate of tribal children&lt;br&gt;• Decrease in school dropout rates&lt;br&gt;• Decrease in girls dropout rates&lt;br&gt;• Students in the project area who have passed in first division/distinction in 10th / 12th grade&lt;br&gt;• Availability of good teachers, esp. of maths, science and vernacular in tribal schools&lt;br&gt;• Full coverage for class 9,10 and Post Matric Scholarship&lt;br&gt;• Placement in Vocational education&lt;br&gt;• Students getting scholarship to top class education, MPhil/PhD</td>
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<td>Health</td>
<td>• Reduction in IMR, MMR in the project area&lt;br&gt;• Nutritional status of tribal population/use of traditional foods such as millets and green vegetables etc.&lt;br&gt;• Availability of ANM/doctors&lt;br&gt;• 100% training of pregnant mothers for immunization and healthcare&lt;br&gt;• Access to safe drinking water&lt;br&gt;• Functional toilets separately for boys and girls in schools&lt;br&gt;• Control of diseases such as malaria, sickle cell anemia</td>
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<td>Livelihood</td>
<td>• Number of persons in the project area who have got sustainable employment/self-employment as a result of VKY interventions&lt;br&gt;• Nature of employment and wages</td>
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<tr>
<td>Culture</td>
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<tr>
<td>• Participation of cultural artistes of the project area in various cultural events at district/state/national level</td>
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<tr>
<td>• Participation of sport persons of the project area in various sports events at district/state/national level</td>
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<tr>
<td>• Promotion of traditional sports</td>
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<tr>
<td>• Preservation in tribal culture, crafts, cuisine</td>
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<tr>
<td>• Preservation of local language</td>
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<tr>
<td>• Preservation of local medicines, medicinal practices</td>
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<td>• Arts, crafts, cuisine etc. as income generating activities.</td>
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- 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