

BUDGET AND DALITS
Implementation of Special Component Plan
Andhra Pradesh

Note Prepared for the Meeting with MLAs

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BUDGET AND DALITS

Implementation of Special Component Plan

The Special Component Plan (SCP) and Tribal Sub-plan (TSP) were introduced by the Government of India during sixth plan (1980-81) as an important strategy to realize an important directive principle of the State Policy as enshrined in the Constitution of India states that 'the state shall promote with special care the educational and economic interests of the weaker sections of the people and in particular all the scheduled castes and scheduled tribes and shall protect them from social injustice and all forms of exploitation. The SCP/TSP is based on the philosophy that the efforts for the development of SCs have to be made in every sector of the plan and every department and agency implementing the plan programmes with the following strategy:

- The provision of outlay from the State and the Central plan in proportion of the SC/ST population for schemes and programmes under different heads of development, which are directly relevance to the development of SCs/STs.
- Under SCP for SCs it has been made imperative for all the Government departments should earmark a minimum of 15 percent of their plan funds and 6 percent for tribals under TSP (in proportion to SC population).
- The planning department before finalization of the budget proposals of the departments shall ensure that all the departments concerned earmark the specified funds.

In this context this is an attempt made to analyze Andhra Pradesh state budget with special reference to implementation of Special Component Plan (SCP) in general and some of the critical development areas in the context state priority in terms of budget allocation such as irrigation as well as education, health, housing, women and child and social welfare.

BUDGET ALLOCATION AND SCP: SOME OBSERVATIONS

1. Irrigation

- After independence government have given priority to irrigation and more than 25% of the plan funds were allotted for Irrigation.
- In 1999-00 percentage of allocation to irrigation was increased about 102 per cent (2325 crores) to 1998-99 allocation (1145.75 crores). It was continued between 5 to 14 percent each year till 2003-04 compared to respective previous years. he percentage of allocation for irrigation suddenly increased from Rs.3515.25 crores in 2003-04 to Rs. 5664.03 crores in 2004-05 (61.13 percent).
- More priority was given to major and medium irrigation. The share of allocation to major and medium irrigation was increased from 78.81 percent in 1998-99 to 89% in 2003-04 and 87.61% in 2004-05 while the share of minor irrigation was declined from 17.6% in 1998-99 to 9.7% in 2004-05.

SCP in irrigation (2000-01, 2001-02 and 2003-04):

- The due share of SCP for the years 2000-01, 2001-02 and 2003-04 is 117.31 crores in minor irrigation and 1265.22 crores in major and medium irrigation.
- Actual allocation in minor irrigation is only 3.63 crores as against 117.31 crores of due share. Mean about 113.68 crores were not allocated.

- There is no allocation of SCP in major and medium irrigation which is about 1265.22 crores.
- Means Rs.1378.9 crores were not allocated under SCP

Year wise Budget Allocation for Irrigation (In Crores)					
Year	State Plan Outlay	Allocation to Irrigation	% of Allocation	Increase	% Increase
1998-1999 (AC)	4971.97	1145.75	23.04	0	0
1999-2000 (AC)	4787.14	2325.10	48.57	1179.35	102.93
2000-2001(AC)	6717.12	2590.15	38.56	265.05	11.40
2001-2002(AC)	7968.95	2727.79	34.23	137.64	5.31
2002-2003(AC)	8512.3	3116.84	36.62	389.05	14.26
2003-2004(RE)	10028	3515.25	35.05	398.41	12.78
2004-2005 (BE)	13291.2	5664.03	42.61	2148.78	61.13
2005-2006 (BP)	17428	8486.00	48.69	2821.97	49.82

Source: Budget Documents

Percentage Allocation for Major, Medium and Minor Irrigation							
Particulars	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04	2004-05
Major & Medium	78.81	84.40	85.36	83.66	87.74	89.00	87.61
Minor	17.6	10.81	8.94	10.89	8.13	9.19	9.70
C.A.D	0.69	0.40	0.60	0.61	0.50	0.31	0.22
Flood Control and Drainage	2.86	4.39	5.10	4.84	3.63	1.51	2.47
Total	100	100	100	100	100	100	100

Source: Budget Documents

SCP Allocation and Expenditure - Minor Irrigation (in crores)						
Year	Allocation	Due share SCP (15%)	Allocation of SCP	Expenditure of SCP	Difference in Actual Expenditure	Difference in SCP outlay
2000-2001	231.68	34.75	1.44	0.79	0.65	33.31
2001-2002	297	44.55	0.94	0.9	0.04	43.61
2002-2003	253.4	38.01	1.25	1.15	0.1	36.76
TOTAL Difference in SCP Allocation and Expenditure					0.79	113.68

SCP Allocation and Expenditure - Major and Medium Irrigation(in crores)						
Year	Allocation	Due share SCP (15%)	Allocation of SCP	Expenditure of SCP	Difference in Actual Expenditure	Difference in SCP outlay
2000-2001	2210.198	388.52	0	0	0	388.52
2001-2002	2282.03	409.17	0	0	0	409.17
2002-2003	2734.79	467.53	0	0	0	467.53
TOTAL Difference in SCP Allocation and Expenditure						1265.22

Source: Appropriation Accounts

ALLOCATION TO IRRIGATION: FOR WHOSE BENEFIT

- According to census reports in areas where assured irrigation is provided SCs have only 10% of land. Means 90% of the SCs residing in the irrigated areas do not own land.
 - Average landholding size of Dalits is smaller in irrigated areas compared to un-irrigated areas in the state
 - A study undertaken by Sakshi in 3,000 Dalits villages across the state of Andhra Pradesh revealed that 68% of Dalits encounter discrimination in access to irrigation facilities.
1. **WHAT ARE THE SOCIAL GROUPS BENEFITTING FROM LARGER SHARE OF BUDGET ALLOCATION?**
 2. **REVENUE FROM THE IRRIGATION PROJECTS IS AROUND 0.5 PER CENT. WHO ARE GETTING SUBSIDIES AND REAPING FRUITS OF DEVELOPMENT?**

2. Education

- Proportion of budget allocation to education was gradually declined from 8.10 percent in 1998-99 to 4.27 percent in 2004-05.
- **SCP in Education (2000-01, 2001-02 and 2003-04):** Rs.16 crores were allocated under SCP against 268.63 crores and only 4.68 crores were spent out of actual allocation.
- Only Rs.0.53 crores were allocated to higher and technical education under SCP against 19.9 crores

SCP Allocation and Expenditure - School Education (in crores)						
Year	Allocation	Due share SCP (15%)	Allocation of SCP	Expenditure of SCP	Difference in Expenditure	Difference in SCP outlay
2000-2001	466.49	69.97	10.13	0.23	9.9	59.84
2001-2002	473.63	71.04	0.43	0.007	0.423	70.61
2002-2003	716.8	107.52	4.91	4.43	0.48	102.61
TOTAL Difference in SCP Allocation and Expenditure					10.803	233.06
SCP Allocation and Expenditure - Higher Education (in crores)						
2000-2001	11.32	1.69	0.2	0.02	0.18	1.49
2001-2002	30.99	4.64	0	0	0	4.64
2002-2003	65.59	9.83	0	0	0	9.83
TOTAL Difference in SCP Allocation and Expenditure					0.18	15.96
SCP Allocation and Expenditure - Technical Education (in crores)						
2000-2001	6.9161	1.03	0	0	0	1.03
2001-2002	11.202	1.68	0	0	0	1.68
2002-2003	6.91	1.03	0.33	0.003	0.327	0.70
TOTAL Difference in SCP Allocation and Expenditure					0.327	3.41

Source: Appropriation Accounts

3. Women and Child Welfare

- Proportion of budget allocation to women and child welfare was not increased more than 2.8 percent 1998-99.
- **SCP in Women and Child Welfare (2000-01, 2001-02 and 2003-04):** Rs.58.44 crores were allocated under SCP against 87.88 crores of which 44.55 crores were spent.

Year Wise Budget Allocation for Women and Child Welfare (in Crores)

Year	Total Outlay	Allocations for W&C Dept.	% of Allocation	Annual Increment	% Increase/ Decrease
1998-99 (AC)	4971.97	148.9	2.8	0	0
1999-00 (AC)	4787.14	220.06	0.7	71.16	47.79
2000-01 (AC)	6717.12	215.38	1.5	-4.68	-2.13
2001-02 (AC)	7968.95	149.81	2.7	-65.57	-30.44
2002-03 (AC)	8512.3	220.64	2.4	70.83	47.28
2003-04 (RE)	10028	286.47	2.6	65.83	29.84
2004-05 (BE)	13291.2	378.08	2.7	91.6	31.98

Source: Budget Documents

SCP Allocation and Expenditure - Women and Child Welfare (in crores)

Year	Allocation	Due share SCP (15%)	Allocation of SCP	Expenditure of SCP	Difference in Actual Expenditure	Difference in SCP outlay
2000-2001	215.38	32.31	7.70	7.56	0.14	24.60
2001-2002	149.81	22.47	22.15	22.53	-0.38	0.32
2002-2003	220.64	33.10	28.69	14.46	14.23	4.41
TOTAL Difference in SCP Allocation and Expenditure					13.99	29.33

Source: Appropriation Accounts

4. Primary Health and Family Welfare

- Proportion of budget allocation to health was decreased from 5.88 per cent in 2001-02 to 4.27 percent in 2004-05.
- **SCP in primary health and family welfare (2000-01, 2001-02 and 2003-04):** Rs.20.91 crores were allocated under SCP against 214.98 crores of which 4.17 crores were spent.

SCP Allocation and Expenditure - Primary Health and Family Welfare

(in crores)

Year	Allocation	Due share SCP (15%)	Allocation of SCP	Expenditure of SCP	Difference in Actual Expenditure	Difference in SCP outlay
2000-2001	598.04	89.70	0	0	0	89.70
2001-2002	358.75	53.81	0	0	0	53.81
2002-2003	477.82	71.67	20.91	4.17	16.74	50.76
TOTAL Difference in SCP Allocation and Expenditure					16.74	194.27

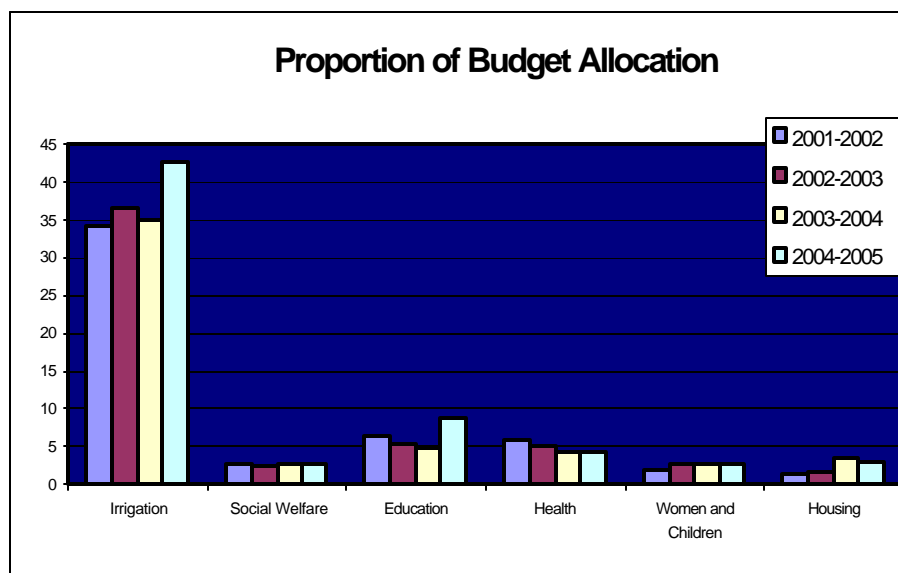
5. Housing

- Proportion of budget allocation to housing was increased from 1.51 percent in 2001-02 to 3.60 percent in 2003-04 and it was decreased to 2.99 percent in 2004-05.
- **SCP in Housing (2000-01, 2001-02 and 2003-04):** Rs.45.99 crores were allocated under SCP against 68.78 crores.

SCP Allocation and Expenditure – Housing (in crores)						
Year	Allocation	Due share SCP (15%)	Allocation of SCP	Expenditure of SCP	Difference in Actual Expenditure	Difference in SCP outlay
2000-2001	118.68	17.8	0	0	0	17.80
2001-2002	182.26	27.34	23.34	23.34	0	4.00
2002-2003	157.64	23.64	22.65	22.65	0	0.99
TOTAL Difference in SCP Allocation and Expenditure					0.0	22.79

6. Social Welfare (SW)

- Government has always highlighted their achievements in the field of SC/ST welfare. Often criterion is simply an increase in the amount allocated for their welfare. But the proportion of allocation to the total budget is decreased over a period of time.
- The proportion of budget allocation for SW is decreased from 8.4 percent during 1995-96 to 0.7 percent in 1999-00. it was slightly increased in subsequent years 1.5 percent in 2000-01, 2.7 percent for 2001-02 and 2.4 in 2002-03, 2.6 in 2003-04 and 2.7 in 2004-05.
- Since overall allocation of SW department declined the allotment for the programmes implementing by SW department is also decreased specially for the programmes, which can contribute for the development of SCs – education, housing, welfare and protection etc.

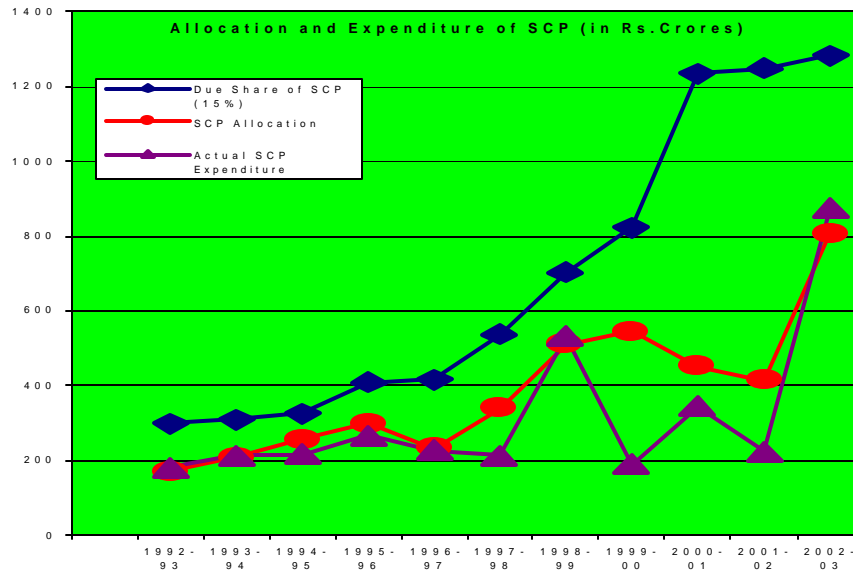


IMPLEMENTATION OF SPECIAL COMPONENT PLAN (SCP)

- By looking into the data for the past 12 years since 1992-93 the difference between the total plan outlay and due as share as per SCP is in increasing manner. Especially in the previous years is very high.
- Government has not followed the provision of outlay in proportion of State SC population and there was no single year, which earmark the funds.

- From 1992-93 to 2004-05 Rs. 5103.47 crores allocated under SCP against Rs.9232.52 crores of which 3489.62 crores were spent. **That means Rs.4876.96 crores which should have allocated for the welfare of SCs under SCP is not allocated or diverted to other department.**

Allocation and Expenditure of SCP Funds (in crores)								
Year	Plan Allocation	Due Share of SCP (15%)	SCP Allocation	% of SCP to Total Outlay	Actual SCP Expenditure	% of SCP Expenditure	Difference in SCP outlay	Difference in Actual Expenditure
1992-93	1996.94	299.54	170.84	8.56	182.78	106.99	128.70	-11.94
1993-94	2075.55	311.33	207.66	10.01	214.99	103.53	103.67	-7.33
1994-95	2170	325.50	256.7	11.83	216.97	84.52	68.80	39.73
1995-96	2719	407.85	300.57	11.05	267.46	88.78	107.28	33.11
1996-97	2773.13	415.97	232.82	8.40	227.95	97.91	183.15	4.87
1997-98	3585.13	537.77	339.72	9.48	213.92	62.97	198.05	125.8
1998-99	4678.95	701.84	510.83	10.92	532.61	104.26	191.01	-21.78
1999-00	5479.5	821.93	544.27	9.93	189.43	34.74	277.66	354.84
2000-01	8228.12	1234.22	450.51	5.48	344.38	76.44	783.71	106.13
2001-02	8319.4	1247.91	415.55	4.99	225.29	55.39	832.36	190.26
2002-03	8553.19	1282.98	808.06	9.45	873.84	96.72	474.92	-65.78
2003-04	10971.19	1645.68	865.94	7.89	-		779.74	
TOTAL Difference in SCP Allocation and Expenditure							4129.05	747.91



Tribal Sub Plan (TSP) Allocations

- Rs. 2067.85 crores allocated under TSP against Rs.2558.87 crores during 1999-00 to 2003-04. **That means Rs.491.02 crores which should have allocated for the welfare of STs under TSP is not allocated or diverted to other department.**

Year	Total Plan Outlay	TSP Allocation	%Of Total Plan Outlay	Due Share	Difference/ Diverted
1999-2000	5491.51	224.10	4.08	329.49	-105.39
2000-2001	7708.00	198.38	2.57	462.48	-264.10
2001-2002	8378.00	320.30	3.82	502.68	-182.38
2002-2003	10100.00	589.89	5.84	606.00	-16.11
2003-2004	10970.46	735.18	6.70	658.22	+76.96

DEMANDS

- Based on the Maharashtra experience, the Andhra Pradesh Government should designate **Social Welfare and Tribal Welfare Departments as Nodal Departments** with full autonomy in implementing schemes using funds under the Special Component Plan (SCP) and Tribal Sub-Plan (TSP) to ensure that intended welfare programmes have the desired impact.
- During the present financial year (2005-06) all the departments should allocates 15% of their plan outlay for the scheduled castes development.

Annexure 1

GUIDELINES FOR THE PREPARATION OF SPECIAL COMPONENT PLAN

Guidelines for the preparation of Special Component Plan at District level:

1. A cell has been constituted at District level with District Collector as chairman to prepare S.C.P for S.C's by involving Dy. Director (SW), C.P.G and other officials and to review the programmes and schemes every month and send copies of the minutes of the meeting to the C.S.W.
2. The budgetary allocations for each sector, department wise and scheme wise are available with the H.O.D's, based on the budgetary allocations already communicated to the Districts by the respective H.O.D's schemes have to be designed and plans formulated in the cluster of villages which are predominantly inhabited by the S.C's. To select the cluster of villages in the mandal, all the villages may be arranged in a descending order of S.C. population and select such cluster of villages that account for 50% of the S.C's and implement schemes in a more intensive manner. The special component plan may be formulated by utilising the following.
 - a) District profile with the status of S.Cs in the sectors of health, education, economic development.
 - b) Village wise/S.C colony wise particulars of existing infrastructure like approach roads, drinking water facilities, drains, electricity etc. and further requirements.
 - c) Budgetary allocations available, department wise and sector wise under current years plan provision under SCP.

Sectoral schemes to benefit majority of the S.C's have to be designed and accordingly plan formulated for the selected cluster of villages, (keeping in mind the specific needs and requirements of the S.C's) and by pooling the funds of the departments concerned.

3. The schemes may be identified based on the village level statistics/G.I.S, on basic amenities, infrastructure etc. Thus for eg. S.C. localities which do not have any drinking water facility, link roads, street lighting can be selected on priority and schemes for providing the above may be designed and implemented in an integrated manner by pooling the resources of the departments concerned. Similarly villages where there are Scheduled Caste artisans and where there is scope for cottage and village industries and villages where there are substantial number of S.C cultivators may be identified and suitable schemes aimed at enabling the beneficiaries to cross the poverty line may be designed and implemented.
4. The district level sector-wise budgetary allocation, S.C.P allocation and physical targets proposed to be achieved during the year may be clearly specified. The scheme wise targets proposed may also be quantified viz. Roads in terms of K.Ms., economic support schemes in terms of beneficiaries etc. While preparing the S.C.P. document for the district the S.C localities identified under S.C.P for the previous year and the current year and the schemes taken up should be clearly indicated.
5. Three formats are designed for monitoring of S.C.P of the district. Format-I pertains to plan and S.C.P outlays Format-II pertains to department wise/scheme wise plan allocation, S.C.P allocation, plan expenditure, S.C.P expenditure and targets and achievements for the previous plan year and scheme wise plan allocation, S.C.P allocation and proposed targets for the current year. Format III pertains to the monthly progress report.
6. For preparation of the M.P.R. at district level information has to be obtained from district heads of each sector. The expenditure and achievements have to be obtained from the concerned by 10th of every succeeding month.

District Collectors may select a team of officers to visit the villages selected under S.C.P. from time to time during the year to monitor and to get feed back on implementation of the programmes taken up under S.C.P. They may also identify the bottlenecks in implementation of the programmes and suggest possible remedial measures.

CO-ORDINATION COMMITTEE:

A high level Co-ordination committee comprising of Chief Secretary to Government as -Chairman and Secretary (planning), Secretary (Finance), Secretary (PR) and Principal Secretary Social Welfare as members, has been constituted to monitor the implementation of the Special Component Plan and to make suggestions and recommendations for speedy implementation of programmes under SCP vide G.O.Ms.No.170, SW (B3) Dept, dt.3-11-1.981.

At the district level a Cell has been set up with the District Collector as Chairman and the Deputy Director (SW) as convenor and the Chief Planning Officer should assist in preparation of SCP. The cell shall meet once in a month to review the programmes. A.S.W.Os are also to be involved in the implementation of SCP programmes.

SPECIAL BUDGET HEAD '789' CREATED FOR FUNDS EARMARKED UNDER SCP:

In order to have an effective mechanism for monitoring the plan outlay earmarked towards SCP by the departments and to prevent the diversion of funds to schemes other than the one's designed under SCP, exclusively for the development of SCs, a separate Budget Head "789" has been created and is in operation since 1998-99. The amount provided under SCP should not be diverted for another schemes as per instructions issued vide GovtMemo.No.570/SCP-11/86-1 SW(SCP-II)/86-1, dt12-5-86 of the Chief Secretary.

Annexure 2:

SECTOR WISE S.C.P ALLOCATION FOR THE YEAR 2001-2002				
SL. No.	NAME OF THE DEPARTMENT	TOTAL BUDGET ALLOCATION	SCP ALLOCATION	% OF SCP ALLOCATION TO TALTAL BUDGET ALLOCATION
1	2	3	4	5
AGRICULTURE AND ALLOWED SERVICES				
1	COMMISSIONER OF AGRICULTURE	2989	126.64	4.24
2	DIRECTOR HORTICULTURE	1631.82	200	12.26
3	DIRECTOR OF ANIMAL HUSBANDARY	18	6	33.33
4	DIRCTOR OF FISHERIES	241.96	50	20.66
5	CHIEF CONSERVATOR OF FOREST	8788.58	1449.4	16.49
	DEPARTMENTS TOTAL	13669.36	1832.04	13.4
	SECTORAL ALLOCATION	17313.34	1832.04	10.58
RURAL DEVELOPMENT				
6	COMM. OF RURAL DEVELOPMENT	2863.75	1145.5	40
	DEPARTMENTS TOTAL	2863.75	1145.5	40
	SECTORAL ALLOCATION	52093.71	1145.5	2.2
SPECIAL AREA DEVELOPMENT PROGRAMME SECTOR				
7	JANMABHOOMI	7500	1200	16
	DEPARTMENTS TOTAL	7500	1200	16
	SECTORAL ALLOCATION	0	0	0
IRRIGATION AND FLOOD CONTROL SECTOR				
8	C.E.P.R.M.I	4626.23	982	21.23
9	APSIDC	150	22.5	15
10	GROUND WATER	400	60	15
11	C.E. MINOR IRRIGATION(PWD)	15500	50	0.32
	DEPARTMENTS TOTAL	20676.23	1114.5	5.39
	SECTORAL ALLOCATION	173256.23	1114.5	0.64
ENERGY SECTOR				
12	A.P. TRANSCO	40000	11477	28.69
	DEPARTMENTS TOTAL	40000	11477	28.69
	SECTORAL ALLOCATION	233032	11477	4.93
INDUSTRIES AND MINERALS SECTOR				
13	DIRECTOR OF SERICULTURE	100	15	15
14	COMMISSIONER OF INDUSTRIES	15979.93	622.57	3.9
	DEPARTMENTS TOTAL	16079.93	637.57	3.97
	SECTORAL ALLOCATION	24791.84	637.57	2.57
TRANSPORT SECTOR				
15	C.E. P.R, RURAL ROADS	874.5	97	11.09
	DEPARTMENTS TOTAL	874.5	97	11.09
	SECTORAL ALLOCATION	150139.72	97	0.06
COMMUNICATION SECTOR				
	DEPARTMENTS TOTAL	0	0	0
	SECTORAL ALLOCATION	0	0	0

SCIENCE, TEHNOLOGY AND ENVIRONMENT SECTOR				
	DEPARTMENT TOTAL	0	0	0
	SECTORAL ALLOCATION	390	0	0
GENERAL ECONOMIC SERVICES SECTOR				
	DEPARTME NT TOTAL	0	0	0
	SECTORAL ALLOCATION	43853.95	0	0
SOCIAL SERVICES SECTOR				
16	DIRECTOR OF SCHOOL EDUCATION	11279	1985.65	17.6
17	INTERMEDIATE EDUCATION	448	25	5.58
18	COLLEGIATE EDUCATION	660.72	2.5	0.38
19	DIRECTOR OF ADULT EDUCATION	2200	330	15
20	COMMISSIONER OF TECHNICAL EDUCATION	1065	159.75	15
21	DIRECTOR OF YOUTH SERVICES	2556	1215	47.54
22	INDIAN MEDICINE AND HOMEOPATHY	11.3	1.5	13.27
23	DIRECTOR OF HEALTH	15734.25	103.98	0.66
24	C.E. PUBLIC HEALTH	4792.69	100	2.09
25	C.E. R.W.S	14735.2	3683.8	25
26	M.D. HMV&SSW	1600	25	1.56
27	DIRECTOR OF TOWN AND COUNTRY PLANNING	617.8	60	9.71
28	COMMISSIONER & DIRECTOR OF MUNICIPAL AD	835.72	688.72	82.41
29	V.G. T.URBAN DEVELOPMENT AUTHORITY	20	8.2	41
30	TIRUPATHI URBAN DEVELOPMENT AUTHORITY	20	3	15
31	WEAKER SECTION HOUSING PROGRAMME	18226.68	3372.91	18.51
32	COMMR. OF INFORMATION & PUBLIC RELATIONS	2500	225	9
33	COMMISSIONER OF SOCIAL WELFARE	8503	8491	99.86
34	COMMISSIONER OF B.C.WELFARE	4608.41	491.37	10.66
35	DIRECTOR OF EMPLOYMENT & TRAINING	914.77	30.59	3.34
36	DIRECTOR OF DISABLED	662.97	40.41	6.1
37	WOMEN AND CHILD WELFARE	17902.52	470.17	2.63
38	NUTRITION	9705	3435	35.39
	DEPARTMENTS TOTAL	119599.03	24948.55	20.86
	SECTORAL ALLOCATION	192518.47	24948.55	12.96
GENERAL SERVICES SECTOR				
	DEPARTMENTS TOTAL	0	0	0
	SECTORAL ALLOCATION	11712.6	0	0
GRANDS TOTAL				
	DIVISIBLE POOL	226635.62	42452.16	18.73
	NON DIVISIBLE POOL	672466.24	0	0
	STATE ANNUAL PLAN OUTLAY	899101.86	42452.16	4.72