

## CHAPTER 14

# SPECIAL AREA PROGRAMMES AND NORTH EASTERN REGION

### SPECIAL AREA PROGRAMMES

Special Area Programmes have been formulated to deal with special problems faced by certain areas arising out of their distinct geo-physical structure and concomitant socio-economic development.

#### 14.1 Hill Areas Development Programme

2. HADP has been in operation since the inception of the Fifth Five Year Plan and is being implemented for the integrated development of designated hill areas. The main objective of this programme is to ensure ecologically sustainable socio-economic development of hill areas, keeping in view the basic needs of the people of these areas.

3. The Designated Hill Areas covered under HADP were identified in 1965 by a Committee of the National Development Council (NDC). These included twelve districts of Uttar Pradesh. However, consequent on the formation of Uttaranchal as a separate State, HADP is no longer in operation in the hill districts of erstwhile Uttar Pradesh. Presently, the designated Hill Areas covered under HADP include :

- Two hill districts of Assam-North Cachar and Karbi Anglong.
- Major part of Darjeeling district of West Bengal.
- Nilgiris district of Tamil Nadu.

4. Before the commencement of the Tenth Five Year Plan, a Working Group was constituted on Hill Areas Development Programme / Western Ghats Development Programme for the Tenth Five Year Plan to look into various aspects of the programme. The Working Group in its final report has recommended the continuation of the Programme during the Tenth Five Year Plan. The main objectives of the Programme will continue to be eco-preservation and eco-restoration. However, the needs of the people particularly their economic needs have to be met, if the eco-system has to be preserved. Therefore, ecology and economy of the area have to be developed.

5. The Special Central Assistance (SCA) provided for HADP is additive to normal State Plan funds and supplements the efforts of the State Governments towards accelerating the development of hill areas. This SCA is not meant to be utilized for normal State Plan activities. The schemes under the HADP are to be properly dovetailed and integrated with the State Plan schemes.

6. The Special Central Assistance available for HADP is now divided amongst the designated hill areas under HADP and the designated talukas of Western Ghats Development Programme in the ratio of 60:40. The SCA is distributed amongst the designated hill areas on the basis of area and population, giving equal weightage to both.

7. The State Governments are required to prepare a separate sub-plan for the Hill Areas indicating the flow of funds from State Plan outlay and Special Central Assistance.

#### **Review of Annual Plan 2001-2002 and 2002-2003**

8. During 2001-2002, Rs. 95.54 crore was allocated and released, in full, to the State Governments which have reported full utilization of the Special Central Assistance. The Special Central Assistance available for HADP during 2001-2002 came down to Rs. 95.54 crore from the previous year allocation of Rs. 336 crore because Uttar Pradesh has been excluded from HADP from this year consequent on the formation of Uttaranchal as a separate State.

9. The schemes under the Programme have been taken up under almost all the major sectors. The allocation of Special Central Assistance for 2002-2003 under HADP is also Rs. 95.54 crore. The details of the allocation of Special Central Assistance for 2002-03 and 2003-04 for the designated Hill Areas in the States under HADP are indicated in Table 14.1.

**Table 14.1**

#### **Hill Areas Development Programme : Allocations**

( Rs. crore)

Designated Hill Areas in the States under HADP	Allocations 2002-2003	Allocations 2003-2004
Assam	51.11	51.11
Tamil Nadu	22.10	22.10
West Bengal	22.33	22.33
Total	95.54	95.54

10. From the year 2002-03 onwards, the State Governments are allowed to utilize upto a maximum of 15 percent of Special Central Assistance allocated to them under HADP, for maintenance of assets created in the past under the programme which was hitherto allowed under WGDP.

11. Training programmes on integrated watershed development for the Senior Level and Middle Level Officers who are directly involved in the implementation of Hill Areas Development Programme have been arranged during the year 2002-03.

#### **14.2 Western Ghats Development Programme**

12. The Western Ghats run for a length of about 1600 Kms., more or less parallel to the west coast of Maharashtra starting from the mouth of river Tapti in Dhule district of Maharashtra and ending at Kanyakumari, the southern – most tip of peninsular India in Tamil Nadu. The region covers an area of 1.60 lakh sq. kms. supporting a population of 442 lakh (1991 census).

13. The main problems of the Western Ghats region are the pressure of increasing population on land and vegetation. These factors have contributed to the ecological and environmental problems in the region. The fragile eco-system of the hills has come under severe pressure because of submergence of large areas under river valley projects, damage to area due to mining, denudation of forests, clear felling of natural forests for raising commercial

plantations, soil erosion leading to silting of reservoirs and reduction in their life span and the adverse effects of floods and landslides, encroachment of forest land and poaching of wild life etc.

14. The Western Ghats Development Programme was launched in 1974-75. For delineation of the areas for coverage by the WGDP, the criteria for elevation (600 metres above MSL) and contiguity with taluka ( a territorial administrative unit) was adopted. The programme is being implemented in 159 talukas of Western Ghats in five States viz., Maharashtra (62 talukas), Karnataka (40 talukas), Kerala (29 talukas), Tamil Nadu (25 talukas) and Goa (3 talukas).

15. Since the Sixth Five Year Plan up to 2000-2001, the allocable Special Central Assistance (SCA) for the Hill Areas Development Programme (HADP) was being distributed between WGDP and HADP in the proportion 13.39 per cent and 86.61 per cent respectively. Presently, this is being distributed in the ratio 60:40. The SCA allocated to the States is released in the form of 90 per cent grant and 10 per cent loan. The Special Central Assistance (SCA) under WGDP is allocated amongst the States on the basis of 75 per cent weightage to area and 25 per cent weightage to population (except Goa in which case ad-hoc allocation of 5 per cent of the total SCA is made because Goa's share when worked out adopting same criteria of weightage of area and population works out to be minimal).

16. During the Tenth Five Year Plan, the main objectives of this programme will continue to be eco-preservation and eco-restoration. So far, a large proportion of the funds under WGDP are spent on watershed basis. However, the development of people of these hilly areas in consonance with the fragility of their habitat, demands an approach which is more than just watershed development. Therefore, it is felt that more attention needs to be paid to economic activities which are sustainable, use of technologies which will help lighten the burden of the people both in economic and household situations and ensuring means of livelihood for the inhabitants with as little disturbance to the ecology. Thus, the approach during the Tenth Five Year Plan would be watershed plus approach – an approach which gives as much emphasis to ecology as to economic development.

17. Watershed-based development should continue to be the basic thrust area of the Programme as the watershed as an area unit increases efficiency. Participatory Approach is being given more importance as this would result in efficiency, transparency and accountability. Under the programme, innovative schemes for technologies suited to hill areas are encouraged.

18. The State Governments have been allowed to utilize upto a maximum of 15 per cent of Special Central Assistance allocated to them under WGDP for maintenance of assets created in the past under the Programme.

19. In order to assess the impact of the programme, evaluation studies of Western Ghats Development Programme of Goa and Kerala has been entrusted to two different Institutions. The final reports of these studies are expected during the current year 2003-04.

20. Under the programmes, the Senior Level and Middle Level Officers of the State Governments which are implementing WGDP are given training for integrated watershed

development. For the current year also, it is proposed to conduct two such training programmes one for the Senior Level Officers and the other for Middle Level Officers.

21. Table showing approved / revised outlay and expenditure for 2001-02, approved outlay and anticipated expenditure for 2002-03 and approved outlay for 2003-04 is given in Table 14.2.

**Table 14.2**

**Western Ghats Development Programme : Allocations / Expenditure**

(Rs. in crore)

Name of the State	2001-2002			2002-2003		2003-2004
	Approved Outlay	Revised Outlay	Actual Expnd.	Approved Outlay	Anti. Expnd.	Approved Outlay
Maharashtra	21.06	21.06	20.50	21.06	20.86	21.06
Karnataka	15.57	16.79	15.15	15.57	13.67	15.57
Kerala	13.13	13.68	13.67	13.13	13.13	13.13
Tamil Nadu	10.99	10.99	10.99	10.99	10.99	10.99
Goa	3.21	3.21	2.80	3.21	2.83	3.21
Survey & Study/WGS	0.50	0.50	0.19	0.50	0.22	0.50
<b>Total</b>	<b>64.46</b>	<b>66.23</b>	<b>63.30</b>	<b>64.46</b>	<b>61.70</b>	<b>64.46</b>

**14.3 Border Area Development Programme**

22. This programme was started in the year 1986-87 for balanced development of border areas of the States bordering Pakistan, namely, Jammu & Kashmir, Punjab, Gujarat and Rajasthan. During the Eighth Plan, the programme was revamped and its coverage was extended to the States on the eastern border with Bangladesh. In the Ninth Plan period, the programme has been extended to all the land borders in response to the demands of the State Governments and the Ministry of Home Affairs. Thus, in 1997-98, BADP was extended to States bordering Myanmar. In 1998-99 the States bordering China were included under the Programme and from 1999-2000, the Programme was further extended to include the States bordering Nepal and Bhutan also. The main objective of BADP is to meet the special needs of the people living in remote and inaccessible areas situated near the border.

23. This is a 100 per cent Centrally funded programme and Special Central Assistance (SCA) is provided for execution of approved schemes. The block is the basic unit for the programme. The schemes to be taken up under the programme are prepared by the concerned departments in the State and submitted to the nodal department for approval by the State level Screening Committee. The Empowered Committee at the Central level deals with the policy matters relating to the scope of the programme, prescription of the geographical limits of the areas in the States and allocation of funds to the States.

24. The schemes being selected by the State Governments under the programme are generally from sectors such as education, health, roads and bridges, water supply, etc. Particularly emphasis is being given to improvement and strengthening of social and physical

infrastructure. For this, the felt needs of the people are the prime criteria. Some of the State Governments are undertaking construction of Play grounds, Community halls, etc. so that the people, particularly, unemployed youth can spend their leisure time in constructive and creative activities.

25. A system of monitoring the schemes under BADP in physical and financial terms has been introduced since 1994-95 and the concerned State Governments submit reports indicating the scheme-wise achievements in financial and physical terms to Planning Commission.

### Review of Annual Plan 2001-02 and 2002-03

26. During 2001-02, an amount of Rs. 240 crore was allocated out of which an amount of Rs. 197.17 crore was released to the State Governments. No SCA was released to the Governments of Gujarat and Bihar due to large unspent balance pending with them. The second instalment of SCA could not be released to the Governments of Uttaranchal and West Bengal. The unspent balance was made available to the better performing States namely, Meghalaya, Mizoram and Himachal Pradesh.

27. An amount of Rs.260 crore was allocated for the programme for 2002-03. Further, the allocation was reviewed at RE stage to make it Rs.325 crore as the allocation for J&K was enhanced from Rs. 34.85 crore to Rs. 100 crore in accordance with the Prime Minister's announcement of J & K Package at Srinagar on 23.5.2002. The additionality was given to the State Governments of Meghalaya, Mizoram, Rajasthan, Tripura, West Bengal, Nagaland, Himachal Pradesh, Uttar Pradesh and Uttaranchal.

28. The allocations / releases to the beneficiary States in 2001-02 , 2002-03 and the allocation for 2003-04 are given in Table 14.3.

**Table 14.3**

#### **Border Area Development Programme : Allocations and Releases ( Rs. crore)**

Name of the State	2001-02		2002-03		2003-04
	Allocation	Releases	Allocation	Releases	Allocation
Arunachal Pradesh	13.51	13.51	13.51	13.51	13.51
Assam	7.48	7.48	7.48	7.48	7.48
Bihar	7.28	0.00	7.28	7.28	7.28
Gujarat	10.26	0.00	10.26	10.26	10.26
Himachal Pradesh	4.16	19.31 (2)	4.16	10.98 (6)	4.16
J & K	34.85	34.85	34.85	100.00	84.85 (15)
Manipur	4.16	4.16	4.16	4.16	4.16
Meghalaya	4.70	5.36 (3)	4.70	8.00 (7)	4.70
Mizoram	8.32	16.08 (4)	8.32	16.32 (8)	8.32
Nagaland	4.16	4.16	4.16	4.46 (9)	4.16
Punjab	10.08	10.08	10.08	10.08	10.08
Rajasthan	30.32	30.32	30.32	30.32 (10)	30.32
Sikkim	5.72	5.72	5.72	5.72	5.72
Tripura	12.96	12.96	12.96	18.19 (11)	12.96
Uttaranchal	4.16	2.08	4.16	5.23 (12)	4.16
Uttar Pradesh	8.32	8.32	8.32	17.45 (13)	8.32
West Bengal	39.56	19.78	39.56	45.56 (14)	39.56
<b>Total</b>	<b>210.00 (1)</b>	<b>194.17</b>	<b>210.00 (5)</b>	<b>325.00</b>	<b>260.00</b>

- (1) Total allocation for 2001-02 is Rs. 240.00 crore
- (2) Includes one time additionality of Rs. 15.15 crore
- (3) Includes one time additionality of Rs. 0.66 crore
- (4) Includes one time additionality of Rs. 7.76 crore
- (5) Actual allocation for 2002-03 is Rs. 260.00 crore
- (6) Includes one time additionality of Rs. 6.82 crore
- (7) Includes one time additionality of Rs. 3.30 crore
- (8) Includes one time additionality of Rs. 8.00 crore
- (9) Includes one time additionality of Rs. 0.30 crore
- (10) Includes one time additionality of Rs. 10.00 crore
- (11) Includes one time additionality of Rs. 5.23 crore
- (12) Includes one time additionality of Rs. 1.07 crore
- (13) Includes one time additionality of Rs. 9.13 crore
- (14) Includes one time additionality of Rs. 6.00 crore
- (15) The allocation for J&K will be reviewed at RE Stage to increase it by Rs.15.15 crore in accordance with the PM's announcement of J&K package at Srinagar on 23/5/2002.

#### **14.4 Development and Reform Facility (Rashtriya Sam Vikas Yojana)**

29. The Development and Reform Facility later renamed as Rashtriya Sam Vikas Yojana was proposed in Budget 2002-2003 with an outlay of Rs. 2500 crore. The main objective of the scheme is to put in place programmes and policies with the joint efforts of the Centre and the States, which would remove barriers to growth, accelerate the development process and improve the quality of life of the people.

30. Three components of the scheme, namely, (i) Special Plan for Bihar; (ii) Special Plan for the undivided Kalahandi-Bolangir- Koraput (KBK) districts of Orissa and (iii) Backward Districts Initiative have been approved by the Cabinet Committee on Economic Affairs.

##### **Special Plan for Bihar**

31. While approving the Bihar Reorganization Bill, 1998, the Union Cabinet decided that a dedicated cell be set up in the Planning Commission under the direct charge of the Deputy Chairman to deal exclusively with Bihar so that with the help of better financial management and adequate devolution of funds from the Centre, multi-faceted development of the State takes place especially with respect to core infrastructure. A Bihar Cell was accordingly set up in the Planning Commission in May, 2000.

32. Under this component, funding will be provided for prioritized sectors, namely, power, rural connectivity, irrigation, integrated watershed development, integrated community based forest management, development schemes for horticulture, dairying, aquaculture, development of remote sensing and other data on GIS platform, etc. The State Government have agreed to give full support to this initiative and to the implementation of the schemes by Agencies identified by the Planning Commission with their concurrence. The implementation of projects so identified will be supervised and monitored by the concerned Central Ministry which will also be responsible for ensuring observance of due-diligence in regard to technical and administrative requirements by the Government of Bihar and the implementing agency. The

concerned Central Ministry will also recommend the release of funds to Planning Commission after assessing the requirements based on progress of the project(s). Planning Commission will be responsible for quarterly review of progress of the projects and provide the required funds for the Rashtriya Sam Vikas Yojana in Statement- 16 of the Expenditure Budget from year to year.

### **Special Plan for undivided Kalahandi-Bolangir-Koraput districts of Orissa**

33. The KBK region comprises the original Kalahandi, Bolangir and Koraput districts situated in the southern and western part of Orissa. A Revised Long Term Action Plan was drawn up for these districts and Planning Commission has been providing Additional Central Assistance to this region since 1998-99.

34. To make the planning and implementation process more effective, the State Government was advised to prepare a Special Plan using a project based approach and an innovative delivery and monitoring system. The State Government had prepared a Special Plan for the KBK districts for 2002-03. The Special Plan focuses on tackling the main problems of drought proofing, livelihood support, connectivity, health, education, etc. as per local priorities. An amount of Rs. 200 crore has been released as Special Central Assistance as 100 per cent grant in 2002-03. The same approach will be followed for the rest of the Tenth Plan period with suitable changes as would be necessary based on periodic evaluation.

### **Backward Districts Initiative**

35. The identification of backward districts within a State has been made on the basis of an index of backwardness comprising three parameters with equal weights to each: (i) value of output per agricultural worker; (ii) agriculture wage rate; and (iii) percentage of SC/ST population of the districts. The number of districts per State has been worked out on the basis of incidence of poverty. The main objectives of the scheme are to address the problems of low agricultural productivity, unemployment and to fill critical gaps in physical and social infrastructure. Some districts affected by Left Wing extremism have been identified and shall be covered under the Backward Districts Initiative. In all, this component will cover 132 districts.