

CHAPTER 13

Special Area Programmes & North Eastern Region

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.

Hill Areas Development Programme /Western Ghats Development Programme

2. HADP/WGDP have 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. Special Central Assistance is given in the ratio of 90% grant and 10% loan. The amount available is distributed amongst the designated hill areas under HADP and the designated blocks/talukas of Western Ghats Development Programme in the ratio of 60:40.

3. Training programmes on integrated watershed development for Senior Level and Middle Level Officers who are directly involved in the implementation of Hill Areas Development Programme were organized during the year 2003-04.

Hill Areas Development Programme (HADP)

4. The Designated Hill Areas covered under HADP were identified in 1965 by a Committee of the National Development Council (NDC). These included eight (later bifurcated into 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.
- Three sub-divisions of Darjeeling district – Sadar, Kurseong and Kalingpong- of West Bengal.
- Nilgiris district of Tamil Nadu.

5. The main objectives of the programme are eco-preservation and eco-restoration with a focus on sustainable use of bio-diversity. The programme also focuses on the needs and aspirations of local communities particularly their participation in the design and implementation of the strategies for conservation of bio-diversity and sustainable livelihoods.

6. 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.

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 2002-2003 and 2003-04

8. The details of the allocation and Expenditure of Special Central Assistance during first three years of the Tenth Plan (2002-07) for the designated Hill Areas in the States under HADP are indicated in Table below.

TABLE
Hill Areas Development Programme : Allocations

(Rs. crore)

Designated Hill Areas in the States under HADP	2002-03		2003-04		2004-05
	Allocation	Expenditure	Allocation	Expenditure	Allocation
Assam	51.11	50.66	51.11	51.11 *	51.11
Tamil Nadu	22.10	22.10	22.10	22.10	22.10
West Bengal	22.33	22.33	22.33	22.33 *	22.33
Total	95.54	95.09	95.54	95.54	95.54

* Anticipated Expenditure.

9. 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.

Western Ghats Development Programme (WGDP)

10. 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).

11. 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.

12. The Western Ghats Development Programme was launched in 1974-75. In the delineation of Western Ghats region, the contiguous taluka/blocks along the Ghats having at least 20 % of their area at an elevation of 600 meters above MSL or above were included in the WGDP. At present the programme is being implemented in 171 talukas of Western Ghats in five States viz., Maharashtra (63 talukas), Karnataka (40 talukas), Kerala (32 talukas), Tamil Nadu (33 talukas) and Goa (3 talukas).

13. During the Tenth Five Year Plan, the main objectives of this programme 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 needs of people of these hilly areas in consonance with the fragility of their habitat, demand an approach which is more than just watershed development. Therefore it is felt that more attention should 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 sustainable model of economic development.

14. 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.

15. 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.

16.. In order to assess the impact of the programme, evaluation studies of Western Ghats Development Programme of Goa and Kerala were entrusted to two different Institutions. The final reports of these studies have recently been submitted by the Institutes. The findings of the studies are as under :

- i) Watershed approach has been adopted to a great extent
- ii) Irrigation potential has been developed in the area through construction of dams, bandharas, open wells etc.
- iii) Productivity and production of different production systems viz. crops, livestock etc. has increased in the region, thus decreasing the imports from the neighbouring states.
- iv) Tourism and the developed infrastructure in the area has helped other developmental activities.
- v) Fixation of physical targets and financial allocation were realistic.
- vi) Consistent with the objective of WGDP, prime importance has been given to the Agriculture & Allied Activities.

17. Approved / revised outlay and expenditure during the first three years of the Tenth Five Year Plan (2002-07) under WGDP are given in the Table below.

TABLE
Western Ghats Development Programme : Allocations / Expenditure

(Rs. in crore)

Name of the State	2002-2003			2003-2004			2004-2005
	Approved Outlay	Revised Outlay	Actual Expnd.	Approved Outlay	Revised Outlay	Actual Expnd	Approved Outlay
Maharashtra	21.06	21.51	20.86	21.06	21.06	20.82	21.06
Karnataka	15.57	16.82	13.70	15.57	17.54	15.35	15.57
Kerala	13.13	13.13	13.13	13.13	13.13	13.13	13.13
Tamil Nadu	10.99	10.99	10.99	10.99	10.99	10.99	10.99
Goa	3.21	3.21	2.83	3.21	2.94	2.94	3.21
Surveys & Studies/WGS	0.50	0.50	0.22	0.50	0.50	0.22	0.50
Total	64.46	66.16	61.73	64.46	66.16	61.70	64.46

Border Area Development Programme (BADP)

18. This Programme was started in the year 1986-87 for balanced development of border areas of the States bordering Pakistan, 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.

19. BADP 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 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.

20. 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. Special 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. In addition to other schemes, 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.

21. 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 quarterly reports indicating the scheme-wise achievements in financial and physical terms to Planning Commission.

22. This programme has been transferred since 1st April, 2004 to the Department of Border Management, Ministry of Home Affairs

Review of Annual Plan 2002-03 and 2003-04

23. An amount of Rs. 260 crore was allocated for the programme for 2002-03. Later, the allocation was revised to 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 23.05.2002.

24. An amount of Rs. 260 crore was allocated for the programme for 2003-04, out of which an amount of Rs. 259.15 crore was released to the State Governments. The Governments of Arunachal Pradesh, Gujarat, Manipur and West Bengal could not claim the second instalment of SCA. The unspent balance was made available to the better performing states, namely Meghalaya and Mizoram.

25. The allocations / releases to the beneficiary States during the first three years of the Tenth Five Year Plan are given in Table below.

TABLE
Border Area Development Programme : Allocations and Releases

(Rs. Crore)

Name of the State	2002-03		2003-04		2004-05
	Allocation	Releases	Allocation	Releases	Allocation
Arunachal Pradesh	13.51	13.51	13.51	9.00	13.51
Assam	7.48	7.48	7.48	7.48	7.48
Bihar	7.28	7.28	7.28	7.28	7.28
Gujarat	10.26	10.26	10.26	6.84	10.26
Himachal Pradesh	4.16	10.98 (2)	4.16	4.16	4.16
J & K	34.85 (1)	100.00(1)	84.85	100.00	100.00
Manipur	4.16	4.16	4.16	2.77	4.16
Meghalaya	4.70	8.00 (3)	4.70	7.05 (12)	4.70
Mizoram	8.32	16.32 (4)	8.32	12.48 (13)	8.32
Nagaland	4.16	4.46 (5)	4.16	4.16	4.16
Punjab	10.08	10.08	10.08	10.08	10.08
Rajasthan	30.32	40.32(6)	30.32	30.32	30.32
Sikkim	5.72	5.72	5.72	5.72	5.72
Tripura	12.96	18.19 (7)	12.96	12.96	12.96
Uttaranchal	4.16	5.23 (8)	4.16	4.16	4.16
Uttar Pradesh	8.32	17.45 (9)	8.32	8.32	8.32
West Bengal	39.56	45.56 (10)	39.56	26.37	39.56
Total	210.00 (11)	325.00	260.00	259.15	275.15 (14)

Notes:

1. The allocation of J & K has been increased from Rs. 34.85 crore to Rs. 100.00 crore in accordance with the PM's announcement of J & K Package at Srinagar on 23.05.02.
2. Includes one time additionality of Rs. 6.82 crore.
3. Includes one time additionality of Rs. 3.30 crore
4. Includes one time additionality of Rs. 8.00 crore
5. Includes one time additionality of Rs. 0.30 crore
6. Includes one time additionality of Rs. 10.00 crore
7. Includes one time additionality of Rs. 5.23 crore
8. Includes one time additionality of Rs. 1.07 crore
9. Includes one time additionality of Rs. 9.13 crore
10. Includes one time additionality of Rs. 6.00 crore
11. Actual allocation for 2002-03 is Rs. 260.00 crore
12. Includes one time additionality of Rs. 2.35 crore.
13. Includes one time additionality of Rs. 4.16 crore.
14. Actual allocation for 2004-05 is Rs. 325.00 crore.

Rashtriya Sam Vikas Yojana (RSVY)

26. The Rashtriya Sam Vikas Yojana (RSVY) is a new initiative in the Tenth Plan. The main aim of this programme is to tackle the development problems of those areas which despite existing efforts continue to be characterized by high poverty, low growth and poor governance. This programme has three components, namely, (i) Special Plan for Bihar, (ii) Special Plan for the KBK districts of Orissa , and (iii) Backward Districts Initiative.

Special Plan for Bihar

27. The Special Plan has been formulated, in consultation with the State Government of Bihar, to bring about improvement in sectors such as power, road connectivity, irrigation, horticulture, forestry and watershed development. The following projects with an estimated cost of Rs.2531.35 crore have been identified for implementation during the 10th Plan : (i) Million Shallow Tubewell Programme (Subsidy component)(Rs578.28 crore); (ii) Strengthening of sub-transmission system (Rs 365.00 crore); (iii) Restoration of Eastern Gandak Canal (Rs.294.00 crore); (iv) Development of State Highways (Rs.846.29 crore); (v) Development of Horticulture (Subsidy Component) (Rs.36.78 crore); (vi) Integrated Watershed Development Programme (Rs.60.00 crore); and (vii) Integrated community-based Forest Management (Rs.351.00 crore). The schemes will be implemented by the Agencies identified by the Planning Commission with the State Government's concurrence. The implementation of projects identified will be supervised and monitored by the concerned Central Ministry which will also be responsible for ensuring observance of due diligence with 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 projects. The projects will be reviewed by the Planning Commission on quarterly basis.

28. During the year 2003-04, an allocation of Rs.500 crore had been approved for the Special Plan for Bihar. During the current financial year 2004-05, a provision of Rs.1000 crore has been made for this component. The position relating to release of funds, made up to 2003-04, for various schemes being implemented under the Special Plan is summarized as under:

(Rs.in crore)

Sl. No.	Name of the Scheme	Amount Release
1.	Million Shallow Tubewell Project(MSTP)(NABARD)	144.57
2.	Strengthening of Sub Transmission System (Power Grid)	325.39
3.	Restoration of Eastern Gandak Canal	50.00
4.	Preparation of DPRs	1.38
	Total	521.34

Special Plan for undivided Kalahandi-Bolangir-Koraput (KBK)districts of Orissa

29. 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. 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 had been released as Special Central Assistance as 100 per cent grant in 2002-03. During the year 2003-04, this allocation was enhanced to Rs.250 crore.

30. The position relating to release of funds for the KBK districts and the expenditure reported by the State Government is as under :

(Rs. in Crore)

Year	ACA/SCA released	Expenditure Reported
1998-99	46.00	13.17
1999-2000	57.60	55.91
2000-01	40.35	57.14
2001-02	100.00	61.37
2002-03	200.00	131.99
2003-04	250.00	318.54
Total	693.95	638.12

Backward Districts Initiative

31. This component covers 132 districts including 32 districts affected by Left Wing Extremism. The number of districts per State in the list of backward districts has been worked out on the basis of incidence of poverty. 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, namely, (i) value of output per agricultural worker; (ii) agriculture wage rate; and (iii) percentage of SC/ST population of the districts. 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. For each district, a Plan has to be prepared and Special Central Assistance @ Rs 15 crore per year for three years will be provided for approved schemes. In the first year of this initiative, 66 districts have been covered against which, the District Plans of 55 districts were approved. All the remaining districts have been covered in the year 2004-05.

32. Statewise position of funds released under Backward Districts Initiative upto 13-10-2004 is as under :

(Rs. in Crore)

Sl. No.	State	Funds released upto 13-10-2004
1	Andhra Pradesh	52.50
2.	Assam	15.00
3.	Chattisgary	45.00
4	Gujarat	22.50
5.	Himachal Pradesh	15.00
6.	Jammu & Kashmir	7.50
7.	Jharkhand	45.00
8.	Karnataka	15.00
9.	Kerala	22.50
10.	Madhya Pradesh	22.50
11.	Maharashtra	45.00
12.	Manipur	7.50
13.	Orissa	15.00
14.	Rajasthan	37.50
15.	Tamil Nadu	60.00
16.	Tripura	7.50
17.	Uttar Pradesh	75.00
18.	West Bengal	45.00
	Grand Total	555.00