

CHAPTER 10

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.

10.1 HILL AREA DEVELOPMENT PROGRAMME (HADP)

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 hill areas.

3. The Designated Hill Areas covered under HADP were identified in 1965 by a Committee of the National Development Council (NDC). These include

- Two hill districts of Assam-North Cachar and Karbi Anglong.
- Twelve districts of Uttar Pradesh – Dehradun, Pauri Garhwal, Tehri Garhwal, Chamoli, Uttar Kashi, Nainital, Almora, Pithoragarh, Udham Singh Nagar, Bageshwar, Champawat and Rudrapur.
- Major part of Darjeeling district of West Bengal.
- Nilgiris district of Tamil Nadu.

4. 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. The schemes undertaken under both these Programmes also need to be conceived and designed to achieve the specific objectives of this programme and should not be merely conventional State Plan schemes.

5. 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 84:16. The SCA is distributed amongst the designated hill areas on the basis of area and population, with equal weightage given to both the criteria.

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

REVIEW OF ANNUAL PLAN 1999-2000 AND 2000-2001

7. During 1999-2000, Rs.400 crore was allocated and released, in full, to the State Governments who have reported full utilization of the Special Central Assistance.

8. Special Central Assistance available for HADP during 2000-2001 was Rs.400 crore, which was also released in full. The schemes under the Programme have been taken up under almost all the major sectors. A review shows that a large proportion of the expenditure is on salaries especially in the hill districts of Assam. In West Bengal, the State Government has been preparing a truncated sub-plan consisting only of schemes of the transferred departments. They have been requested to present a complete sub-plan consisting of all the schemes in the designated hill areas Darjeeling district. The contribution of State Plan outlay has also been declining and the State Government has been requested to take requisite steps. The State Governments are being requested to include more environment related schemes and schemes which meet the specific requirements of the people of hill areas.

9. The total allocation of Special Central Assistance for 2001-2002 under HADP is Rs.160 crore. This includes Rs.95.54 crore for designated Hill Areas in the States under HADP and Rs.64.46 crore for the designated Hill Areas (talukas) under Western Ghats Development Programme. The details of the allocation of Special Central Assistance for 2000-2001 and 2001-2002 for the designated Hill areas in the States under HADP are indicated in **Table No.10.1.1**.

TABLE 10.1.1

**Hill Area Development Programme : Allocation of SCA
For 2000-2001 & 2001-2002**

(Rs. crore)

Designated Hill Areas in the States under HADP	2000-2001	2001-2002
Assam	50.90	51.11
Tamil Nadu	22.01	22.10
Uttar Pradesh *	240.86	-
West Bengal	22.23	22.33
Total	336.00	95.54

* Upon creation of the new State of Uttaranchal, all twelve districts where HADP was implemented are now part of the newly created State. And hence no allocation has been made under HADP for this State for the year 2001-2002.

10. During Annual Plan 2001-2002, it is proposed to conduct a comparative evaluation study of the efficacy of Hill Areas Development Programme in the States of Assam and West Bengal. For this purpose, an Institution has been identified and given the responsibility of conducting the study.

10.2 WESTERN GHATS DEVELOPMENT PROGRAMME

11. The Western Ghats Hill Ranges run to 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).

12. The main problems of the Western Ghats region are the pressure of increasing population on land vegetation, undesirable agricultural practices etc. These factors have contributed to ecological and environmental problems in the region. The fragile eco-system of the hills has come under severe pressure because of submersion 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.

13. A separate Western Ghats Development Programme (WGDP) was launched in 1974-75 as a component of the programme for the development of hill areas of the country. The delineation of the Western Ghats Region for inclusion in the Programme was settled in 1981 by the one-man Committee headed by Dr.M.S. Swaminathan, the then Member-Incharge of the Hill Areas in the Planning Commission. For delineation of the areas for coverage by the WGDP, the criteria of elevation (600 meters above MSL) and contiguity with taluka (a territorial administrative unit) was adopted. The Programme is being implemented in 159 talukas comprising of Western Ghats in five States viz. Maharashtra (62 talukas), Karnataka (40 talukas), Kerala (29 talukas), Tamil Nadu (25 talukas) and Goa (3 talukas).

14. Since the Sixth Five Year Plan, the allocable Special Central Assistance (SCA) for the Hill Areas Development Programme (HADP) was being distributed between WGDP and HADP in proportion of 13.39 per cent and 86.61 per cent respectively. Presently, this is being distributed in proportion of 16 per cent and 84 per cent. The SCA allocated to the States is released in the form of 90 per cent grant and 10 per cent loan. The financing pattern of Special Central Assistance (SCA) earmarked to 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 comes out to be minimal).

APPROACH AND OBJECTIVES OF THE PROGRAMME

15. During the Seventh Five Year Plan period, the following guiding principles were followed for WGDP for sustainable development of the areas covered under the Programme :

- Maintenance of ecological balance essential for the life support system.
- Preservation of the genetic diversity.
- Restoration of the ecological damage caused by human interaction.
- Creation of awareness among the people and educating them on the far-reaching implications of ecological degradation and securing their active participation for the eco-development schemes.

16. The general approach under WGDP in the Eighth Plan period and continued during the Ninth Plan has been of integrated development on compact watershed basis keeping in view the over-riding priorities of eco-development and eco-restoration as well as the basic needs of the people like food, fodder, fuel and safe drinking water. The guiding principles of WGDP, also, lay emphasis on the people's involvement in the programme. This calls for extension of education and publicity through audio-visual aids, mass contact programmes, visits to model sites etc. All these require highly trained and motivated executing staff with team spirit.

17. It has been decided to gradually switchover to the Integrated Watershed Approach on Project basis for development under WGDP. This approach envisages the identification and delineation of macro and micro watersheds, their prioritization, base-line survey and preparation of an integrated development plan for each macro/micro watershed covering all relevant activities such as Soil Conservation, Agriculture, Horticulture, Afforestation, Fuel and Fodder Development, Minor Irrigation, Animal Husbandry and Sericulture.

18. The State Government 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. A Working Group on Hill Area Development Programme/Western Ghats Development Programme for the Tenth Five Year Plan has been constituted to look into various aspects of this Programmes so as to make it more effective.

20. Table showing approved/revised outlay and expenditure for 1999-2000, approved/revised outlay and anticipated expenditure for 2000-2001 and approved outlay for 2001-2002 is given in **Table No. 10.2.1**.

TABLE 10.2.1

Western Ghats Development Programme : Allocations/Expenditure

(Rs. Crore)

Name of the State	1999-2000			2000-2001			2001-2002 Approved Outlay
	Approved Outlay	Revised Outlay	Actual Expdr.	Approved Outlay	Revised Outlay	Antici. Expdr.	
Maharashtra	20.97	20.97	20.83	20.97	21.08	21.08	21.06
Karnataka	15.51	16.84	15.47	15.51	16.69	16.69	15.57
Kerala	13.08	13.51	13.37	13.08	13.23	13.23	13.13
Tamil Nadu	10.94	11.60	11.60	10.94	10.94	10.94	10.99
Goa	3.20	3.30	3.19	3.20	3.30	3.30	3.21
Survey & Study/WGS	0.30	0.30	0.17	0.30	0.30	0.16	0.50
Total	64.00	66.52	64.43	64.00	65.54	65.24	64.46

10.3 BORDER AREA DEVELOPMENT PROGRAMME (BADP)

21. 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.

22. 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.

23. 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. Particular 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.

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

REVIEW OF ANNUAL PLAN, 1999-2000 & 2000-2001

25. During 1999-2000, an amount of Rs.210 crore was allocated to the Programme and released to the State Governments. There was no hike in the outlay for 2001-2002. The entire amount of Rs.210 crore was released to the State Governments. However, the second instalment was not released/released in part only to States which did not perform satisfactorily. The unspent balance was made available to the better performing States.

ANNUAL PLAN 2001-2002

26. The allocation for the programme for 2001-2002 is Rs.240 crore. The SCA under BADP is distributed amongst the beneficiary States on the basis of the three parameters

viz. area and population of the bordering blocks and length of the international border. However, the States bordering Myanmar, China, Bhutan and Nepal have been allocated tentative amount as full information regarding the parameters was awaited from some of these States in 1999-2000. Subsequently the allocation for the programme has increased only marginally and hence proportionate increases have been given as using the formula would decrease the existing level of SCA to some of the States.

27. The allocations/releases to the beneficiary States in 1999-2000, 2000-2001 and the allocation for 2001-02 are given in Table 10.3.1

TABLE 10.3.1

Border Area Development Programme : Allocations and Releases

(Rs. Crore)

Name of the State	1999-2000		2000-2001		2001-2002 Allocation
	Allocation	Releases	Allocation	Releases	
Assam	7.20	7.20	7.48	3.74	7.48
Gujarat	9.87	9.87	10.26	10.26	10.26
Jammu & Kashmir	33.52	33.52	34.85	39.65	34.85
Meghalaya	4.52	4.52	4.70	4.70	4.70
Mizoram	8.00	8.00	8.32	12.32	8.32
Punjab	9.70	9.70	10.08	14.08	10.08
Rajasthan	29.17	29.17	30.32	30.32	30.32
IGNP	8.00	8.00	-	-	—
Tripura	12.47	12.47	12.96	12.96	12.96
West Bengal	38.05	38.05	39.56	37.99	39.56
Arunachal Pradesh	13.00	13.00	13.51	6.75	13.51
Nagaland	4.00	4.00	4.16	4.16	4.16
Manipur	4.00	4.00	4.16	4.16	4.16
Himachal Pradesh	4.00	4.00	4.16	8.16	4.16
Sikkim	5.50	5.50	5.72	4.63	5.72
Uttar Pradesh	12.00	12.00	8.32	8.32	8.32
Bihar	7.00	7.00	7.28	3.64	7.28
Uttaranchal	-	-	4.16	4.16	4.16
TOTAL	210.00	210.00	103.99	210.00	210.00

Note : Funding for Indira Gandhi Nahar Project (IGNP) has been phased out from Annual Plan 2000-01.

Total Allocation for 2001-2002 is Rs.240 crore.

10.4 NORTH EASTERN COUNCIL (NEC)

28. North Eastern Council (NEC) was set up in August, 1972 under an Act of Parliament for ensuring a balanced and coordinated development of the North Eastern States. The Secretariat of the NEC is located at Shillong. The Council is meant to be an advisory body to discuss matters of common interest to the Union and North Eastern States, formulated a unified and coordinated regional plan (in addition to the State Plan) and review the implementation of projects and schemes included in the regional plan.

29. The projects recommended and financed by the NEC are implemented by the State Agencies or by the Central Public Sector Undertakings/Organisations. The NEC Plan funds consist of Central Assistance, Loans from the LIC and SLR borrowings. Since its inception, NEC has been giving much importance to infrastructure development projects like transport and communication sectors and power development. Projects with inter-State ramifications have been given priority. In the Ninth Plan, the NEC is focusing its attention on (i) Development of productive infrastructure; (ii) Completion of on-going projects on priority basis; (iii) development of manpower through strengthening of technical and professional institutions; and (iv) Timely completion of projects covered under the PM's New Initiatives announced for the North Eastern Region etc.

30. To make the Council more effective, it has been felt necessary to redefine its role and also to restructure it. The restructuring of the NEC has been receiving attention and appropriate legislative action to amend the NEC Act is under process. The Ninth Plan outlay for the NEC is Rs.2450 crore. During 1998-99 against an outlay of Rs.471 crore, the actual expenditure was RS.368.55 crore. The revised Budget Estimate for 1999-2000 was Rs.425 crore. The budget estimate for 2000-2001, which was fixed at Rs.450 crore, was revised to Rs.415 crore. The budget estimate for 2001-2002 has been fixed at Rs.450 crore.