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PLANNING FOR TRIBAL DEVELOPMENT IN HIMACHAL PRADESH

ANJU SHARMA
RESEARCH SCHOLAR
DEPARTMENT OF ECONOMICS
HIMACHAL PRADESH UNIVERSITY
SHIMLA

ABSTRACT

The tribal people of Himachal Pradesh constitute an integral part of the state. The total population of scheduled tribe in the state is about 5.2 percent of the total population. The present study is based on secondary information and provide overall picture of total funds allocated for tribal areas of Himachal Pradesh. The present study focus on the tribal region of Himachal Pradesh like Kinnaur, Lahul-Spiti, Pangl and Bharmour of Chamba district. The present study reveals that there is an increase in government fund in tribal areas, however the growth of all sector is not favourable.

KEYWORDS

tribal, fund allocation.

INTRODUCTION

Removal of regional imbalances in development has remained the avowed goal of planning in India. Hence, a number of programmes were initiated in different plans for the development of backward area. During the 1950's and the early 1960's Indian planning encouraged a place prosperity based regional policy by installing state-owned industrial and service facilities in backward or lagging states¹. Considering the entire state as backward developed is not justified. A backward state may have developed pockets and vice-versa. However, identification of backward areas was not an easy task. The stress on identifying less developed areas during the 1960's had to be modified because of the complexity in the measured of under-developed areas and the political overtones attached to it. Hence special assistance was provided for a variety of characteristics of underdevelopment for example hill areas, tribal areas, command areas, drought prone areas, and so on, often with overlapping of some schemes within the same area and implemented by different agencies in isolation². The draft fifth plan (1974-79) refers to all such programmes as 'Backward Areas' north-eastern council and backward areas as the special area programmes. In the seventh (1980-90), Eighth (1992-97) and ninth (197-2002) plans the ecologically, socially, and strategically sensitive areas are covered under the special area development programmes. During the tenth five year plan, some selected programmes are under special area programme. Remaining backward areas are placed under the sectoral programmes.

Growth with justice is one of the main objective of planning in India. It promises promotion of socio-economic upliftment of backward people on the one hand and the development of resource potentials of backward areas, on the other. Hence, it involves both social and spatial justice. After independence shortage of capital to invest, rapid growth of population, poor performance of agriculture sector, high expenditure on defence and lack of infrastructure posed serious challenges before the nation³.

In 64 years of planning in India, eleven five year plans and three phases of annual plans (1966-69, 1978-80 and 1990-92) have been enacted. The twelfth five year plan (2012-2017) is presently going on. The first plan (1951-56), in order to remove the gross imbalances in economy caused by partition, placed the highest priority on agriculture, including irrigation and power projects. The second plan (1956-61) emphasised industrialisation to generate employment opportunities outside the farm sector and to remove regional imbalances in industrial development. The third plan (1961-66) aimed at self-sustaining growth, hence, it accorded priority to balanced growth of agriculture and industry. The fourth plan (1969-74), preceded by three annual plans (1966-69), focused on removal of structural and regional imbalances in development. The fifth plan (1974-79) laid emphasis on removal of regional imbalances in social infrastructure to raise the level of social development in backward areas. The sixth plan (1980-85) focused on the eradication of poverty and employment generation through integrated rural development programme. The seventh plan (1985-90) emphasised local area planning by stressing on democratic decentralisation. The eighth plan (1992-97) emphasised on building and strengthening peoples institution and making people active participants within the liberalisation and privatisation framework. The main focus was on population control, environmental protection and infrastructural development. The ninth plan (1992-97) aimed at growth with social justice and equity. The tenth plan (1997-2002) was prepared against a back drop of high expectations arising from some aspects of the recent performance. The tenth plan had emphasised the need to ensure equity and social justice taking into account the fact that rigidities in the economy can make poverty reducing effects of growth less effective. The eleventh plan aims at making growth more inclusive by significantly increasing the outlay for the priority sector programme. The twelfth plan aim are rapid, sustainable and more inclusive growth. In this plan eliminate gender and social gap in school enrolment that is, between SCs, STs, Muslims and rest of the population by the end of the twelfth five year plan.

PLANNING FOR TRIBAL DEVELOPMENT IN INDIA WITH SPECIAL REFERENCE TO HIMACHAL PRADESH

The schedule tribe in Himachal Pradesh are scattered throughout the State. The present study is, however, confined to only those areas of tribal concentration which are specified as scheduled areas in the state. A special feature about these areas in Himachal Pradesh is that part from being mountainous, rugged and mostly comparatively inaccessible, they are very vast in size and sparsely populated. The Kinnaur and Lahul-Spiti district and Pangl and Bharmour of Chamba district which areas are termed as Scheduled Areas and constitute 42.49 percent of the total geographical area of 55673 sq. Km of Himachal Pradesh. On the other hand, total population of these areas forms only 3.13 percent of the total population of Himachal Pradesh⁴. The tribal Sub-Plan development strategy envisages modified Area Development Approach devised during Sixth Five-Year Plan.⁵

The provision of the planning has been given in article 38 and 39 of the constitution of India but the Directive Principle contained in article 46. The development programmes for the scheduled tribes up to the end of the fourth plan tended to be formulated in adhoc manner without any perspective and were more in the nature of welfare schemes. The special programmes for these groups were conceived as supplement to the total development effort under general sectors of development. In practice, these special programmes merely substituted the benefits available to scheduled tribes under normal development schemes. This resulted in much lower investment for their development than envisaged. To obviate such a situation pertaining further, the strategy of tribal sub-plan was devised to ensure equitable share in plan investment to this backward tribal community.

¹ A.K. Dutt (1968) 'Levels of Planning in Netherlands with particular references to Regional Planning, Annals of the Association of American Geographers, Vol.54, No.4 P.P.670-685.

² I.S. Bhat (1972) 'A regional Planning Model in the context of National Planning in India' in Lalit sen (ed.) Reading on Micro-Level Planning and Rural Growth-Centres, National Institute of community Development, Hyderabad, PP.245-302.

³ Krishna Mohan, Addressing Regional Backwardness An Analysis of Area Development Programmes in India, Manka Publications PVT.LTD. P.4.

⁴ Tribal Development Department, Himachal Pradesh. Annual Tribal Sub-Plan 1987-88; March 1987, p.4

⁵ Tribal Development Department, Himachal Pradesh. Annual Tribal Sub-Plan 1989-90; March 1987, p.4

Such a strategy laid primary responsibility for development of the tribal areas on state plan flow to such areas and this effort was supplemented from the control pool of special central assistance placed with the union home ministry for tribal development in the states which sum was Rs. 190 crores in the fifth plan and Rs. 470 crores for the sixth plan period. The ambit of tribal sub-plan was widened in the sixth plan to include tribal pockets where in a population of 10,000 in contiguous areas the scheduled tribes formed 50 percent or above. Special emphasis will be placed on minor irrigation, soil water conservation, co-operation, rural roads and land reforms in the infrastructure sector; drinking water supply, general education, technical education health in the social services sector, and agriculture, animals husbandry, dairy development, fisheries, forests and small villages and cottage industries in the production sector.

First Five Year Plan: Under this approach, it was realized that the process of Economic Development starts from the villages. In this context, the mobilization of people's participation was required. In order to implement this ideology, the Community Development Programme (CDP) was conceived. The block administration was created as a centre of rural development activities. This programme failed as blocks were quite big and left the weaker section untouched. (A.K.Tiwari)⁶.

The first plan, in order to remove the gross imbalances in economy caused by partition, placed the highest priority on agriculture, including irrigation and power projects. The first plan, through very well drafted, could not be translated effectively into reality. The development of rail transport and irrigation network received high priority during this plan.

The first systematic effort for the development of the tribal areas was initiated in 1955 form of special multipurpose tribal development blocks. The modified version of this plan was taken up on a larger scale during the 2nd five year plan when the tribal development block were started. This programme was further expanded during the third plan.

First Plan (1951-56), through very well drafted, could not be translated effectively into reality. The development of rail transport and irrigation network received high priority during this plan.

Second five year plan: No specialized tribal development programme was launched during the 2nd plan period. However, steps were taken to strengthen the ongoing community development programme. In this respect the need for viable institutional base was felt and the Panchayati Raj system was introduced during the plan period. Besides specified rural economic development like, Intensive Agricultural District Programme (IDAP), Khadi and Village Industries Programmes (KVI), Multi-purpose Tribal development, Village housing project /Scheme was also introduced in rural areas of the country. (A.K.Tiwari)⁷.

The second plan emphasized industrialization to remove regional imbalance in industrial development. In this plan, while favouring structural changes carried forward the interventionist economic philosophy akin to that of the former Soviet Union. The new industrial licensing policy formulated in 1956 was a regulatory measure to control the industrial location. At the same time sufficient investment in social overhead was also made to keep the promise of social justice.

The second plan (1956-61), while favouring structural changes carried forward the interventionist economic philosophy akin to that of the former Soviet Union. The new industrial licensing policy formulated in 1956 was a regulatory measure to control the industrial location. At the same time sufficient investment in social overheads was also made to keep the promise of social justice. During the second plan heavy public investment was made to establish large industrial complexes in mineral rich backward areas resided in by the tribals in central India.

Third five year plan: All round development of agriculture development was envisaged. Increased agricultural production in the farm sector and activities allied to agriculture received top most priority during the plan period. Health and nutrition is regarded as important inputs required for improvement in quality of life. To ensure appropriate and adequate nutrition to the children, for their growth applied nutrition programme was introduced during this plan (A.K.Tiwari)⁸.

The third plan aimed at self-sustaining growth, hence, it accorded priority to balanced growth of agriculture and industry. In this plan, the circumstances created by the war with China in 1962 and with Pakistan in 1965 followed by the consecutive droughts during 1965-67 trapped, India in serious crisis relating to balance of payments and food shortage.

The third plan (1961-69), the circumstance created by the war with china in 1962 and with Pakistan in 1965 followed by the consecutive droughts during 1965-67 trapped, India in the serious crisis relating to balance of payments and food shortage. The third plan (1961-65), warned against growing (social and spatial) disparities and their consequences. The fourth plan is considered as a watershed in the context of developing backward areas to minimize disparities in development. Initiating a two-pronged strategy, it initiated target group and target area programmes. The category o target areas included the hill border drought prone and industrially backward areas. These programmes, conceived during the fourth plan (1969-74), were implemented mainly the fifth plan (1974-79). The programme targeting disadvantaged areas to counter rising regional disparities in development were mainly initiated.

Fourth five year plan: This plan was started in the name of growth with social justice and effort to uplift the vulnerable sections of rural society. Programme such as Small Farmer Development Agency (SFDA), Small Farmer and Agricultural Development Agency, Drought Prone Area Programme (DPAP), Tribal Area Development Programme (TADP), were introduced as the important rural development programmes. These development programmes did succeed, but only in limited areas and numbers. This plan paved the path for a number of rural development and poverty alleviation programmes in the country. These programmes were implemented through the existing administrative apparatus at block and villages levels. Employment generation programmes like cash scheme for rural employment and pilot intensive rural employment programme were also launched during the pain period. This plan was designed to impact equal distribution of benefits among the rural needy and provide socio-economic justice to the small and marginal farmer⁹.

The Fourth Plan (1969-79) formulated under these circumstances attempted to being more and more areas and people into the overall production system. Reaping the resource potential

of backward areas was carefully mixed with the use of large surplus labour. A number of programmes for the development of backward areas and the weaker sections of society were chalked out and put to action during the fifth plan (1974-79), the sixth plan (1980-85) continued efforts in this. The experiments started in the eighties matured into a full-blown economic reforms programmes in June 1991.

India has completely fifty four years of planned development. During this period the development strategy, including that of backward area development has been changing. The regime of strict control and subsidy is almost over and liberalisation, deli censing and competition are in place. It is high time to evaluate objectively our success and failure in the field of development planning, in general and backward areas development strategy in particular.

There has always been a concern for the development of backward areas in Indian plans. Even in the first plan (1951-56), showing concern for the development of scarcity prone areas, an allocation Rs. 150 million was made under the central sector allocations.

Fifth five year plan: In any economic development programme due to combination of factors which may be historical, territorial and some times even natural, some areas have been found to lag behind unless is a conscious efforts on the part of the planners is not attended to their needs on priority basis. Successive five year plans have drawn attention to this problem of intra-regional and inter-regional imbalances and emphasised that the realisation of the growth potential of the tribal should be taken up on priority basis in order to give practice shape to the ideals of egalitarianism and social justice. Further in view of the emphasis laid down on increasing the level of living of lowest 30 percent of the population, a significant fraction of which are in the tribal areas, it has been stressed that the strategy for socio-economic development should be structured in such a way that the relatively disadvantaged areas and sections of the population are gradually drawn unit, the mainstream of the development process. The constitution of India in its very preamble pledges to secures to all citizens jusice, social economic and political. To redeem this pledge, article 38 enjoins the state to try to promote the welfare of the people by securing and protecting as affectively as it may, a social order in which justice, social economic and political shall inform all the institutions of the national life. Article 46 of the constitution further lays down that the state shall take special care of the educational and economic interests of weaker section and in particular of scheduled castes and scheduled tribes and to protect them from social injustice ans all form of exploitation.

The first systematic effort for the development of the tribal areas was initiated in 1955 in the form of special multipurpose tribal development blocks. The modified version of this programmes was taken up on a larger scale during the 2nd five year plan when the tribal development block were started. This programme was

⁶ A. K. Tiwari, 'Infrastructure for Sustainable Rural Development' Regal Publication New Delhi (2010), PP 78-84.

⁷ ibid

⁸ ibid

⁹ ibid

further expanded during the third five year plan and all areas with more than 2/3rd tribal concentration were covered by the end of this period. Although it was agreed, to extend the programme to all those areas which had more than 50 percent tribal population, but it was not possible to do so during the Fourth five year plan. The development effort in the existing tribal development blocks was consolidated by extended the period of their operation. The area coverage, therefore, remained practically unchanged up to the end of the fourth five year plan. In the meantime, this programme was reviewed on a number of occasions notably by a study team appointed by the planning commission under the chairmanship of Shri. Shilu Ao. It was also found that the development efforts from the general sector programme was not adequate in these areas particularly, in the context of their comparatively lower economic base. It was therefore, decided to evolve a new strategy for the development of tribal areas from the beginning of the 5th five year plan. The problem of tribal development was broadly classified into two category areas having more than 50 percent tribal concentration and dispersed tribals. In respect of the former, it was decided to accept an area development approach with focus on tribals. For dispersed tribals, family-oriented programmes were decided for being taken up. Thus the strategy of tribal sub- plan areas of tribal concentration was evolved in the fifth five year plan beginning from 1974-75. The tribal sub- plan strategy adopted comprised

(I) identification of development block in the state where tribal population was majority and their constitution into I.T.D.P.s with a view to adapting there in an integrated and project based approach for development.

(II) Earmarking of funds for the tribal sub-plan and ensuring flow of funds from the state and central plan sectoral outlays, special central assistance and from financial institution;

(III) Creation of appropriate administrative structure in tribal areas and adoption of appropriate personnel policy. (Tribal sub- plan in Himachal Pradesh pp1-4)

The most important objective of fifth five year plan was: removal of poverty and achievement of self-reliance. In order to achieve these objectives, the programme like, community and area development programme (CADP), Hill Area Development Programme including the western Ghats Desert Development, Minimum Needs Programmes (MNP), Food for work programme (FFW) were introduced, during the plan period. "Growth with justice" was the hallmark of the 5th plan. Minimum need programme was included a conscious plan effort to enhance social consumption for specified sectors to promote general well-being, specially in the rural areas, with a view to improving their productivity and general quality of life.

The new strategy comprises preparation of sub-plans for areas of tribal concentration. For this purpose, the tribal areas have been divided into two parts:- a) the areas having more than 50 percent tribal concentration and the areas with dispersed tribal population category. Areas were taken up for sub- plan preparation in the first instance, beginning 1974-75.

The special programme for these groups were conceived as supplemented to the total development effort under general sector of development. In practice, these special programmes merely substituted the benefits available to the scheduled tribes under normal development schemes. This resulted in much lower investment for their development than envisaged. To obviate such a situation per- pertaining further, the strategy of tribal sub-plan was devised to ensure equitable share in plan investment to this backward tribal community.

Fifth plan lay emphasis on removal of regional imbalances in social infrastructure to raise the level of socio development in backward areas¹⁰. The draft fifth plan refers to all plan period (1974-79) was approved for Rs. 16 cr. (state plan Rs.12.81 cr. And SCA Rd. 3.19) the actual expenditure was Rs. 9.12 cr. (state plan Rs.7.80 cr. And SCA Rs 1.32cr.) which gave utilisation at 83 percent. the state plan flow to the tribal sub-plan during the 5th plan (1974-79) was targeted at 5.36 percent and the actual achievement was 5.75 percent¹¹.

TABLE 1.1: SECTORAL OUTLAY UNDER TRIBAL SUB- PLAN (1974-78) (Rs. In Lakhs)

S.N.	Heads of development	Tribal Sub-Plan			
		State Plan		Special Central Assistance	
		Outlays	Expenditure	Outlays	Expenditure
1.	Agriculture and allied activities	209.08 (23.11)	161.92 (77.44)	132.66 (70.19)	88.60 (66.79)
2.	Co-operation	20.35 (2.25)	11.46 (56.31)	15.46 (8.17)	15.46 (100)
3.	Water and Power Development	182.28 (20.15)	196.43 (107.76)	-	-
4.	Industry and minerals	13.26 (1.46)	9.00 (67.87)	8.03 (4.25)	5.48 (68.24)
5.	Transport and communication	237.86 (26.29)	204.05 (85.79)	3.86 (2.05)	-
6.	Social and community development	227.14 (25.10)	181.65 (79.97)	22.64 (11.98)	13.97 (61.70)
7.	Economic services	1.75 (0.19)	0.11 (6.29)	-	-
8.	General services	13.09 (1.45)	16.89 (129.03)	6.35 (3.36)	7.08 (111.50)
	Total	904.81 (100)	781.51 (100)	189.00 (100.00)	130.59 (69.09)

Figures in parentheses in the outlay column show percentages to total and in expenditure column the figures show percentages to outlay in respective sectors.

Sources:-Draft sixth plan 1980-85 and draft annual plan 1981-82, p.57.

During the fifth plan period, the Tribal Sub-Plan was operational in the scheduled areas or the tribal areas of the state. Against a total outlay of Rs. 904.81lakhs under the state plan component, Rs.781.51lakhs giving the outlay utilization percentage of slightly over 86. Same is true about Special Central Assistance, out of the total outlay of Rs.189lakhs under SCA component actual expenditure was Rs. 130.59lakhs or 69 percent of the stipulated amount.

During the first five year plan 1974-78(which actually the first tribal sub-plan period) top most or first priority has very rightly gone in favour of transport and communication. Next to follow are social and community services sectors, agriculture and allied services and water and power development. Transport and communication sector accounts for 26.29 percent of the total Sub-Plan outlay while social and community services and agriculture and allied activities follow close behind with 25.10 percent and 23.11 percent share respectively. Water and power development takes little above 20 percent of the total outlay.

Taking a look at the actual utilisation of plan outlays only two sectors water and power development and general services can be distinguished from other sources as the actual expenditure have exceeded the plan outlay in their cases. Actual expenditure was 85.79 percent,79.97 percent and 77.44 percent of total outlay in the case of transport and communication, social and community services and agriculture and allied activities respectively. Almost the same pattern emerges in the case of Special Central Assistance component of the Tribal Sub-Plan.

Sixth five year plan 1980-85:-In the sixth plan emphasis on welfare family and beneficiary oriented development schemes within the general framework of socio- economic programme specifically directed at and designed for the benefit of the scheduled tribes. The sixth plan size of the state was approved at Rs.560

¹⁰ Krishna Mohan, Addressing Regional Backwardness An Analysis of Area Development Programmes in India, Manka Publications PVT.LTD. P.4.

¹¹ Tribal Sub-Plan in Himachal Pradesh (1980-81).

crores and the actual size, as per outlays approved from year to year, comes to Rs.628.34 crores and the share of the tribal sub-plan against the approved outlay of Rs.47.47 crores comes to Rs.54.15 crores, overshooting the target of 8.48 percent and actual achievement for the 6th plan period has been 8.62 percent¹². Coverage of ST population under sub-plan treatment was sought to be extended through the adoption of the Modified Area Development Approach (MADA) where pockets of tribal concentration were identified. Two such pockets were identified in the state in 1981-81 and ST population coverage rose to 58 percent (1991). Also, emphasis shifted from welfare to family and beneficiary- oriented development scheme within the general framework of socio- economic programme. The main objectives of sixth plans were alleviation of poverty and a reduction in inter-class, inter-regional, and rural urban disparities were the important features sixth plan. The package of the poverty reduction programmes initiated during the sixth plan, therefore, continue at an accelerated pace so as to achieve the national objective of reduction of the percentage of as to achieve the national objective of reduction of the percentage of people below the poverty line to less than 10 by 1994-95. Larger investment in such programmes will also have the effect of increasing food production, creating employment and improving productivity.

TABLE 1.2 SECTORAL OUTLAY UNDER TRIBAL SUB- PLAN (1980-85) (Rs. In Lakhs)

S.N.	Heads of development	Tribal Sub-Plan			
		State Plan		Special Central Assistance	
		Outlays	Expenditure	Outlays	Expenditure
1.	Agriculture and allied activities	164.50 (13.60)	742.05 (114.80)	237.00 (36.52)	280.36 (118.30)
2.	Rural development	290.50 (6.12)	497.05 (171.14)	-	-
3.	Co-operation	81.00 (1.71)	77.48 (95.65)	74.00 (11.40)	76.67 (103.61)
4.	Irrigation and flood control	250.00 (5.27)	448.79 (179.52)	-	-
5.	Power	1026.00 (21.61)	1032.09 (100.59)	-	-
6.	Industry and minerals	115.00 (2.42)	110.44 (96.03)	55.00 (8.48)	47.19 (85.80)
7.	Transport	1145.00 (24.12)	1260.47 (110.08)	10.00 (1.54)	9.57 (95.70)
8.	Scientific services and research	-	2.50	-	-
9.	Social and community development	952.41 (20.03)	943.36 (99.15)	177.00 (27.27)	180.11 (101.11)
10.	Economic services	3.00 (0.06)	4.25 (141.67)	12.00 (1.85)	12.32 (102.67)
11.	General services	240.00 (5.06)	292.92 (122.05)	84.00 (12.94)	99.36 (118.29)
Total		4747.40 (100)	5410.50 (100)	649.00 (100)	705.58 (100)

It was during the sixth plan period that the pockets of tribal concentration were also brought under the ambit of the Tribal Sub-Plan. Modified Area Development Approach was designed during the plan to cover these pockets of tribal concentration. For such areas, a target groups or community approach was followed for the development of scheduled tribe's population living therein. With the inclusion of such pockets 62.75 percent of the total scheduled tribe's population stood covered by under the Tribal Sub-Plan.

Total outlay for the Tribal Sub-Plan during sixth five year plan was Rs. 5396lakhs. The state plan component was to be Rs.4747lakhs and rest Rs.649 lakhs was to be met with Special Central Assistance. Sector-wise outlay and expenditure during the sixth plan is given in table 1.2. Contrary to what happened during the fifth plan period, sixth five-year plan showed high rate of utilization of plan outlay. On an aggregative level, Rs.5410.50lakhs were spent from the state plan resources for the tribal sub-plan against an outlay of Rs 4747lakhs. The expenditure was about 14 percent higher than the outlay, giving the plan fund utilisation of 113.97 percent for the entire plan period 1980-85. Almost the same situation prevailed in the case of flow of funds through Special Central Assistance. Against an outlay of Rs. 649lakhs stipulated under this head for the Tribal Sub-Plan (1980-85), a sum of Rs.705.58lakhs was spent showing 108.72 percent utilization.

For the Sixth Five-Year Plan, three new sectors of development were created from within the eight existing sectors in the general planning exercise. These three sectors were (i)rural development which was earlier a sub-sector of the agriculture and allied services sectors(ii) Earlier water and power development sector was bifurcated into two sectors i.e. irrigation and flood control and power sector(iii)the third newly created sector was scientific services and research. Consequent upon this re-defining of sectors, the Tribal Sub-Plan was also formulated accordingly.

The sectoral priorities underwent significant change during Sixth Tribal Sub-Plan as compared to those in the preceding Tribal Sub-Plan. Given the redefined sectoral division transport sector still retained its highest priority although its share in the total outlay declined from 26.29 percent in the fifth plan to 24.12 percent in the Sixth Plan. The Social and Community services sector lost its second position to power sector. The share of this sector in the total outlay declined considerably from 25.10 percent in the fifth plan to 20.03 percent in the sixth plan. Agriculture and allied activities sector lost its third place to community and social service sector and therefore, got relegated to the fourth place with a substantial in its share out of the total sixth sub-plan outlay.

If the pattern of 1974-78 Sub-Plan with regard to the definition of different sectors is followed in the sense that Rural Development sector is clubbed with agriculture and allied activities and the power sector with irrigation and flood control slightly different set of priorities emerge. The top priority then goes to water and power development with 26.88 percent, (21.61 percent for power and 5.27 percent for irrigation and flood control), of the total outlay earmarked for the sector. Transport sector in that case gets the second priority. The other two sectors i.e. community and social services and agriculture and allied activities retain their third and fourth position respectively.

Seventh plan: For the seventh plan period 9 percent of the state plan outlay has been approved by the state planning board. Together with S.C.A. supplementation plan size of Rs.132.39 crores has been proposed. Highest priority in 7th plan was given to transport sector and after that social and community services followed by power, agriculture and allied services, rural development, general services, irrigation and flood control, industry and minerals, co-operation, economic services and scientific research. Sectoral programmes and strategy of 7th plan:

¹² Sectoral programmes (State Plan) P.20. Eighth five year plan 1985-90 and tribal sub-plan1985-86.

TABLE 1.3: SECTORAL OUTLAY UNDER TRIBAL SUB- PLAN (1985-90) (Rs. In Lakhs)

S.N.	Heads of Development	Tribal Sub-Plan	
		State Plan (Outlay)	Special Central Plan(outlay)
1.	Agriculture and allied activities	1967.50 (20.82)	548.00 (45.67)
2.	Rural Development	463.00 (4.90)	-
3.	Irrigation and Flood Control	383.50 (4.06)	-
4.	Power	2465.00 (26.08)	-
5.	Industry and mineral	131.00 (1.39)	60.00 (5.00)
6.	Transport	1975.00 (20.90)	10.00 (0.83)
7.	Science, technology and environment	8.00 (0.08)	-
8.	Community and social services	1574.00 (16.66)	332.00 (27.67)
9.	General economic services	168.00 (1.78)	25.00 (2.08)
10.	General services	315.00 (3.33)	225.00 (18.75)
	Total	9450.00 (100)	1200.00 (100)

Source: Annual Sub-Plan 1989-90.

For the seventh plan period an outlay of Rs 120.39 crores was proposed for the Tribal Sub-Plan. Out of the total outlay, the share of State Plan flow was Rs.94.50 crores and the Special Central Assistance component was to the tune of Rs.12.00 crores. The state plan component of Tribal Sub-Plan constitutes 9 percent of the general state plan outlay as against 5.75 percent and 8.48 percent for the fifth and sixth plans respectively. Total outlay for this plan was 97.35 percent higher than that for the sixth plan.

Sectoral distribution of the Sub-Plan outlay has been shown in table 1.3. Power sector emerged as the lead sector in the 7th Plan outlay priorities. This sector alone accounted for 26.08 percent of the total outlay. In the Sixth Plan, share of this sector was 21.61 percent. In order to have a comparison with fifth plan figures, the combined allocation to irrigation and flood control and power, formed 20.15 percent of the total Sub-Plan outlay which formed 26.88 percent and 30.14 percent for Sixth and Seventh Sub-Plans respectively.

Transport Sector and Agriculture and Allied Activities sectors ranked second and third in terms of their share in total Sub-Plan outlay. Transport sector has a share of 20.90 percent while Agriculture is close behind with 20.82 percent share. But if take rural development sectors as a part of Agriculture Sector its share increase to 25.72 percent and it attain second position in terms of priorities according to the relative share in total outlay. Agriculture Sector has improved in terms of its share in total outlay over its position in Sixth Sub-Plan wherein its share was 13.60 percent. The total expenditure for the Seventh Five Plan Sub-Plan is expected to exceed the outlay.

The Special Central Assistance proposed for the Seventh Tribal Sub-Plan was Rs. 12.00 crores. Special Central Assistance has gone in favour of Agriculture and Allied Activities and Social Services sectors.

Eighth Five Year Plan and Annual Plan: The tribal sub- plan strategy adopted from 5th plan onwards had yielded results and has proved beneficial for the development of tribals and tribal areas. It has generally helped focusing the attention of the planners and implementers on the special needs of the tribal society and tribal areas and on adopting a more integrated approach for their development. A fundamental change in the process of formulating the tribal sub-plan on Maharashtra Model has been introduced at the end of the 8th five year plan. The past practice of planning process from top to bottom exercise has been reversed and the decentralized planning process with ITDP as basis has been started. In such an arrangement the tribal development department is able to decide priorities of the scheme to be implemented in the tribal areas and will also be in a position to relate them to their felt needs. Under the new methodology the quantification of funds under T.S.P. strategy has been made less national and more relevant to the tribal areas. The state plan flow to the tribal sub-plan was targeted at 9 percent for the eighth plan period and the likely achievement is about 8.56 percent. Sectoral programmes and Strategy.

TABLE 1.4: SECTORAL OUTLAY UNDER TRIBAL SUB- PLAN (1992-97) (Rs. In Lakhs)

S.N.	Heads of Development	Tribal Sub-Plan	
		State Plan (Outlay)	Special Central Plan(outlay)
1.	Agriculture and allied activities	8477 (27.80)	907.00 (42.52)
2.	Rural Development	984 (3.22)	-
3.	Irrigation and Flood Control	1102 (3.61)	-
4.	Power	3234 (10.61)	-
5.	Industry and mineral	900 (2.95)	155.00 (7.27)
6.	Transport	5266 (17.27)	78.00 (3.65)
7.	Science, technology and environment	23 (0.07)	-
8.	Community and social services	972 (3.18)	512.00 (24.01)
9.	General economic services	8600 (28.21)	15.00 (0.703)
10.	General services	927 (3.04)	465.00 (21.81)
	Total	30486 (100)	2132 (100)

Source: Eighth Five year plan and annual Tribal Sub-Plan 1992-97.

In the Eighth Plan the share of state plan was Rs 304.86 crores of the total outlay of Tribal Sub-Plan and the Special Central Assistance was 21.32 crores. Sectoral distribution of the Sub-Plan Outlay has been shown in table 1.4. General Economic services as the lead sector in the Eighth Plan outlay priorities, followed by Agriculture second position, Transport and Power got third and fourth position respectively. And irrigation and flood control, Rural Development, Social services General services comes next. General Economic Service sector alone accounted for 28.21 percent of the total outlay and Agriculture accounted 27.80 percent, Transport 17.27 percent and Power sector accounted 10.61 percent. Science and Technology accounted lowest share in total outlay of state plan. The Special Central Assistance proposed for tribal Sub-Plan was 21.32 crores. The share of Agriculture and Allied activities was the maximum in SCA, followed by Community And Social Services and General Services in second and third place.

Ninth plan and annual plan (1997-2002):-The 9th five year plan shall commence on schedule from 1st april,1997 covering the year 1997-98 to 2001-02. As per guidelines of the planning commission, government of India and union welfare ministry, the 9th five year plan lays greater emphasis on accelerated growth in employment, provision of basic minimum services like drinking water, primary health services, primary education, housing to shelter less, mid- day meal in primary education, rural road connecting the villages and public distribution system have been given high priority. The ninth plan has given high priority for the welfare scheduled caste and scheduled tribes. Agriculture and rural development has been given highest priority. Besides these major efforts shall be made to reduction in population growth through intensified family welfare programme so that the social and economic benefits are ensured to maximum. The 9th five year plan shall lay greater emphasis on accelerated growth in employment, provision of basic minimum services to the people, eradication poverty, provision of food security. Main objective and strategy of this plan for different sectors:

TABLE 1.5 SECTORAL OUTLAY UNDER TRIBAL SUB- PLAN (1997-02) (Rs. In Lakhs)

S.N.	Heads of Development	Tribal Sub-Plan	
		State Plan (Outlay)	Special Central Plan(outlay)
1.	Agriculture and allied activities	9496 (19.18)	1440 (42.76)
2.	Rural Development	2370 (4.79)	-
3.	Irrigation and Flood Control	2700 (5.45)	-
4.	Power	1600 (3.23)	-
5.	Industry and mineral	1000 (2.02)	200 (6.09)
6.	Transport	11450 (23.13)	-
7.	Science, technology and environment	40 (0.08)	-
8.	Community and social services	1270 (2.57)	825 (25.07)
9.	General economic services	16539 (33.41)	25 (0.75)
10.	General services	2945 (5.95)	800 (24.31)
	Total	49500 (100)	3290 (100)

Source: Ninth Five year plan and annual Tribal Sub-Plan 1997-98.

For the Ninth Plan period an outlay of Rs.49500 lakhs was proposed for state plan and an outlay of Rs.2132lakh was proposed for Special Central Assistance. Sectoral distribution of the Sub-Plan outlay has been shown in table 1.5. General economic services emerged as the lead sector in the 9th Plan outlay. This sector alone allocated 33.44 percent of total state plan outlay. Transport and agriculture and allied activities ranked second and third respectively. In Special Central Assistance agriculture and allied activities lead sector and accounted about 42.76 percent of SCA outlay followed by community and social services and general services.

Tenth five year plan: The Tenth Plan was prepared against a backdrop of high expectations arising from some aspects of the recent performance. The target of 8 percent average annual growth for the period 2002-07 was considered feasible as the scope for realising improvement in efficiency is very large both in the public and private sectors.

TABLE 1.6 SECTORAL OUTLAY UNDER TRIBAL SUB- PLAN (2002-07) (Rs. In Lakhs)

S.N.	Heads of Development	Tribal Sub-Plan	
		State Plan (Outlay)	Special Central Plan(outlay)
1.	Agriculture and allied activities	11148 (13.01)	1897 (43.54)
2.	Rural Development	3581 (4.18)	-
3.	Irrigation and Flood Control	6752 (7.88)	-
4.	Power	941 (1.09)	-
5.	Industry and mineral	975 (1.13)	263 (6.06)
6.	Transport	21315 (24.89)	-
7.	Science, technology and environment	42 (0.04)	-
8.	Community and social services	35025 (40.90)	1086.38 (25.06)
9.	General economic services	736 (0.85)	33 (0.76)
10.	General services	5120 (5.97)	1053.62 (24.31)
	Total	85635 (100)	4333 (100)

Source: Tenth Five year plan and annual Tribal Sub-Plan 2002-03.

For the Tenth Plan period an outlay of Rs 85635 lakh was proposed for state plan and an outlay of Rs. 4333lakh was proposed for Special Central Assistance. Sectoral distribution of the Sub-Plan outlay have been shown in table 1.6. Community and social services emerged as the lead sector in the 10th Plan outlay. This sector alone allocated 40.90 percent of total state plan outlay. Transport and agriculture and allied activities ranked second and third respectively which accounted the share of 24.89 percent and 13.01 percent. In Special Central Assistance agriculture and allied activities lead sector and accounted about 43.54 percent of SCA outlay followed by community and social services and general services which accounted for 25.06 percent and 24.31 percent respectively.

Eleventh Five Year Plan:- The eleventh plan aims at to make growth more inclusive by significantly increasing the outlay for the priority sector programme.

TABLE 1.7: SECTORAL OUTLAY UNDER TRIBAL SUB- PLAN (2007-12) (Rs. In Lakhs)

S.N.	Heads of Development	Tribal Sub-Plan	
		State Plan (Outlay)	Special Central Plan(outlay)
1.	Agriculture and allied activities	14307 (11.35)	1262 (83.02)
2.	Rural Development	5426 (4.30)	-
3.	Irrigation and Flood Control	11259 (8.93)	-
4.	Power	851 (0.67)	-
5.	Industry and mineral	822 (0.65)	50 (3.28)
6.	Transport	31894 (25.31)	-
7.	Science, technology and environment	2 (0.0001)	-
8.	Community and social services	1357 (0.77)	208 (13.68)
9.	General economic services	41381 (33.19)	-
10.	General services	17261 (12.34)	-
	Total	126000 (100)	1520 (100)

Source: Eleventh Five year plan and annual Tribal Sub-Plan 2007-08.

For the Eleventh Plan period an outlay of Rs 126000 lakh was proposed for state plan and an outlay of Rs.1520 lakh was proposed for Special Central Assistance. Sectoral distribution of the Sub-Plan outlay have been shown in table 1.7. General Economic services emerged as the lead sector in the 11th Plan outlay. This sector alone allocated 33.18 percent of total state plan outlay. Transport and General services ranked second and third respectively which accounted the share of 25.31 percent and 12.34 percent. In Special Central Assistance agriculture and allied activities lead sector and accounted about 83.02 percent of SCA outlay followed by community and social services and Industry and Minerals which accounted for 13.68 percent and 3.28 percent respectively.

Twelfth Five Year Plan:- The twelfth plan aim are rapid, sustainable and more inclusive growth. In this plan eliminate gender and social gap in school enrolment that is, between SCs, STs, Muslims and rest of the population by the end of the twelfth five year plan.

TABLE: 1.8 SECTORAL OUTLAY UNDER TRIBAL SUB- PLAN (2012-17) (Rs. In Lakhs)

S.N.	Heads of Development	Tribal Sub-Plan
		State Plan (Outlay)
1.	Agriculture and allied activities	18439 (8.98)
2.	Rural Development	12660 (6.16)
3.	Irrigation and Flood Control	13416 (6.53)
4.	Power	19380 (9.44)
5.	Industry and mineral	1236 (0.60)
6.	Transport	42864 (20.00)
7.	Science, technology and environment	100 (0.04)
8.	Community and social services	907 (0.44)
9.	General economic services	70162 (34.19)
10.	General services	10461 (5.09)
	Total	189625 (100)

Source: Twelfth Five year plan and annual Tribal Sub-Plan 2002-03.

For the Twelfth Plan period an outlay of Rs 189625 lakh was proposed for state plan. Sectoral distribution of the Sub-Plan outlay have been shown in table 1.8. General Economic services emerged as the lead sector in the 12th Plan outlay. This sector alone allocated 34.19 percent of total state plan outlay. Transport and power ranked second and third respectively which accounted the share of 20 percent and 9.44 percent.

TABLE 1.9: FLOW OF TOTAL STATE OUTLAY TO TRIBAL SUB-PLAN (Rs. In Lakhs)

Years	Tribal Sub-Plan Outlay		
	State Plan	SCA	Total
Annual tribal sub- plan (1974-75)	111.81	-	111.81
Fifth Five Year paln (1974-79)	904.81	189.00	1093.81
Annual tribal sub-plan (1980-81)	717.17	130.00	847.17
Sixth Five year plan (1980-85)	4747.40	649.00	5396.4
Annual tribal sub-plan (1985-86)	1806.65	200.00	2006.65
Seventh Plan (1985-90)	12039	1200.00	121200
Annual tribal sub- Plan (1992-93)	4,374	318.00	4692
Eight Plan (1992-97)	22518	2132	24650
Annual tribal sub-Plan (1997-98)	9072	430	9502
Ninth Plan (1992-97)	49500	3290	52790
Annual tribal sub- Plan (2002-2003)	14850	767.00	15617
Tenth Plan (2002-07)	85635	4333	89968
Annual tribal sub-Plan (2007-2012)	18900	303.50	19203.5
Eleventh Plan (2007-12)	126000	1520	127520
Annual tribal sub- Plan (2012-2013)	33300	-	
Twelfth Plan (2012-17)	205200	-	

Source: Tribal Sub-Plan 2012-17, Department Scheduled Tribes Himachal Pradesh.

Tribal Sub-Plan has been operational in Himachal Pradesh since the inception of the fifth plan. Even since the implementation of tribal sub-plan in the state, the flow of fund from the state plan to TSP has consistently been increasing showing the increasing keenness of the Himachal Pradesh Government in accelerating the pace of development of tribals and tribal areas. Plan-wise outlays approved for the Tribal Sub-Plan have been depicted in table 1.10. It is clear from the table that the size of the Tribal Sub- Plan has been considerably enlarged. The fifth plan had earmarked Rs.904.81 lakh for the Tribal Sub-Plan and no share of SCA for the same period. While sixth, seventh, eighth, ninth, tenth, eleventh and twelfth plans allocated an amount of Rs.4747.40lakhs, Rs.12039lakhs, Rs.22518lakhs, Rs.49500lakhs, Rs. 85635lakhs, Rs 126000lakhs and Rs. 189625lakhs for the Tribal Sub-Plan and for SCA had Earmarked Rs.189lakhs, Rs649lakhs, Rs1200lakhs, Rs 2132lakhs, Rs3290lakhs and 4390 respectively. The state plan and State Central Assistance outlay for annual tribal sub Plan 1974-75 had earmarked Rs.111lakhs for the tribal sub-plan and no share of SCA in the same time period. While annual tribal sub-plan 1980-81, 1985-86, 1992-92, 1997-98, 2002-03, 2007-08 and 2012-13 had earmarked Rs.717.17lakhs, Rs.1806.65lakhs, Rs. 4374Lakhs, Rs 9072lakhs, Rs 14850 lakhs, Rs 18900lakhs, Rs. And 33300lakhs respectively and SCA share in the same period had earmarked Rs 130lakhs, Rs 200 lakhs, Rs.318lakhs, Rs 430lakhs, Rs.767lakhs and Rs.303Lakhs respectively. The share of state plan and state central assistance has been increasing in the given time period because of government initiative for the development of tribal areas.

CONCLUSION

After attaining independence, government of India initiated the process of planning for a well directed and rapid development of the nation. In the beginning the development of the scheduled castes, scheduled tribes and other backward sections of the population was also seen as a part of overall national endeavour towards towards the development of the country as a whole. Since the tribal areas had their special problems, it wa decided to supplement the community development programme in tribal areas with special Multi-Purpose Tribal Development Projects in 1954. This was the beginning of the special efforts for the development of tribal areas. The tribal area of Himachal Pradesh forms a continuous belt to the extreme North-East of the State. This area encompasses the district of Kinnaur and Lahual and Spiti, Pangi and Bharmour. Main tribal groups habitanting these areas are Kanaura or Kinnara, Jad, Lamba, Khampa, Bhot or Both, Swangla, Gaddi and Gujjars. In general, these communities are thought to be the originally inhabitants of these areas. As far as planning for tribal development is concerned, the entire planning period can be divided into two parts. First is the pre-Sub-Plan period (1951 to 1974) and second is the Post Sub-Plan period (1974 onwards). Nothing significant could be achieved on economic front during pre-Sub-Plan period. But this period assumes greater significance on two accounts as far as tribal development was concerned. The state and its machinery including the planners remained alive and concerned about the problems of the tribals. Beginning of Fifth Five Year Plan in 1974 could be taken as a water-shed in the history of Tribal development programmes. Agriculture is the core sector of the tribal economy of India. Agriculture, along with the geographical conditions of their habitant has shaped the entire life-style of most of the tribal. The tribal sub-plan strategy has outlined the objective of narrowing down the gap between the tribal and other areas in terms of the level of development as the priority area in terms of the directing the State efforts. The tribal areas of the state are, so far, nowhere near to coming at par with that of the State in terms of the levels of development. At the same time there are wide disparities within the tribal regions as well. Each tribal region has the potential to grow much faster than hitherto seen. The need of the hour is to make sincere efforts for their economic growth after evaluating the resources base of each region and following appropriate area-specific strategy of development.

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