

Performance and Impact of Tribal Sub-Plan in Himachal Pradesh

Vijay Singh

Ph.D. Research Scholar, Deptt of Public Administration, Himachal Pradesh University,

Abstract

The scheduled areas in Himachal Pradesh are very backward in socio-economic and geographical aspects. To develop these areas the government has paid special attention and with the result Tribal Sub-Plan came in existence in 1974-75 in Himachal Pradesh. The plan is an important tool to develop the scheduled areas. The study was conducted to investigate the performance of Tribal Sub-Plan and its impact in Himachal Pradesh. The study was based on secondary level and observation of the scheduled areas of the state. The data was collected from the office of the Tribal Development Department and other offices dealing with the tribal affairs of India and Himachal Pradesh. The main aim of the study is to know the status of the performance and impact of the Sub-Plan.

The Kinnaur and Lahaul-Spiti districts in their entirety, and Pangi and Bharmour Sub-Divisions of Chamba District constitutes the scheduled area in Himachal Pradesh, fulfilling the minimum criterion of 50 percent Scheduled Tribe (ST) population concentration in a Community Development Block. These are situated in the North and North-East of the state forming a contiguous belt in the far hinterland behind high mountains passes with average altitude being 3281 metre above the main sea level. The most distinguishing mark of the tribal areas in the state is that they are very vast in area but extremely small in population with the result that per unit cost of infrastructure activity is very exorbitant. The district of Kinnaur is located between 31°-05'-55" and 32°-05'-20" north latitude and between 77°-45'-00" and 79°-00'-50" east longitude. The district Lahaul-Spiti is

situated between north latitude $31^{\circ}-41'-39''$ and $32^{\circ}-59'-57''$ and east longitude $76^{\circ}-40'-29''$ and $78^{\circ}-41'-39''$. The Pangi Sub-Division of Chamba District falls between north latitude $32^{\circ}-33'$ and $33^{\circ}-19'$ and between east longitude $76^{\circ}-15'$ and $77^{\circ}-21'$ and the Bharmour Sub-Division of this district is situated approximately between the north latitude $32^{\circ}-11'$ and $32^{\circ}-41'$ and between the east longitude $76^{\circ}-22'$ and $76^{\circ}-53'$. Snow glaciers, high altitudes and highly rugged terrain, criss-crossed by fast flowing rivers and their tributaries are the peculiar features of the Tribal Areas. These areas have also been declared as Schedule Area under the fifth schedule of the Constitution by the President of India as per the Schedule Area (Himachal Pradesh) Order, 1975 (CO 102) dated the 21st November, 1975. The five Integrated Tribal Development Projects are Kinnaur, Lahaul, Spiti, Pangi and Bharmour. Except Kinnaur which is spread over three Community Development Blocks, rest of the Integrated Tribal Development Projects comprise one Community Development Block each.

Tribal Population in Himachal Pradesh

The population of the tribes are spread in both the scheduled and non scheduled areas of Himachal Pradesh. All the 12 districts of Himachal Pradesh consists tribal population. Chamba district has highest number of tribal population with 135500 and Hamirpur district has less number of tribal populations with 3044 among all the districts of Himachal Pradesh. District wise classification of tribal population is in the table below:

Table No-1
District wise classification of Tribal population in Himachal Pradesh

District	Area (Sq. Km.)	Total Population	Scheduled Tribes	Density per sq. km.	Sex Ratio	Literacy %age
Kinnaur	6401	84298	48746	13	818	80.00
Lahaul-Spiti	13835	31528	25707	2	916	76.81
Chamba	6528	518844	135500	80	989	73.19
Kangra	5739	1507223	84564	263	1013	86.49
Kullu	5503	437474	16822	80	950	80.14
Mandi	3950	999518	12787	253	1012	82.81
Hamirpur	1118	454293	3044	407	1096	89.01
Una	1540	521057	8601	338	977	87.23
Bilaspur	1167	382056	10693	327	981	85.67
Solan	1936	576670	25645	300	884	85.02
Sirmour	2825	530164	11263	188	915	79.98
Shimla	5131	813384	8755	159	916	84.55
Himachal Pradesh	55673	6856509	392126	123	974	76.60

Source: Compiled from Directorate of Economics and Statistics and Department of Tribal Development Himachal Pradesh.

Scheduled Areas in Himachal Pradesh

The Kinnaur and Lahaul, Spiti, Paigi and Bharmour are the five Integrated Tribal Development Projects (ITDP) constitutes the scheduled area in Himachal Pradesh, fulfilling the minimum criterion of 50 percent Scheduled Tribe (ST) population concentration in a Community Development Block. The most distinguishing mark of the tribal areas in the state is that they are very vast in area but extremely small in population with the result that per unit cost of infrastructure activity is very exorbitant.

Table No-2
Integrated Tribal Development Project (ITDP) wise Distribution
of Tribes in Himachal Pradesh

ITDP	Area (Sq. Km)	Total Population	Scheduled Tribes	Density per Sq. Km.	Sex Ratio	Literacy %age
Kinnaur	6401	84121	48746	13	819	80.00
Lahaul	6250	19107	15163	3	931	74.97
Spiti	7591	12457	10544	2	862	79.76
Pangi	1595	18868	17016	12	970	71.02
Bharmour	1818	39108	32116	22	945	73.85
Total	23655	173661	123585	7	877	77.10

Source: Compiled from Directorate of Tribal Development Shimla-2

Tribal Sub-Plan

The concept of incorporating Tribal Sub-Plan in the Annual Plan of the state was first introduced by Planning Commission, Government of India on the eve of 5th Five Year Plan. The tribal areas of Himachal Pradesh though sparsely populated continue to receive special attention of the state government primarily on account of their strategic location and comparative backwardness. The Tribal Sub Plan was started in 1974-75 in the state and entire tribal population was brought under the ambit of the tribal sub plan by 1987-88. The flow of funds from State Plan to Tribal Sub Plan has substantially increased over a period of time from 3.65 percent in 1974-75 to about 9 percent at the end of the eighth Five Year Plan and same level for twelfth Five Year Plan. The adoption of single consolidated demand in the annual budget and introduction of Single Line Administration in the Integrated Tribal Development Projects have been outstanding achievements of the state in furtherance to the cause of socio-economic development of tribal in the state. A fundamental change in the process of formulating the Tribal Sub Plan strategy as per guidelines of the Ministry of

Social Justice and Empowerment now the Ministry of Tribal Affairs, Government of India has been introduced at the end of the eighth Five Year Plan. The past practice of planning process from top to bottom exercise has been reversed and decentralised process taking Integrated Tribal Development Projects as a planning unit has been started. The formulation and implementation of Tribal Sub Plan has been made need based, more practical and result oriented.

Mechanism for Tribal Sub-Plan

Comprehensive development of Tribal areas focusing particularly on the Welfare of individual tribal family was the main objective of the Tribal Sub-Plan. The procedure followed in the state till 1995-96. For the formation of Tribal Sub-Plan of the State was briefly that State Planning department used to allocate plan outlay to different sectoral departments in consultation with Tribal Development Department. The department concerned then used to curvy outlay for Tribal Sub-Plan as per their own discretion and priorities, they were also used to decide as to which of the schemes, programmes and development works are to be taken up from the funds provided under Tribal Sub-Plan. There was therefore, a feeling that the Tribal Sub-Plan was merely agglomeration of the State Plan schemes taken-up in the Tribal Area and emphasis given mainly arithmetical figures rather than the scheme really benefiting tribal families. There was no attempt to formulate the sub-plan in consultation with the Integrated Tribal Development Project level officers. Consequently, the mechanism of re-appropriation and diversion of outlay at frequently intervals in the financial year had taken place, this process used to continue till the end of the financial year. Keeping in view the above lapses and short comings, the State

Government had decided to introduce fundamental changes in the process of formulation of Tribal Sub-Plan at the directions of Ministry of Welfare, (now Tribal Affairs) Government of India from 1996-97 onwards. Under this new system, the State Planning Department shall communicate 9 percent ceiling of the total State Plan outlays to the Tribal Development Department who in turn shall allocate the divisible outlays to each of the Integrated Tribal Development Project viz. Kinnaur, Lahaul, Spiti, Pangi and Bharmour. The indivisible outlays in the nature of grant-in-aid etc. shall be conveyed to the Administrative departments. Each ITDP has its own needs and requirements as such each ITDP shall be free to determine its own priorities and allocate funds only to those schemes which are relevant to the area. Each ITDP shall prepare its plan in consultation with the concerned Project Advisory Committee headed by the respective Honourable MLA of the area.

The Tribal Sub-Plan in respect of ITDP prepared in consultation with the Project Advisory Committee shall be compiled by the Tribal Development Department in consultation with Heads of Implementing departments and dovetail the same in the main Tribal Sub-Plan. The draft Tribal Sub-Plan so formulated will be submitted to the State Planning Department for incorporating the same in the main State Plan. The Draft Plan document including proposals for the Tribal Sub-Plan is presented to the State Planning Board and after their approval; the State Plan is submitted to the Planning Commission and the Central Ministries. Like State Plan, the Tribal Sub-Plan document is also prepared separately in the Tribal Development Department in consultation with the Head of Departments and is submitted to the Planning Commission and the Union

Tribal Affairs Ministry where the General Plan is discussed in the working groups set up by the Planning Commission, discussion on the Tribal Sub-Plan also takes place in the Tribal Affairs Ministry a day earlier fixed for the general plan in the Planning Commission. The main responsibility of finalising the Tribal Sub-Plan within the ceiling so indicated, now rests with Tribal Development Department and do not with the Administrative departments as was the previous practice. The outlays for different schemes are now decided by the Tribal Development Department, keeping in the view the proposals submitted by the Project Advisory Committee. The schemes are now being scrutinised very carefully by the Tribal Development Department.

Tribal Sub-Plan Size in Himachal Pradesh

The Tribal Sub-Plan was started during Fifth Five Year Plan (1974-79). The original Sub-Plan for the fifth plan was approved for Rs. 16 crore (State Plan Rs. 12.81 crore and SCA Rs. 3.19 crore) the actual expenditure was Rs. 9.12 crore (State Plan 7.80 crore and SCA Rs. 1.32 crore) which gave utilization of 83 percent.

The ultimate objective of sub-plan strategy being 100 percent coverage of ST population under its treatment, the Union Welfare Ministry came out with the Special Central Assistance (S. C. A.) supplementation for such dispersed tribes in 1986-87 but because of late receipt of guidelines, the actual adoption was deferred to 1987-88 and in this way 100 percent population in the state came under sub-plan ambit. In view of larger dispersed ST population in the state. Union Tribal Affairs Ministry needs to consider larger allocation under Special Central Assistance than either to

fore for such tribes in commensurate with their population living in the non-tribal areas. Sector wise Tribal Sub-Plan details are as under:-

Table No-3
Tenth Five year Plan Tribal Sub-Plan 2002-07 (Rs. In Lakh)

Sector	Tribal Area		Non-Tribal Area (SCA)		Total
	State Plan	S. C. A.	Tribal Pockets	Dispersed Tribes	
Economic Services	35727.19	1851.24	118.39	1157.41	39442.62
Social Services	24249.70	307.90	5.00	282.84	23854.07
General Services	4771.46	119.28	-	20.32	4489.92
Boarder Area Development Programme	4413.22	-	-	-	4580.18
Total	69161.57	2278.42	123.39	1460.57	73023.95

Source: compiled from directorate of Tribal Development Shimla Himachal Pradesh

This was the tenth five year tribal sub-plan. The ninth (1997-2002) sub plan size was Rs. 5314.00 lakh. The tenth (2002-2007) sub-plan size was Rs. 73023.95 lakh which is 73 percent large than ninth sub-plan.

Table No-4
Eleventh Five year Plan Tribal Sub-Plan 2007-12 (Rs. in Lakh)

Sector	Tribal Area		Non-Tribal Area (SCA)		Total
	State Plan	S. C. A.	Tribal Pockets	Dispersed Tribes	
Economic Services	64606.00	1312.00	228.00	1012.00	67158.00
Social Services	40590.00	208.00	42.00	366.00	41206.00
General Services	15509.00	-	-	47.00	15556.00
Boarder Area Development Programme	2080.00	-	-	-	2080.00
Total	122785.00	1520.00	270.00	1425.00	126000.00

Source: compiled from directorate of Tribal Development Shimla Himachal Pradesh

The total size of the eleventh sub plan was Rs. 126000.00 lakh which was 47.13 percent large than the size of tenth sub-plan. Increase in size

shows that the government is paying more attention to the development of tribal areas of Himachal Pradesh.

Table No-5
Twelfth Five year Plan Tribal Sub-Plan 2012-17 (Rs. in Lakh)

Sector	Tribal Area		Non-Tribal Area (SCA)		Total
	State Plan	S. C. A.	Tribal Pockets	Dispersed Tribes	
Economic Services	60177.39	2407.06	756.29	3098.54	66448.28
Social Services	43406.49	79.35	88.08	723.19	44297.11
General Services	6276.22	-	-	189.73	6415.95
Boarder Area Development Programme	6975.66	-	-	-	6975.66
Total	116835.76	2486.41	853.37	3961.46	124137.00

Source: compiled from directorate of Tribal Development Shimla Himachal Pradesh

The twelfth (2012-2017) five year tribal sub-plan was smaller than the eleventh five year tribal sub plan by Rs. 1863 lakh. A big reduction has been seen in the general services in stat plan as compare to tenth sub-plan. It is still in progress and is an approved outlay.

Table No-6
Annual Plan 2012-13 Actual Expenditure (Rs. In Lakh)

Sector	Tribal Areas		Non-Tribal Areas (SCA)		Total
	State Plan	S. C. A.	Tribal Pockets	Dispersed Tribes	
Economic Services	18427.50	660.00	184.00	650.50	19922.00
Social Services	9278.50	20.00	54.00	117.50	9470.00
General Services	1394.00	-	-	14.00	1408.00
Boarder Area Development Programme	2500.00	-	-	-	2500.00
Total	31600.00	680.00	238.00	782.00	33300.00

Source: compiled from directorate of Tribal Development Shimla Himachal Pradesh

It is the first annual tribal sub-plan of the twelfth five year tribal sub plan because the twelfth five year tribal sub-plan is in progress. So we have evaluated this plan by annually. The size of this plan was Rs. 33300.00 lakh.

Table No-7
Annual Plan 2013-14 Anticipated Expenditure (Rs. In Lakh)

Sector	Tribal Areas		Non-Tribal Areas (SCA)		Total
	State Plan	S. C. A.	Tribal Pockets	Dispersed Tribes	
Economic Services	21289.92	716.08	195.00	766.00	22967.00
Social Services	10145.85	20.00	34.15	94.00	11199.00
General Services	1011.00	-	-	30.00	1041.00
Boarder Area Development Programme	2601.00	-	-	-	2601.00
Total	35047.77	736.08	229.15	890.00	36900.00

Source: compiled from directorate of Tribal Development Shimla Himachal Pradesh

It is the second annual tribal sub-plan of the twelfth five year tribal sub plan. The size of this annual sub-plan is Rs. 36900 lakh which is larger than the first annual tribal sub plan of twelfth five year tribal sub-plan by Rs. 3600 lakh. This annual sub-plan is anticipated expenditure of the sub-plan

Table No-8
Annual Plan 2014-15 Approved Outlays (Rs. in Lakh)

Sector	Tribal Area		Non-Tribal Area (SCA)		Total
	State Plan	S. C. A.	Tribal Pockets	Dispersed Tribes	
Economic Services	21383.74	536.58	116.33	938.24	22974.89
Social Services	10123.98	20.00	21.15	104.00	10269.13
General Services	1314.98	-	-	30.00	1344.98
Boarder Area Development Programme	2310.00	-	-	-	2310.00
Total	35132.70	556.58	137.48	1070.24	36899.00

Source: compiled from directorate of Tribal Development Shimla Himachal Pradesh

It is the third annual tribal sub-plan of the twelfth five year tribal sub plan. The size of this annual sub-plan is Rs. 36899.00 lakh which is smaller than the second annual tribal sub plan of twelfth five year tribal sub-plan by Rs. 1.00 lakh. This annual sub-plan is an approved outlay of the sub-plan.

Monitoring and Evaluation System

A plan is as good as implemented, monitoring is continued to be undertaken through reports, review meetings and field visit. Towards this end, after the Sub-Plan gets reflected in the State budget in a single Consolidated Demand (Demand No. 31), a document, containing the complete set of schemes and the ITDP-wise Sectoral/Scheme-wise/SOE-wise outlays and list of works is prepared by the Tribal Development Department and circulated to all the departments and their field agencies simultaneously for timely implementation of schemes. The Head of Departments conveys the

budget allocation to their respective Drawing and Disbursing Officers. All this is done by the first week of April so that expenditure is incurred right from the beginning of the financial year and targeted works could be completed within limited working season in the tribal areas. A stock of performance of the Tribal Sub-Plan programme is taken quarterly at the project level by the Project Advisory Committee and by the Commissioner-cum-Principal Secretary Tribal Development/ Additional Director Tribal Development/Deputy Director while on tour to these areas. At the State level, the Chief Secretary holds quarterly review meetings with the departments who, at their own level, also do such exercise like-wise. A mid-year review is also undertaken to affect diversion in outlays within and without the earmarked sectors. Towards this end, ITDP offices are established in each of five projects which are headed by State Civil Services Officers. A Research Officer or Assistant Research Officer/Statistical Assistant has been provided to each of them besides other ministerial staff for smooth functioning.

Conclusion

The ultimate objective of the sub-plan strategy being 100 percent coverage of Scheduled Tribe population under its treatment, the Union Ministry now Tribal Affairs Ministry came out with the Special Central Assistance supplementation for such dispersed tribes in 1986-87 but because of late receipt of guidelines, the actual adoption was deferred to 1987-88 and in this way 100 percent ST population in the

state came under sub-plan. In view of larger dispersed ST population in the state. Union Tribal Affairs Ministry needs to consider larger allocation under SCA than higher to fore for such tribes in commensurate with their population living in the non-tribal areas. The Government of India as well as Himachal Pradesh has made such an important effort to improve the status of the Tribal People and the geographical condition of the scheduled areas in the state by introducing Tribal Sub-Plan. The size of the Sub-Plan is increasing since its inception, somewhere it fluctuating also. In nut shell we can say that is a good effort to provide basic facilities and good quality of services in the scheduled areas of Himachal Pradesh. Even after such efforts the scheduled areas of Himachal Pradesh are still away for basic facilities. The ground reality is totally opposite to the tribal sub-plan. Nobody knows that what kind of policies is made for them. Nobody in tribal areas is aware about the sub-plan and the services and funding being provided to them. It is the matter of evaluation for the government at ground level.

References

- Basu Ashok Ranjan (1994) Tribal Development Administration in India. New Delhi: Mittal Publications.
- Bose Nirmal Kumar (1992) Tribal Life in India National Book Trust New Delhi.
- Burman B.K. Roy (1982) Approach to Tribal Development: An Overview. In Buddhadeb Chaudhuri (Ed.), Tribal Development in India. New Delhi: Inter India Publications.
- Kulkarni, P. D. (1988) Some Problems of Implementation, National Seminar on Welfare of Tribes, (1964, P.122) In P. RAMAYYA (Ed.) Issues in Tribal Development. Allahabad: Chugh Publications.

Majumder M.D. The Tribal problem the Tribal people of India publication Division, New Delhi.

Ramana Rao D.V.V. (1992) Tribal Development New Approaches, Discovery Publishing House, New Delhi

Reddy Gopinath M., K. Anil Kumar, P. Trinadha Rao and Oliver Springate-Baginski (2010) Obstructed Access to Forest Justice-The implementation of Institutional Reform in AP Forested Landscapes, CESS, Hyderabad.

Sachitananda (1988) Changing Tribes, National Seminar on Tribes and Denotified Tribes, in P. RAMAYYA (Ed.) Issues in Tribal Development. Allahabad: Chugh Publications.

