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## Planning in Tripura: A historical review from the perspective of plan outlay and expenditure

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### Abstract

Planning is an organised and coordinated effort to fulfil some broad social and economic objectives that includes rapid economic development, attaining high rate of growth, improvement in standard of living, increasing national income as well as per capita income, inclusive growth, removal of poverty, reduction in unemployment, increasing capital formation rate, efficient allocation and utilization of resources, reducing inequality in distribution of wealth and income, bringing foreign trade in favour, balanced development, attainment of self- sufficiency, attaining self-reliance, establishment of social justice and so on. In a nutshell, the development of any country, state or region is strongly linked with economic planning. Economic Planning in India was initiated in 1950 after so many attempts of planning initiating from a book 'Planned Economy for India' by Sir M. Visvesvaraya in 1934. The model of five-year plans in India commenced from 1951 and the twelfth plan will end in 2017 under the control and supervision of Planning Commission. Though Planning Commission has been replaced by Niti Aayog, yet the concept of five-year planning is still significant. In this context, the objective of this paper is to explore the size of the plans in Tripura in terms of outlay and expenditure during first to eleventh five-year plans for all round development of the state.

**Keywords:** Planning, sectors

### Introduction

Planning, as defined by the Planning Commission of India, is 'essentially a way of organizing and utilizing resources to get maximum advantage in terms of defined social ends. The two main-constituents of the concept of planning are: (a) a system of ends to be pursued, and (b) knowledge of available resources and their optimum allocation to achieve these ends. The availability of resources conditions the ends to be effectively achieved.' (<https://www.linkedin.com/pulse/economic-planning-india-hrusikesh-behera/>). In India, planning is an organised and coordinated effort to fulfil some broad social and economic objectives that includes rapid economic development, attaining high rate of growth, improvement in standard of living, increasing national income as well as per capita income, inclusive growth, removal of poverty, reduction in unemployment, increasing capital formation rate, efficient allocation and utilization of resources, reducing inequality in distribution of wealth and income, bringing foreign trade in favour, balanced development, attainment of self- sufficiency, attaining self-reliance, establishment of social justice and so on. In a nutshell, the development of any country, state or region is strongly linked with economic planning.

Tripura, the tiny state in the north-eastern wing of India, needed proper planning for its all-round development coming out of the various constraints and stringencies that the state had been facing in various fronts. Tripura, surrounded by Bangladesh on three sides, is the remotest state of India sharing a border of only 162kms with the country. The state remained rather physically isolated with additional disadvantage of altered demographic profile during the time of independence. Transport and communication had been the greatest bottle neck for the state since independence. Consequence was slow growth of the state economy, lower investment, low manufacturing and secondary base, absence of private sector and private investment, poor infrastructural facilities and so on. Development process had been at a slow pace. 'Naturally, the role of the government became more imperative in this context, not just as a facilitator of amenities and provisions but also as a major player in the economy by augmenting the demand mechanism through employment generation'.

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The princely state of 'Hill Tipperah' became a Group C state of the Indian union on its integration with India in 1949, two years after independence. The state was transformed to Union Territory in 1963 and finally Tripura attained statehood on the 21st January of 1972. Tripura, with an area of 10491 sq. Kms, with a provisional population of 3671032 as per census 2011, with a density of 350 persons per square kilometre, with mostly rural inhabitants, needs proper planning. However, the state is performing quite well in respect of human development indicators like literacy and health. The literacy rate increased to 87.75 percent in 2011 (97.22 as per the latest evaluation in 2016). The birth rate, death rate and infant mortality rates in Tripura, 13.7 per thousand, 4.7 per thousand and 26 per thousand, respectively is better than the national average as published by the Sample Registration Survey 2013.

### Objectives

The objective of the paper is to explore the size of the plans in Tripura in terms of outlay/expenditure and to look into the priorities that had been laid during first to eleventh five-year plans for all round development of the state, and

### Methodology

The paper is a narrative one and is based on secondary data collected from Directorate of Economics and Statistics, Government of Tripura; Department of Planning, Government of Tripura, Planning Commission, Government of India and Ministry of Statistics and Programme Implementation, Government of India. Simple mathematical tools are used wherever felt necessary.

### Results and Discussion

Economic planning is regarded as the most methodical technique for redressing all economic problems. Economic planning portrays long term plans of government for systematizing and developing the economy with efficient use of resources. Economic Planning in India was initiated in 1950 after so many attempts of planning that included publishing of a book 'Planned Economy for India' by Sir M. Visvesvaraya in 1934, formation of National Planning Committee under chairmanship of Pt. Jawaharlal Nehru in 1937, proposal of Bombay Plan in 1943 by eight industrialists, Gandhian Plan by S. Narayan, release of '10 years People's Plan in 1945 by Sri M.N. Roy, proposal of Sarbodaya Plan by Jai Prakash Narayan in 1950 and finally establishment of Planning Commission in 1950.

#### First Plan (1951-56)

The first five-year plan (1951-55) in India was based on Harrod-Domar Model. Thrust was on agriculture and irrigation, price stability, power, transport and community development. The plan was more or less successful mainly due to good harvest in the last two years of the plan. Prices decline by around 13 percent. But in Tripura during this plan importance was on spending more on development of Transport & Communication within the state and with Indian mainland. Priority was also on Social & Community services (for betterment of education and medical facilities) and rehabilitation of refugees and *jhumias*.

'From the economic point of view, the most important event was ushering in of the era of development planning in 1951. Under the first plan, efforts were made to put in order the

dislocated economic life of the State and to build up the essential infrastructure so that the State could undertake a significant development effort in the second plan period' (Bhattacharjee, 1993) [1]. After the partition, the economy of Tripura was in a shattered condition alongwith poor transport and communication network and deplorable education and health situation. Importance was laid during this Plan to spend more towards developing transport and communication within the state and to develop the network with Indian mainland. Accordingly, highest allocation of Rs. 74 lakhs was on development of transport and communication which was 37.40 percent of the total plan expenditure of Rs. 197.86 lakhs. Second highest priority was made on social and community services in order to better the education and medical facilities with an expenditure of 34.16 percent of total. Under this development head, rehabilitation of displaced persons or the refugees and rehabilitation of the *jhumias* from shifting cultivation to adopting settled land-based cultivation received priority. The remaining 28.44 percent of planned expenditure was utilized for cooperation, agricultural and allied services, irrigation & power, industries & minerals heads. 'Cooperation was given some importance during First plan. But no substantial efforts were made for developing agriculture and industries in the state. One reason of allocating relatively small fund for agricultural development during the early years of planning was that at the stage there was still little scope left for increasing agricultural production through extensive cultivation' (Bhattacharjee, 1993) [1].

#### Second Plan (1956-61):

The second plan, based on Mahalanobis model, focussed on rapid industrialization with 20.1 percent of the outlay. The other objectives were rapid increase in the national income, generation of employment opportunities, reduction in inequalities of income and wealth. There was increase of price by about 30 percent. However, in Tripura the focus on development of transport and communication, spending on social and community services, development of agricultural sector, etc. continued.

The plan expenditure, during Second plan, was raised almost four and half times that of first plan. The total expenditure was Rs. 896.10 lakhs. Emphasis on development of transport and communication infrastructure was strengthened with expenditure of Rs. 362.48 lakhs which was 40.45 percent of the total plan expenditure. The priority of spending for social and community services continued during this plan also. The percentage share of this head in the total plan expenditure remained at 34.7 percent. However, in absolute terms this expenditure was about five times that of first plan. Development of health facilities, education infrastructure, rehabilitation of refugees and *jhumias* were given importance in line with previous plan. Except Cooperation head, share in expenditure was raised for all the development heads. Importance was also laid on development of agriculture and allied services. On the other hand, Irrigation & Power and Industries & Minerals subsectors were not given such importance.

The distressed condition of Tripura's economy started to move gradually towards normalcy. The raised plan expenditure could succeed strengthen the economic condition of the state.

**Third Plan (1961-66)**

During third plan emphasis was on long-term development assuming the time to be in take-off stage. Objectives were to increase national income by 5 percent annually, to achieve self-sufficiency by increasing food-grain production to support exports and industries, to expand basic industries, to ensure significant growth in employment. Thrust was given for the first time in agriculture and allied services and land reforms in Tripura. The other heads that received attention were transport & communication and social & community development.

The total plan expenditure during third plan was Rs. 1597.49 lakhs. 'Agriculture came into limelight only during this period' (Bhattacharjee, 1993) <sup>[1]</sup>. The percentage allocation was raised from 14.51 percent in second plan to 22.43 percent in third plan. In absolute terms this expenditure was around three times compared to second plan. 'Efforts were made to implement land reform measures and to abolish the intermediaries' (Datta, 2008) <sup>[2]</sup>. 37.92 percent of plan expenditure was for Social and Community services. Thus this sector also received importance even during this plan period. Spending in development of Transport & Communication infrastructure was raised to Rs. 439.55 lakhs, but as a percentage to total plan expenditure it declined to 27.52 percent from 40.45 percent during second plan. Allocations were also initiated for Economic services and General services.

**Fourth Plan (1969-74)**

Main emphasis in fourth plan in India was on growth rate of agriculture to enable other sectors to move forward. Measures were taken to maintain stability in the prices and to develop human resources. The Indo-Pakistan War of 1971 and Bangladesh Liberation War took funds assigned for development. There was huge influx of people from Bangladesh. Tripura, being neighbouring state of Bangladesh, also faced huge influx during and after the war. Tripura also attained statehood during this plan period in 1972 and a need for long-term development was felt strongly. Major thrust was given on allocation of funds for agriculture and allied development, provision of irrigation and power, development of transport and communication and as usual on social and community development.

The allocation in agriculture and allied services was raised to 18.19 percent. The strategy of intensive cultivation was adopted as per national plan policy. The share of Social & Community services got reduced by about 4.1 percent, though in absolute terms it rose to Rs. 876.04 lakhs from Rs. 344.5 lakhs during Annual Plans. Expenditure on Irrigation & Power increased to 28.86 percent that shows the increase in importance that had been laid on development of agriculture. Strategy was adopted to produce power within the state based on Gomati hydel power project. Adequate investment was made in Transport & Communication and Social & Community services during this plan also with an expenditure of 24.43 percent and 24.74 percent respectively.

**Fifth Plan (1974-1978)**

The Fifth Plan laid stress on employment, poverty alleviation (*Garibi Hatao*) and attainment of self-reliance in agricultural production. In Tripura also, agriculture and allied services were given importance 'with renewed emphasis on intensive cultivation and modernization' with intensified application of high yielding variety seeds, fertilizer, pesticides, irrigation, pump, tractor, etc. A

National level programme of minimum needs was introduced that included elementary education, safe drinking water, health care, shelter for landless, nutrition, rural roads, rural electrification and slum development.

The total expenditure was Rs. 4967.42 during this plan. Agriculture and allied services were allocated 24.12 percent of the total expenditure 'with renewed emphasis on intensive cultivation and modernization'. The strategy of intensive cultivation was adopted during fourth plan with use of high yielding variety seeds, which was more intensified with the application of fertilizer, pesticides, pump, tractor, etc. 30.45 percent was allocated for development of Irrigation & Power. Notable enhancement was observed in provision of irrigation facilities. There was also a thrust in initiation of industrialization with the setting up of jute mill, paper & pulp mill, sugar mill, etc. Setting up of tiny and small industrial units was also encouraged. There was 5.3 times increase in allocation in Industries & Minerals in absolute terms and about 3.5 times increase of share in total expenditure. 'It is another story that the dream of industrialization of Tripura was largely frustrated owing to various reasons, functional inefficiency of the public sector and lack of industrial culture being the main hurdles' (Bhattacharjee, 1993) <sup>[1]</sup>. As the construction of roads and bridges all over the state was in an almost saturated shape at least in the context of the requirements at that situation, the allocation in Transport & Communication was reduced to 14.18 percent. Some fund was also provided by the North Eastern Council for construction of roads in strategic areas. There was urgent need for extending railway network and introduction of modern telecommunication, the two liabilities of Central Government. Social & Community services as a part of welfare responsibility of the state continued to gain importance with 22.32 percent allocation.

**Sixth Plan (1980-85)**

The Sixth Plan in Tripura witnessed an abrupt rise in total plan expenditure though there were fall in expenditure distribution in Agriculture & allied services, Irrigation & Power and Transport & Communication. Social & Community Services received more weight during this plan. However, in absolute terms, allocation in all the heads was augmented significantly. From the national perspective, Energy was given the highest priority whereas Agriculture was given the second priority. Focus was also to increase national income, modernize technology, lower poverty and unemployment, control population, etc.

After the Rolling Plan (1978-80), the Sixth Plan witnessed a sudden manifold increase in total plan expenditure. The expenditure rose to Rs. 29271.41 lakhs during this plan from Rs. 4967.42 lakhs during Fifth Plan and Rs. 5568.17 lakhs during Rolling Plan. Though there was an increase in allocation in agriculture & allied services during Rolling Plan, the allocation fell at around 25 percent, almost as it was during Fifth Plan. There were fall in the shares of Irrigation & Power and Transport & Communication to 24.68 percent and 12.73 percent respectively. Social & Community Services received more attention during this plan. However, in absolute terms allocation in all the heads was increased significantly.

**Seventh Plan (1985-90)**

The seventh plan in India also focused on rapid growth in foodgrains production and increase in employment

opportunities through Social Justice. In Tripura, highest priority continued to be on Social & Community services, followed by Agriculture & allied services and Rural Development, though share in total outlay had declined.

The development heads were restructured during this plan. New developmental heads like Rural Development, Scientific services & Research were introduced. Irrigation & Power head was changed into Irrigation & Flood Control. Power was designed as separate development head. There was 4.2 times increase in total plan expenditure over sixth plan to Rs. 1,23,553.59 lakhs. The share of Agriculture & allied services declined to 19.4 percent. Rural Development sector was assigned 10.2 percent of the total outlay. Share of Irrigation & Flood Control was 7.7 percent. 9.8 percent of plan expenditure was in Power sector. A considerable expenditure was also incurred under Special Programme that included tribal area development programme and plan grants to the Tripura Tribal Areas Autonomous District Council (TTAADC), the body created under the Sixth Schedule of the Indian Constitution. Social & Community services' share was the highest at 37.5 percent. Education, sports and culture, medical services and public health, water supply, housing and urban development, welfare of scheduled caste, scheduled tribes and other backward classes were considered under Social & Community services head. 'Tripura witnessed a spurt in the economic activities of the Government. In the initial stages, attention was primarily focused on stabilization and infrastructure creation. Later on, meaningful attempts were made to increase agricultural production and to develop industrial base. But throughout the period, the Government's concern with social and community services in the form of education, extension of medical facilities, and welfare of the weaker section of the society was predominant. A conflict between short run goal of poverty amelioration and pursuit of welfare programmes on the one hand and the long-term goal of increasing productive capacity on the other is very much visible' (Bhattacharjee, 1993) [1].

#### **Eighth Plan (1992-97)**

The Eighth Plan started in 1992 in such a time when the country was facing worsening Balance of Payment position and inflationary pressure. Combating this situation was the main aim. This was also the plan just following the year of adoption of New Industrial Policy, the opening of flood gate of liberalisation, privatisation and globalization. Quite naturally, the major highlight of the Eighth Plan was steps to modernize the industrial sector. The Indian economy was opened up to the global economy. The other major objectives of the plan included controlling population growth, reducing poverty, generating employment, strengthening infrastructure, developing human resource, involving of local bodies, NGOs and people's participation. In contrary, plan in Tripura laid emphasis on development of Transport & Communication and Industries & Minerals by increasing share in outlay. Outlay in Agriculture & Allied services was also raised though there was decrease in share. Rural Development was also in priority. Special Area Programme was initiated.

The total plan expenditure during eighth plan in Tripura was increased by Rs. 37,350 lakhs. The total expenditure was Rs. 1,610.84 crores. Most priority was laid on development of Transport and Communication. The percentage expenditure rose to 13.4 in this plan from 6.5 during seventh

plan. The expenditure in Industries & Minerals also got doubled. Allocation in Agriculture & Allied services, however, declined to 15.7 percent with increase in absolute amount by Rs. 1,232 lakhs. Expenditure in Rural Development was lowered drastically from 10.2 percent to 6.1 percent with the inclusion of Special Area Programme where expenditure was 7.2 percent.

#### **Ninth Plan**

The Ninth Five-Year Plan in India focused on rapid economic growth as well as raising quality of life of people of the country with an emphasis on social justice and equity. The other prioritized objectives include population control, generating employment by giving priority to agriculture and rural development, reduction of poverty, ensuring proper availability of food and water for the poor, availability of primary health care facilities and other basic necessities, primary education to all children, empowering the socially disadvantaged classes, developing self-reliance in terms of agriculture, stabilizing prices, etc. The State Government recognized equitable improvement in the general standard of living of all the people living in the state as its first objective for the Ninth Five-year plan. Moreover, the ADC areas, backward and less developed were sought to be brought at par with the non-ADC areas. Decentralization for effective participative planning and programme implementation was a priority. Social Services received the highest priority in Tripura that included General Education, Housing, Medical and Public Health, Water Supply and Sanitation, Welfare of SCs, STs and OBCs. Among the Economic Services, rural development, agriculture, crop husbandry, irrigation and flood control, energy drew attention. Allocation in Transport sector and Industries were also emphasized.

The total outlay (revised) for the Ninth plan period of Tripura was Rs. 2,135.47 Crores. In terms of planned outlay the Social Services received the highest priority through an allocation of Rs. 1072.50 crores amounting to 50.22 percent of the total outlay. Within the Social Services the most prominent sector had been General Education, with an allocation of Rs. 361.83 crores. Housing was a priority in the ninth plan around Rs. 282 Crores was the outlay. Medical and Public Health was provide with 3.43 percent while the outlay for Water Supply and Sanitation was 6.23 percent of the total fund. Welfare of SCs, STs and OBCs has been a priority sector for the Government of Tripura in terms of planning and 5.52 percent of the outlay for the ninth plan was earmarked for this purpose.

Among the other Economic Activities it is observed that Rural Development had 11.53 percent of share in the total outlay with Rs. 246.14 crores and within this sector the premium was for Panchayats amounting to Rs. 155.86 crores. The planned objectives had highlighted the importance of growth in agricultural production and accordingly Rs. 176.68 Crores was the outlay for Agriculture and Allied Activities which was 8.27 percent of the total outlay. It should be noted that Crop Husbandry for both agriculture and horticulture had an allocation of Rs. 78 crores which was around 50 percent of the total outlay for agriculture. Irrigation and Flood Control had 5.49 percent of share of the total outlay and the crux of the fund outlay under this head was for minor irrigation. The outlay for Energy related activities was Rs. 111.63 Crores i.e. 5.23 percent of the total with outlay for power being almost Rs. 110 Crores and only 2 crores was the outlay for non-conventional sources of energy.

The revised outlay for Transport sector was Rs. 170.15 Crores which was almost 8 percent of the total outlay and the greatest within this sector was for construction of roads and bridges. The allocation for Industries remained around Rs. 75 Crores where as Other Economic Services comprising of activities like Science, Technology, Tourism, Weights and Measures etc had a nominal outlay of only 0.50 percent of the total outlay. However, it should also be noted that the outlay for TTAADC with the objective of Tribal welfare under Special Areas Programme had an allocation of 6.18 percent of the total revised outlay.

### **Tenth Plan**

The Tenth Plan targeted at doubling the per capita income in 10 years' time in the country, reducing number of people in BPL category, universal access to primary education, providing gainful and high-quality employment at least to the addition to the labor force, reducing gender gaps in literacy and wage rates, reducing Infant Mortality Rate, etc. In Tripura, 'the State Government feels that strategy for development has to take into account the needs of the people and the State, its strengths, resources and weaknesses. The aim of developmental planning is to provide a direction to the development policies and programmes, make the people aware of these programmes and involve them in the process of development of the State' (<http://www.planningtripura.gov.in/TenthFiveYearPlan/>).

However, the priority sectors remained almost similar to the earlier plan, though the sectoral composition of the revised outlay had undergone significant changes.

The tenth plan witnessed an increase of around 68 percent in the outlay. Though the priority sectors remained almost similar between the two, the sectoral composition of the revised outlay had undergone significant changes. Social Services continued as the foremost but its share to total outlay decreased to 44 percent. General Education had an outlay of Rs. 428.99 Crores which was only 18.56 percent higher than the ninth plan outlay. Within the Social Sector outlay for Medical and Public health issues increased by Rs. 146 Crores thereby increasing its total share by 6.08 percent. The fund outlay for Water supply and Sanitation and Housing was almost same with that of the public health sector. However, it is to be noted that the share of housing had come down because of a reduction in the total outlay as compared the previous plan period. The increase in the Agriculture and Allied Activities was paltry Rs 35.25 Crores while for Rural Development it was around Rs. 100 Crores. The sectoral share for these activities had declined even though the pattern of outlay within this sector remains similar. The intra-sector distribution of fund outlay remains similar for Irrigation and Flood control as well as for Energy Sector.

### **Eleventh Plan**

The Eleventh Plan was focused on sustainable and inclusive growth. The objectives of Eleventh Plan were to accelerate GDP growth, create 70 million new work opportunities and reduce educated unemployment, raise real wage rate of unskilled workers, reduce dropout rates of children from elementary school, increase literacy rate for persons, lower gender gap in literacy, reduce infant mortality rate and maternal mortality ratio, reduce Total Fertility Rate, reduce malnutrition among children between 0-3 years, provide clean drinking water for all,

reduce anaemia among women and girls, ensure all-weather road connection to all habitation with population 1000 and above, etc. The State Plan highlighted on betterment of Social Services with thrust on general and technical education, health and medical facilities, social welfare, etc. Attention was also towards development of Science, Technology and Environment. Efforts were also towards development of Agriculture, irrigation and flood control, transport as well as General Services.

The increase in outlay in eleventh plan was massive at about 184 percent compared to earlier five-year plan. As in the earlier plans, this plan also focused highest attention on Social Services with 96 percent increase in allocation to reach Rs. 3134.53 crores. The percentage share in general education, technical education, water supply, and housing, welfare of SCs, STs and OBCs, Women & Child development decreased marginally, though there was increase in outlay compared to last plan. In Agriculture & allied activities, there was about 2.6 times increase in outlay as well as expenditure. Share in total outlay was 7.79 percent. The share of Transport sector was 12.81 percent, rural development was 6.56 percent whereas that of Special Area programme was 7.63 percent. In a nutshell, the share of all the sub-sectors remained more or less at the same level in comparison to tenth plan. However, special attention was laid on Social Welfare with an allocation of Rs. 456.6 crores which was around 6.7 times that of previous plan.

### **Performances of the sectors based on expenditure-outlay during ninth to eleventh plans**

Expenditure as a percentage of outlay under any plan shows the true performance of various sectors. Proper utilization of allocated fund is most expected for targeted development of any economy. The ninth and the tenth five year Plans in Tripura witnessed Rs. 5696.37 crores as audited expenditure in aggregates against a cumulative outlay of Rs. 5714.34 crores for the ten years. The size of the tenth plan was almost one and half times (51.43 percent) bigger than the ninth plan in terms of expenditure. However, according to the revised outlay, the tenth plan proposed to be larger than the ninth Plan by 67.59 percent. During the ninth plan the audited expenditure was 6.09 percent higher than the revised outlay because of an additional spending of Rs. 130.09 crores across the years. During the tenth plan, however, the audited expenditure was 4.13 percent lower than the revised outlay with less spending of Rs. 148.05 crores. The scenario was just the opposite during the eleventh plan where audited expenditure was higher by Rs. 3376.65 crores (48.12 percent) than the revised outlay. Most of the sectors and subsectors suggest higher quantum of expenditure than the revised outlay. The spending ratio was highest for General Services, while it was least for Communication. The proportion of spending for Transport was considerably high owing to the large number of works on roads and bridges being taken up under the State Plan for development of transport. The outlay for Social Services could not be exhausted and Rs. 23.93 crores was the surplus left over. It should be noted that among the several sub-sectors under the Social Services head of account, most of them had utilized their respective outlays, with Social welfare having the maximum deficit in terms of percentage, but Housing sub-sector had a surplus, even a marginal surplus was available with the Medical & Public Health subsector.

With the objectives of the State perspective for the tenth plan remaining more or less similar, the outlay for this plan was determined in the context of the experiences learnt during the implementation of the earlier plan. The outlay for the tenth plan was 68 percent higher than the expenditures of the ninth plan. Greater funds were provisioned for all sectors except Communication and the Housing sub-sector of the Social Services sector. In absolute terms the increase was the maximum for the largest component, Social Sector, but the change in percentage terms was highest for the General Economic Services Sector. Among the various sub-sectors under the Social Services head, outlay for Technical Education increased the most in terms of percentage while in absolute terms, the largest change occurred for the Medical and Public health Sub-sector. The outlay for the Transport Sector also increased sizeably.

However, the experiences regarding the utilization of the fund outlays were somewhat dissimilar. Only 95.86 percent of the outlay could be spent. At the end of the Plan period, the audited expenditures were higher than outlay only for the Heads of Energy, Irrigation and Flood Control and Special Area Programme. Among the sub-sectors of Social Services, Housing which had a curtailment in the outlays had greater expenditure to the tune 10 percent amounting to Rs. 21.44 crores. The utilization was lower in the two most important constituent sectors of Human Development - Medical and Public Health, and General Education sub-sectors.

Tribal Welfare sub-sector had spent more than their outlays. Utilization of funds for Agriculture and Allied Services, Rural Development, Transport, Industries and Minerals, as well as, the Social Services sectors had been lower than outlay. Among the seven priority issues identified by the State Planning Board, only Power sector could utilize the outlays of both the Plans. It is to be further noted that considering the ten year period together, we find that outlay exceeds spending by Rs. 17.96 crores.

Again, the outlay for the 11<sup>th</sup> Plan was about 105 percent higher than the expenditures of the tenth plan. Allocation was higher in almost all sectors except Communication, Arts & Culture, Housing, Women empowerment & Child welfare and Nutrition. In absolute terms the increase in outlay was highest for Social Services Sector (by Rs. 1533.31 crores). There was considerable increase in outlay in Transport (by Rs. 469.83 crores), Agricultural & Allied Activities (by Rs. 335.71 crores), and Special Area Programme (by Rs. 257.83 crores). Within the Social Services, highest increase in allocation was in Medical & Public Health (by Rs. 413.38 crores) followed by Social Welfare (by Rs. 388.61 crores) and General Education (by Rs. 281.57 crores).

In case of expenditure, however, the development was just the opposite during the eleventh plan compared to tenth plan, where audited expenditure was higher by Rs. 3376.65

crores (48.12 percent) than the revised outlay. The audited expenditure during eleventh plan was 242.12 crores higher than the revised outlay. Spending were significantly higher than sectoral outlay in case of Transport, Rural Development, Special Area Programme, Urban Development, Women empowerment & Child Empowerment, Technical Education, etc. Social Services sector could not utilize the revised outlay and Rs. 56.57 crores remained unspent.

Over the three plan periods, *i.e.* fifteen years period of the last three plans, it is found that the total audited expenditure exceeds total revised outlay by Rs. 224.16 crores.

### Conclusion

Plan outlay and expenditure in Tripura has remained more or less satisfactory. It is observed that priority of development has changed over the plans. In the initial plans, effort was to develop infrastructure with emphasis on transport and communication. This priority later shifted to agriculture. Irrigation and power sector were also in precedence list in some plans. Social services had continued to gain highest emphasis over a couple of plans. Emphasis was also put in Rural Development and Special Area Programme. In some sub-sectors, expenditure went beyond outlay.

However, to conclude, it can be said that in Tripura, the development funds had been prioritized and spent in the right direction, but the results of the investments could have been better and in future, priorities should be set up in a manner such that the state economy can take-off from its present state of excessive central dependency. Revenue generating avenues should be explored and created. The Central Funds should act as a true facilitator for creating an ambience whereby the people of Tripura can face the challenge of the globalized world and be efficient in their economic pursuits.

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### Appendix

**Table 1:** Percentage of expenditure during plans

Head	1 <sup>st</sup> Plan	2 <sup>nd</sup> Plan	3 <sup>rd</sup> Plan	4 <sup>th</sup> Plan	5 <sup>th</sup> Plan	6 <sup>th</sup> Plan	7 <sup>th</sup> Plan	8 <sup>th</sup> Plan	9 <sup>th</sup> Plan	10 <sup>th</sup> Plan	11 <sup>th</sup> Plan
Agri & allied services	8.46	14.51	22.43	18.19	24.12	24.89	19.40	15.70	8.27	5.89	7.79
Cooperation	14.30	1.78	1.86	1.38	1.59	1.98	4.10				
Rural Development							10.20	6.10	11.53	9.65	6.56
Special Area Prog								7.20	6.18	7.75	7.63
Irrigation & Power	2.70	3.76	4.23	28.86	30.45	24.68					
Irrigation & F C							7.70	7.10	5.49	5.57	4.42
Energy							9.80	9.20	5.23	5.44	3.39
Industries & Minerals	2.98	4.76	4.62	1.83	6.99	4.13	3.00	4.80	3.50	3.77	2.72
Transport & Commun	37.40	40.45	27.52	24.43	14.18	12.73	6.50	13.40	8.01	11.99	12.81
Science, Tech & Envir							0.50	0.40	0.10	0.21	3.71
Social & Comm services	34.16	34.70	37.92	24.74	22.32	30.31	37.50	35.10	50.22	44.74	44.67
Economic Services		0.04	1.18	0.07	0.17	0.15	0.10	0.60	0.50	1.54	1.04
General Services			0.24	0.50	0.19	1.14	1.20	0.80	0.97	3.45	5.26
Total	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00

**Table 2:** Proportion of Expenditure against Outlay (%)

Sectors & Sub-sectors	9 <sup>th</sup> Plan	10 <sup>th</sup> Plan	11 <sup>th</sup> Plan
Agri & Allied Services	103.48	91.91	94.80
Rural Development	111.23	97.42	106.76
Special Area Programme	105.17	105.98	115.45
Irrigation & F.C.	111.81	100.17	75.84
Energy	108.25	106.42	118.98
Industries & Minerals	111.03	94.41	111.58
Transport	141.16	98.11	136.85
Communication	89.6	97.22	
Science, Tech. & Env.	105.72	79.22	95.46
General Eco. Service	99.58	91.14	82.68
Social Services	97.77	94.3	98.20
Gen. Education	100.23	90.36	85.13
Technical Education	96.2	107.7	136.38
Sports & Youth services	102.83	112.43	67.14
Arts & culture	124.38	30.79	102.97
Medical & public health	98.29	66.42	101.83
Water supply & sanitation	103.92	98.97	101.30
Housing	81.67	110.24	104.10
Urban development	113.14	101.7	116.22
Information & pub.	85.83	102.51	38.49
SC, ST& OBC	110.97	103.96	112.71
Labour & Emp.	102.08	86.83	94.26
Social welfare	141.25	98.12	93.23
Women Empowerment & Child development		101.76	258.93
Nutrition	105	101.72	
General Services	158.42	69.07	92.08
Grand Total	106.09	95.86	148.12

Source: Computed by author