CHAPTER- IV

PLANNING PROCESS AND ACHIEVEMENT OF TRIBAL DEVELOPMENT PROGRAMMES: A STUDY OF GOVERNMENT RECORDS OF ARUNACHAL PRADESH
4.1 Introductory Statement

This chapter is designed with a view to study the nature and extent of decentralized planning process with regard to the implementation of Poverty Alleviation Programmes (PAPs) along with a focus on their achievement during the Eight Five Year Plan in Arunachal Pradesh. Besides this, the Planning process in Arunachal Pradesh has also been discussed.

In Arunachal Pradesh, Poverty Alleviation Programmes have been launched for the development of the tribals and tribal villages. Hence all aspects having significance for the tribals and which are in vogue in Arunachal Pradesh have been discussed as features in different programmes.

4.2 Planning Process for Poverty Alleviation Programmes

This Indian Planning exercise has passed through an evolutionary process involving three stages on its quest for realizing the goal of achieving rural development with the central focus on eradication of poverty in the rural areas. The stages are:

a) The community development programme was initiated and enlarged to cover Panchayati Raj as a system of local self government with popular participation of the people at the grass root level.

b) This was followed by a major thrust on intensification of agriculture emphasizing concentration on resource areas for increasing food production.
c) Then, there was a major shift to direct assault on poverty with identification of target groups and area oriented special programmes embodied in the integrated rural development approach to poverty alleviation (Mishra: 1984:131)

Planning in India began at the national level with a highly centralized approach for the economic development. Still there were scopes and provisions for rural development by identifying the specificity of the nature of rural problem. Accompanied with it was the ideal of planning from below since the beginning of the planning era (Various Five Year Plans). The First Five Year Plans inter alia, sought to initiate a process of transformation of social and economic life of the villages through community development. It read:

“Democratic planning to succeed null have to energize the entire community and to place before it a good endeavor which will call forth all its latent creative urges”

Further, the First Five Year Plan documents also contained the spirit of Decentralized Planning which is clear in the following lines:

“A democracy working for social ends has to base itself on the willing assent of the people and not the coercive power of the state. Their own views about their needs and difficulties and the correct solutions must be elicited and given the fullest weight on making the plans, on the execution of which they will be called upon to assist….means have, therefore, to be demised to bring the people into association both at the stage of formulation of the plans and in their implementation from stage to stage”.
The same position was reiterated in one form or another in all the subsequent plan documents, village, block and District Plans were required to be prepared on the eve of the formulation of the Second Five Year Plan. Consequently, the plan also re-emphasized the importance of village level planning, which was expected to take into account the entire community and more specifically the weaker sections of the society following the Report of Balwant Rai Mehta study team\(^1\) the Third Plan emphasized on the role of people participations in local level planning under the frame work of democratic decentralization of Panchayati Raj. The Third Plan also describes a methodology for preparing State Plan for rural development on the basis of district and Block Plans.

The plan programmes were hampered by severe drought conditions, outbreak of Indo-Pak war and scarcity of foreign exchange. Therefore, for the next three years consecutively, the planners framed Annual Plans.

During the above period of reference, Planning from below was more or less a theoretical comprehension without significant practical base. Most decision on policy and programmes were taken at the higher level. Even the much publicized Community Development Programme had paid little attention to developing planning capability at the local level. Under this programme, “There was not much planning for taking up the works; much depended on whether the fifty percent public contribution was forthcoming or not”. (Verma: 1984:3-4)

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\(^1\) *this team was appointed on 1957 to study the community development and National Extension Service programmes with special reference to popular participation*
During the Sixties, the approach to Planning took a new turn. In 1960 the Government launched on Intensive Agricultural District Programme (IADP) because of the over-riding need for raising food production to meet the food crisis and disappointing performance of community development programmes in raising agriculture production. This programme was controlled from above and managed entirely by the bureaucracy. Further, in the Mid Sixties the Government of India launched High Yelling Varieties Programmes (HYVP), the package known as “Green Revolution”.

This programme reflected the ascendancy of the Democratic Approach to development. Several other “Central” or “Centrally sponsored” schemes were introduced in due course, leading to a further centralization of planning (Prasad: 1988:19)

At that time, the Government of India set up on All India Committee (Report of the All India Rural Credit Review: 1969). The committee in its report recommended, inter alia, the need for formulating special development programme for small marginal farmers and agricultural labourers. The report highlighted on the need for placing greater emphasis on improvement of standard of living of poor and less privileged.

In 1969 also the Planning Commission worked out guidelines for District Planning with an aim of encouraging the formulation of District Plan. This was the first major document giving a comprehensive outline of methodology of District Planning. But the planning at district and block levels had a real
beginning with the Janata Government coming to the power in 1977. Since then, a
trend toward decentralised planning has emerged. The Planning Commission
during the period of Janata Government started formulating guidelines for block
level planning with the framework of the state plans. It appointed a working
group of Block Level Planning under the chairmanship of Professor M.L. Dantwala
in November 1977. This committee’s Report examined feasibility of introducing
planning at the block level. During this period a committee on Panchayati Raj
institution was appointed under the Chairmanship of Ashoka Mehta. Both the
committees submitted their Report in 1978.

The Sixth Plan continued the emphasis on decentralization and formulated
a central Programme for strengthening at the district level. In 1983, the Economic
Advisory Council (EAC) to the Prime minister presented its reports on
decentralization of development Planning and implementation in the States (1984).
The working group in 1982 also submitted its report in 1984. The report had
advocated a gradual approach towards the introduction of District Planning. It had
also made several recommendations which form the basis of the Seventh Plan’s
framework on Decentralized Planning especially in implementing Poverty
Alleviation Programmes.

4.4 Decentralised Planning For Poverty Alleviation Programmes.

Poverty Alleviation Programmes mainly operate in Districts and Blocks of
the country and hence, have assigned on important role to the planning at the land
of district and block. Besides, the programmes are meant for rural poor for whom
involvement of rural poor bears greater significance. Thus, these programmes also need planning at village for their successful implementation. "This is an important aspect of decentralised planning and the new approach is envisaged to recognized the locational specificity of needs and the variety of patterns resulting from it" (Kurian: 1978:143)

Planning therefore, must involve the active participation of the masses in the formation and implementation of policies. This is the very essence of the Decentralized Planning. It is at this level that the planning is directly concerned with the people and their problems. The Decentralized Planning institution would better handle the antipoverty programmes because of their intimate knowledge of the local economic, social and cultural milieu, historical legacies and group alignments. The information and communication gap between the planners at macro level and executioners at local level would not exist. The success of Poverty Alleviation Programmes depends on participation of the people whom the programme is meant for. As Mandal (Mandal, 1991:87) writes community development programmes could not attend the expected success because of, among other things, "their inability to evolve area oriented projects to make best possible use of the local human resources".

Thus, Poverty Alleviation Programmes and the Decentralized Planning go together in objective realization. The IRDP guidelines, therefore, have stipulated the formulations of IRDP plans at the Block and District levels.
Some institutions have so designed to cope with the decentralised planning. For example, among the banking institutions, the bad bank for the district conducts “Socio-economic surveys in the districts, gets detail of the development programmes from different government departments, forms an idea of development potential, makes an estimate of credit need and then prepares a credit plan for the district (Prasad: 1988:24).

This has enabled bankers to gain considerable experience and has led to better understanding of the need for the process of planning at the district level (Ibid: 144-150).

4.5 Decentralised Planning and some Implications:

Planners with their avowed aim at eradication of rural poverty have been trying with different schemes and programmes accompanied by suitable theoretical approach to planning. As such, we have witnessed the evolution in the process of planning right from the “democratic planning” during First Five Year Plan to “decentralized planning” of recent years. Democratic planning means share of power with lower level at equal term. But, decentralised planning involves the devolution of decision making power from higher level with corresponding devolution of resources. Decentralised planning, as such has at least three implications:

a) One is devolution of authority from centre to lower bodies in the hierarchy of administration. The devolution applies both to decision making and execution.
b) The second implication is decentralization allocation of funds to different territorial areas composing the country. According to this principle finance is more or less equally distributed over all areas or administrative districts.

c) The Third implication is decentralization of development projects instead of their concentration in and around big cities as few select areas (Mandal: op-cit)

4.6 Planning Process in Arunachal Pradesh

In Arunachal pradesh decentralised planning has been adopted for implementing anti-poverty programmes. *Zila Parishads* are functioning as District Planning Boards in which DRDAs (at present Project Directors) are ex-officio Secretary of these Planning bodies. Closely linked with the concept of decentralised planning is the delegation of financial power and accordingly by an order in 1989 the State Government has empowered the Deputy Commissioner to accord administrative approval and expenditure sanction to the tune of rupees one Lakh for the "work scheme" and Rs.50000 for "other services" (*Draft Annual Plan: 1994-95:31*) This apart there is no district sector scheme except those taken up under united fund. (*Ibid: 31*)

4.6.1 Organisational Set up

A success of decentralised planning needs a good planning organisation. In Arunachal Pradesh the organisational set up in the process of decentralised planning became discernible since 1989. At State level there is planning and
development Department which looks after sectoral planning and centrally sponsored schemes for rural development. Taking advantage of this Central Scheme, one post of joint Director (Planning), one post of Deputy Director (Planning). Two posts of Research Officers and one post of senior research Assistant have since been created.

For the setting up of District Planning unit, eleven posts of District Planning officers (DPO) along with eleven Research Assistants and eleven LDCs have been created under the centrally sponsored schemes. The State Planning Board is the apex body for plan formulation in the State. The composition of State Planning Board is as under:

Chairman Chief Minister
Deputy Chairman As may be appointed from amongst non-officials from time to time. At present one MLA has been appointed as Deputy Chairman
Members All Ministers, Chief Secretary, Development Commissioner (PWD), Commissioner (RWD), Commissioner (Finance) Commissioner (Power)
Member Secretary Commissioner (Planning & Man Power)

However the organizational set up of the State Planning Board is not rigid. Since Sept. 1996, an MLA has been appointed as the Chairman of the Board.
The District Planning Body in each of the district has been set up by way of declaring Zila Parishads as District Planning Bodies under the Chairmanship of the respective Deputy Commissioners. The composition of Zila Parishad is as under:

**Chairman**  
Deputy Commissioner

**Vice Chairman**  
Vice-President, Zila Parishad

**Member**  
Zila Parishad Member

**Ex-officio**  
DRDO, however, a proposal for including DPOs as the Members Secretary to the District Planning Bodies are now under consideration of the Government.

At block level though there is not a planning body, the machinery involved in the process of implementation of anti-poverty programme is constituted as under:

**B.DO**  
Chairman

**Anchal Vice-president:**  
Public Representative the village level the body involved in the process consists of:-

**A.S.M.**  
Chairman
The DRDA is another major institution concerned with Decentralized Planning. It was established at the beginning of the Sixth Plan and implementation of schemes to be taken up at local levels under the IRDP. But presently this agency forms a part of administrative system for the anti-poverty programmes.

The DRDA in Arunachal Pradesh is headed by the Project Director earlier known as DRDO. Besides, there are APOs for monitoring and evaluation, DWCRA schemes, etc. Supervising Inspector/Sub-inspector, Technical Assistant, who are together said to constitute the planning team of DRDA. All these officers are responsible for planning Project formulation as well as implementation in their respective sectors.

A special feature of these institutions are that it is registered as society whose ultimate control is vested in a governing council headed by district Collector (Deputy Commissioner in Arunachal Pradesh (Prasad: op-cit: 90). The DRDO, presently designated Project Director, is ex-officio Secretary of the Council designated as District Planning body in Arunachal Pradesh.
4.7 Other Institutions related to Poverty Alleviation Programmes

Different institutions other than the nodal rural development department and DRDA work in the State for promoting rural development in one way or the other. One of them is the State Institute of Rural Development (SIRD) which was established in June 1993 to promote, among other things, the study of rural development programmes in all aspects of Arunachal Pradesh keeping pace with the social changes and economic needs and aspiration of the people (State Institute of Rural Development Naharlagun).

The SIRD is an autonomous body which aims at training field personals organizing workshops and seminars in connection with rural development programmes. Functionally, it is neither an implementing body nor a planning body. But the training to field personals helps them in understanding the planning process for implementation of poverty alleviation programmes. The nature of decentralised planning depends more on the functioning style of the field personnel than the planning structure itself. Hence, SIRD’s role is functionally related to promoting decentralised nature of planning.

Table No: 4.1
Arunachal Pradesh: Training Courses of State Institute of Rural Development (SIRD), 1996-97

<table>
<thead>
<tr>
<th>Sl. No</th>
<th>Title of the Courses</th>
<th>Level of Participant</th>
<th>No. of Trainees</th>
<th>No. of Courses</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Orientation training Course on Rural Development programme and role of Papum pare District.</td>
<td>Village level workers (VLW)</td>
<td>145</td>
<td>5</td>
</tr>
<tr>
<td>Course</td>
<td>Description</td>
<td>Participants</td>
<td>Instructor</td>
<td></td>
</tr>
<tr>
<td>--------</td>
<td>-------------</td>
<td>--------------</td>
<td>------------</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Courses of DWCRA in Arunachal Pradesh</td>
<td>Assistant Project Officer</td>
<td>13</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Training cum workshop on Panchayat and decentralized Planning</td>
<td>Members of Anchal Samitee and Gram Panchayat of West Kameng District</td>
<td>160</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Course on integrated watershed management in the special context of rural development.</td>
<td>Assistant project officer, Extension Officer, Juniors engineers</td>
<td>63</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Course on management of rural development programme</td>
<td>Extension Officer, Assistant Project Officer (RE)</td>
<td>20</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Course on integrated watershed management in the special context of Rural development programmes</td>
<td>Extension officer (agriculture, veterinary, Engineering)</td>
<td>20</td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>Course on Multi level planning in Arunachal Pradesh</td>
<td>District level Officers of Development Department</td>
<td>20</td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>Foundation Course for BDOs of Arunachal Pradesh</td>
<td>BDOs and Joint BDOs</td>
<td>40</td>
<td></td>
</tr>
<tr>
<td>9</td>
<td>Training cum workshop on methods and Techniques of Rural industrialization and implementation programme in A.P</td>
<td>Extension Officers (Industries)</td>
<td>20</td>
<td></td>
</tr>
<tr>
<td>10</td>
<td>Course on role of voluntary Organization in rural Development Programme</td>
<td>Representatives of Voluntary Organizations of A.P</td>
<td>20</td>
<td></td>
</tr>
<tr>
<td>11</td>
<td>Course on Planning and implementation of Rural development Programme</td>
<td>Extension Officers(Agriculture/ veterinary / Fisheries)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

*Source: SIRD, Naharlagun, Arunachal Pradesh*

During the year 1996-97, the SIRD has conducted twenty one training programmes in eleven different courses in different districts of Arunachal Pradesh. A total of 557 participants from Panchayat bodies and field personnel.
of government departments were imparted training. The training programmes are shown in Table No: 4.1

The ICDS in spite of the specificity of its objective has a link with poverty alleviation programmes by encouraging the rural women who are members of ICDS centers and who are below the poverty line to form into DWCRA group if they had not done so. Such a function of the ICDS points to the nature of Decentralized Planning which aims at the involvement of local human resources.

4.8. Poverty Alleviation Programmes and Achievements In Arunachal Pradesh: An Overview:

All the Poverty Alleviation Programmes for rural development are said to provide packages of assistance and services to the target group of rural population so that they can employ themselves in a subsistence vocation and earn enough income to covers the poverty line and improve their overall standard of living. These programmes fall into three categories namely:

i) Central schemes funded cent percent by the Govt. of India.

ii) Centrally sponsored schemes funded jointly by centre and the State Government at given ratio;

iii) State Plan schemes funded cent percent by the State Government for the present purpose centrally sponsored schemes aiming at creating rural infrastructure and generating wage-employment under JRY/EAS/IAY/MWS
Fig No: 4.1
Arunachal Pradesh: Financial Achievements Under Poverty Alleviation Programmes during Eighth Five Year Plan

![Graph showing financial achievements](image-url)
and providing self employment under IRDP/DWCRA/TRYSEM have been discussed.

An analysis of the above schemes has been undertaken so as to understand the planning process for their implementation.

Table No: 4.2

Arunachal Pradesh: Financial Achievements under Poverty Alleviation
Programmes during Eighth Five Year Plan

<table>
<thead>
<tr>
<th>Programmes</th>
<th>Pattern of Funding Center: State</th>
<th>Funds available with DRDA (in Lakhs)</th>
<th>Funds Utilized (Rs in Lakhs)</th>
<th>Percentage of utilization</th>
</tr>
</thead>
<tbody>
<tr>
<td>IRDP</td>
<td>50:50</td>
<td>3366.556</td>
<td>2553.05</td>
<td>75.83</td>
</tr>
<tr>
<td>TRYSEM</td>
<td>50:50</td>
<td>310.1</td>
<td>155.9</td>
<td>50.27</td>
</tr>
<tr>
<td>DWCRA</td>
<td>50:50</td>
<td>281.42</td>
<td>137.41</td>
<td>48.82</td>
</tr>
<tr>
<td>ITKRA</td>
<td>100:00</td>
<td>105.32</td>
<td>50.188</td>
<td>47.65</td>
</tr>
<tr>
<td>JRY</td>
<td>80:20</td>
<td>1882.44</td>
<td>1210.21</td>
<td>58.79</td>
</tr>
<tr>
<td>IAY</td>
<td>80:20</td>
<td>336.10</td>
<td>77.97</td>
<td>23.19</td>
</tr>
<tr>
<td>MWS</td>
<td>80:20</td>
<td>105.03</td>
<td>41.42</td>
<td>39.43</td>
</tr>
<tr>
<td>EAS</td>
<td>80:20</td>
<td>7381.82</td>
<td>5047.74</td>
<td>68.38</td>
</tr>
</tbody>
</table>

Source: Department of Rural Development, Government of Arunachal Pradesh, Itanagar

Table No: 4.3

Arunachal Pradesh: Physical Achievements under Poverty Alleviation
Programmes during Eighth Five Year Plan

<table>
<thead>
<tr>
<th>Programmes</th>
<th>Unit of Physical Achievement</th>
<th>Target</th>
<th>Achievement</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>IRDP</td>
<td>No. of beneficiary assisted</td>
<td>60942</td>
<td>72689</td>
<td>119.27</td>
</tr>
<tr>
<td>TRYSEM</td>
<td>No. of Persons trained</td>
<td>7934</td>
<td>4517</td>
<td>56.93</td>
</tr>
<tr>
<td>DWCRA</td>
<td>No. of women ‘s groups organized</td>
<td>1569</td>
<td>1078</td>
<td>68.70</td>
</tr>
<tr>
<td>ITKRA</td>
<td>No. of Kits supplied</td>
<td>5356</td>
<td>3288</td>
<td>61.38</td>
</tr>
<tr>
<td>JRY</td>
<td>Man days generated (in Lakhs)</td>
<td>41.32</td>
<td>27.91</td>
<td>67.54</td>
</tr>
<tr>
<td>IAY</td>
<td>No. of Houses constructed</td>
<td>2678</td>
<td>1821</td>
<td>67.99</td>
</tr>
<tr>
<td>MWS</td>
<td>No. of wells constructed</td>
<td>NA</td>
<td>201</td>
<td>-</td>
</tr>
<tr>
<td>EAS</td>
<td>Man days generated</td>
<td>130</td>
<td>111.59</td>
<td>85.83</td>
</tr>
</tbody>
</table>

Source: Department of Rural Development, Government of Arunachal Pradesh, Itanagar
Fig No: 4.2
Arunachal Pradesh: Physical Achievements under Poverty Alleviation Programmes during Eighth Five Year Plan

![Bar chart showing fund allocation in lakhs for different poverty alleviation schemes.]

- **IRDP**: Target: 70,000, Achievements: 60,000
- **TRYSEM**: Target: 10,000, Achievements: 8,000
- **DWSCA**: Target: 5,000, Achievements: 4,000
- **ITRCA**: Target: 3,000, Achievements: 2,000
- **JRY**: Target: 2,000, Achievements: 1,000
- **IAY**: Target: 1,000, Achievements: 500
- **MWS**: Target: 500, Achievements: 300
- **EAS**: Target: 300, Achievements: 200
4.8.1. Integrated Rural Development Programme (IRDP)

The IRDP has emerged as one of the most important beneficiary oriented plan for rural development in India. Integrated Rural Development is an approach which through a better utilization of local resources and by creating infrastructural facilities for economic and social development, aims at improving the equality of life of the rural population, especially the rural poor by creating expanded employment and income earning opportunities for them. The main objective of IRDP is to provide assistance to families living below poverty line and to enable them to improve their income and generate employment.

a) Salient Features

i) A family is generally taken to be the unit for the purpose of giving assistance

ii) A family with an annual income of Rs.11, 000/- or less with reference to the price level of 1991-92 is considered below the poverty line. The focus on the poorest of the poor and therefore, priority is given to rural poor with annual income below the cut off line of Rs, 8, 500/-

iii) The family below poverty line covers small farmers, marginal farmers, agricultural labourers rural artisans etc.

iv) Forty percent of those assisted should be women. However, priority is to be given to physically handicapped persons*
v) Subsidy is fifty percent of the cost of the scheme subject to the maximum of Rs.6000/-. In case, more than one member from a family assisted by giving separate scheme to each members, the total subsidy admissible to the family is Rs.6,000/-. 

vi) Cash payment is admissible only for working capital. The cost of the scheme includes insurance provision for assets supplied under IRDP. Insurance of livestock is a compulsory provision. Though credit is mandatory in the norms for assistance on the IRDP, it is not compulsory up to the estimated cost of Rs.4,000/- of any project. 

vii) Under the IRDP such schemes in which beneficiary is interested and for which necessary physical facilities and infrastructural support as well as marketing are available are considered. 

viii) Application for credit are sponsored to the financial institution by B.D.O. usually twice in a year first by the end of the September and the second, by the end of December in every year. 

ix) Credit is provided unto an amount of Rs.10000 without any security but the assets under the project are hypothecated to the concerned financial institution. In case of industry, service and business factors, the limit of this loan amount is Rs.25,000. 

b) Achievements
During the Eighth Five Year Plan period as can be seen from Table No: 4.3, the number of beneficiaries recorded being assisted stands at 72689 out of set target of 60942. The percentage of achievement is noted 119.27%. In terms of financial achievement, Rs.2553.05 Lakhs have been utilized out of 3366.556 lakhs available with DRDA for the purpose of recording 75.83 percentage of fund utilization (Table No: 4.2)

4.8.2. Training for Rural Youth for Self-Employment: (TRYSEM)

It started as a national scheme in 1979 and was merged into the integrated Rural Development Programme in 1980. The main objective of the programme is to provide technical and managerial skills to rural youths who need to acquire skills from families below poverty line. The programmes covers the self-employment opportunities in all the three producing sectors and provide assistance for strengthening of existing infrastructure. (Pandey: 1990:77)

a) Salient Features

i) The target group for assistance under TRYSEM comprises rural youth from poor families in the age group of 18-35 years; the upper limit being relax able up to 45 years.

ii) At least 40 percent of beneficiaries should be women and three percent the physically handicapped persons.

iii) Training is to be done in recognized institution or in government production-cum-training centers, such as ITI, craft centers etc.

iv) Tool kits are provided to trainees free of cost subject to a maximum of Rs.600
v) Honorarium is paid at the rate of Rs.100 and Rs.75/- per trainee per month to training institution and master craftsmen with a limit of ten trainees respectively. Trainees receive stipend at the rate of Rs.50/- per month during training within the village and Rs.250/- if trained outside with the provision of free accommodation and Rs.300/- without accommodation. Journey expenditure is provided to trainees residing in hill areas. There is also the provision for daily stipend if period of training is less than one month.

vi) For raw materials, training institutions/master craftsmen are provided with a sum of Rs.60/- per trainee every month during the training period subject to a limit of Rs.500/-. 

viii) Willing TRYSEM trainees are provided assistance under IRDP on completion of TRYSEM programme.

b) Achievements

With reference to Table No: 4.2 and Table No: 4.3, the achievements in terms of fund utilization and target realization are not satisfactory. Out of Rs.310.1 Lakhs available with DRRDA under this programme, an amount of Rs.155.9 i.e. 50.27 percent has been utilized. Similarly, out of a target of 7434 persons identified for training, 4517 persons have been trained there by recording only 56.93 percent of physical achievement.

4.8.3. Development of Women And Children In Rural Areas (DWCRA)
The programme of DWCRA is a component of IRDP which was introduced during the year 1982 with UNICEF co-operation to strengthen the rural woman of families below poverty line. It aims at raising the income level of women of poor household and to improve their access to basic services of health, sanitation, education, childcare, nutrition etc.

a) Salient Features

i) The selection of beneficiaries under DWCRA scheme is same as that of under the IRDP programme. The first stage of the programme is the formulation of groups of women from households below poverty line in the rural areas. The groups of women are assisted by the Gram sevika/Extension Officer for working procedure.

ii) For each group, an amount of Rs.15,000/- called revolving fund, is given by the centre, state and UNICEF in equal share. The allotted fund in the groups are usually meant for the purposes of purchasing raw materials, organization of market, infrastructure support, one time expenditure on child care activities, Rs.50/- per month to group organizer, Rs.500/- to meet traveling allowance of group members for the purpose of project work. In addition to this each women group is admissible to the benefits of loan and subsidy to individual members under IRDP.

iii) A single group can take up more than one activity at a time depending on the aptitude and skill of the individual members of the group.
iv) An amount of Rs.200 is given for traveling allowances annually to the group organizers.

b) Achievements

Table No: 4.2 shows that during Eighth Five Year Plan, an amount of Rs.137.41 lakhs was utilized out of Rs.281.42 lakhs available with DRDA. During the plan period, 1078 women’s group have been organized out of the target set at 1569 (Table No: 4.3) In terms of financial and physical achievements, 48.82 percent and 68.70 percent respectively have been achieved, on noticeable aspect of DWCRA is that group activities have been carried on with the amount given for the revolving fund without loan till 1993-94 (IRDP Programmes of Arunachal Pradesh :1993-94 : 21)

4.8.4 Improved Tool Kits to Rural Artisans(ITKRA)

This scheme is implemented as a part of IRDP to enable the rural artisans to enhance the quality of product and to increase the production and their income and lead a better quality of life with use of tools. It also aims at reducing rural urban migration. The scheme covers both subsidy and bank credits, proto types of modern tools in pottery, carpentry, blacksmith, etc, have been designed. The average cost of a tool-kit is Rs.2000/- and the unit cost is fixed by DRDA concern selected artisans are provided with extension and training programmes for the use of modern tools.

a) Achievements
During the period of reference 47.65 percent of the fund available with DRDA, have been utilized (Table No: 4.2) by supplying 3288 number of kits which constitute 61.38 percent of the target set (Table No:4.3)

4.8.5. Jawahar Rozgar Yozana (JRY)

Jawahar Rozgar Yozana aims at two objectives, i.e., generating additional gainful employment for the unemployed man and women in rural areas and creating infrastructure for economic development and creating community assets for overall improvement in the quality of life in the rural areas.

a) Salient Features

i) People below the poverty line are the target group. They are engaged in employment opportunities on the payment of daily wages. Thirty percent of employment opportunities are available for women.

ii) The central allocation is made on the basis of the ratio of rural poor in a State/union territory to the rural poor in the country.

iii) In Arunachal Pradesh the allocation of fund to district is based on population criterion. *

iv) Fund allocation to Anchal Samitees is made by the DRDA on the basis of number of Gram Panchayat under each Anchal samitees and population under it.

v) For each Gram pinhead, allocation of fund equals to the product of the number of members in that Gram Pinhead and ‘F’ a quotient; where F=A B; and A= Funds available with DRDA for district Anchal Samitees.
vi) Contractors or middlemen are not engaged in the execution of Jawahar Rozgar Yojana works.

vii) At least sixty percent of estimated cost of a project has to be spent on wage component which consists of no provision of food grain in Arunachal Pradesh

b) Achievements

In terms of financial achievement, 59.95 percent of the funds available with DRDAs were spent during the period of reference as can be seen in Table No: 4.2. In terms of physical achievement (Table No: 4.3), 27.91 lakhs mandays were generated during the same period which is noted 67.54 percent of the set target.

4.8.6. Indira Awas Yozana (IAY)

The Indira Awas Yozana is a sub-scheme of JRY which aims to providing low cost houses free of cost for the poorest of poor including scheduled tribes.

a) Salient Features

i) Ten percent of the resources at the national level under JRY are earmarked for this programme

ii) Rs.14,500 is the cost ceiling of the house. Any additional requirement may be made by the beneficiaries from their own source. Houses are to be built in clusters as to facilitate provisions of common facilities. In case of individual families getting the benefit the houses are constructed without cluster approach.
iii) The allotment of house is in the name of the female beneficiaries of household. It may also be in the joint name of husband and wife. Widows generally get higher priority.

v) The beneficiaries are to make their own arrangement for construction to suit their requirements.

v) Wage component, role of contractor/middle-men and employment provision are similar to the provision under JRY.

b) Achievements

The achievement made under Indira Awas Yozana is not satisfactory as can be seen from Table No: 3.2 and Table No:3.3. Only 23.19 percent of fund available with DRDAs under these schemes is utilised to construct 1821 numbers of houses which is 67.99 percent of the set target.

4.8.7. Million Well Schemes (MWS)

The Million Well scheme is a part of JRY. It aims at providing open irrigation wells free of cost to small and marginal farmers belonging to families below poverty line including scheduled tribe where wells are not possible. The fund earmarked for MWS is utilised for irrigations, tank, water harvesting structure, land development, irrigation channel etc. Twenty percent of the total JRY allocation is earmarked for MWS. This fund cannot be diverted to general scheme. The beneficiaries already assisted under IRDP/ASMF for minor irrigation/land development are not eligible to get assistance under this scheme.

a) Achievements
The achievement is shown in Table No 4.2 and Table 4.3. is not satisfactory under this scheme. Only 39.43 percent of available fund is utilised with no record of Target set, however in Eighth Five Year Plan, 201 Nos. of wells were constructed.

**4.8.8. Employment Assurance Scheme (EAS)**

The aim of this scheme is to generate employment opportunities to the rural poor. Its secondary objective is the creation of economic infrastructure and community assets for sustained employment and development.

**a) Salient Features**

i) All able bodied adults in rural areas over 18 years and below 60 years of age get this benefit.

ii) A maximum of two adults per family are provided the assurance of 100 days employment.

iii) Works should be labour intensive only which result in the creation of valuable productive asset.

**b) Achievements**

In terms of financial and physical achievements 68.38 and 85.83 percent of fund utilization and of target man days generated respectively have been recorded in Arunachal Pradesh during Eighth Five year plan period as can be seen with reference to Table No: 4.2 and Table No:4.3.

**4.9 Implementation Process of Poverty Alleviation Programmes:**
The process of implementation of anti-poverty programmes suggests a decentralised nature of planning involving the participation of members of Gram Sabha at village level. At the district level there is the provision of quarterly meetings but in most of the cases Zila Parishad meetings are held less than four times. As has been discussed, the D.C. is the Chairman of the meeting and the Project Director is the member Secretary. Heads of the Departments concerned with providing opportunities for socio-economic development attend the meeting as members to examine the technical aspect of the scheme approved by the Zila Parishad, MLAS, ZPMS, Anchal Samity Vice-Presidents and the District President are also asked to attend the meeting, performance of earlier schemes are dropped if their performances are found to be unsatisfactory. People’s representatives make suggestions, but the decision of government machinery prevails. Member of schemes are approved on the basis of funds available with the DRDAS.

Considering the population and possibility of implementation of programme in relation to physical constraints, schemes are intimated to B.D.Os. The BDOs intimate the ASM about the scheme. The ASM call the meeting at village level. Though all the members of Gram Sabha are required to attend the meeting in practice, Gram Panchayat Members and few influential village elites attend it. The VLW attend the meeting as the government delegate. The names of beneficiaries are finalized and are sent to the BDO. The BDO in turn consolidates the list for the block in meeting in which Extension Officers, ASMs, etc. are
the list for the block in meeting in which Extension Officers, ASMs, etc. are members. The list of beneficiaries form at the Block is submitted to DRDA. During Block level Plan, the DRDA prepares the district level annual plan equivalent to the value of 125 percent of allocation of fund for the district and priority of schemes prepared by Anchal Samitees. Then this plan is placed before the governing body of DRDA for the scrutiny and approval. The BDO sponsors the credit application of the beneficiaries to the concerned branch.

The beneficiaries are selected from a list of families below poverty line which was prepared at the beginning of Eighth Five Year Plan.

4.10 Concluding Statement:

The analysis of planning process and achievement of tribal development programmes in Arunachal Pradesh during the Eight Five Year Plan period leads to the following broad conclusion:

a) The Indian planning exercise has passed through an evolutionary process involving various stages on its quest for realizing the goal of achieving rural development with the central focus on eradication of poverty. In Arunachal Pradesh Poverty Alleviation Programmes have been launched for the development of the tribals and tribal villages The review of Indian planning process relating to the Tribal Development in particular shows various stages At the initial stage the Community Development Programmes with Panchayati-Raj system with participation of people at
ii) Planning in India began at the national level with a highly centralized approach for the economic development. During the Second and Third Five Year Plan emphasized on the importance of village level plan through people's participation. It also emphasized on the methodology for preparing state plan for Rural Development on the basis of district and block plans. During the reference period the planning was more or less a theoretical comprehension without significant practical base. The policies were taken up only at higher level and paid little attention at the local level.

iii) In 1969, the planning commission worked out guidelines for District Planning. The planning at District and Block level had a real beginning during the year 1977. The Sixth Plan continued the emphasis on decentralization and formulated a central programme for strengthening at the district level. The recommendations and reports from various committees during the course of time have led to gradual approach towards the introduction of District Planning during the Seventh Five Year Plan.

iv) Poverty Alleviation Programmes mainly operate in Districts and Blocks of the country. The very essence of decentralised planning is active participation of the masses in the formation and implantation of policies. The decentralised planning institution would handle the antipoverty programmes because of their intimate knowledge of the local economic, social and cultural milieu, historical legacies and group alignments. Poverty
alleviation programmes and the decentralised planning go together in objective realization

v) In Arunachal Pradesh decentralized planning has been adopted for implementing antipoverty programmes. Zila Parish ads are functioning as district planning board in which DRDA are ex-officio secretary of these planning bodies. In Arunachal Pradesh the organizational setup in the process of decentralised planning became discernible since 1989. At state level there is planning and development department which look after sectoral planning and centrally sponsored schemes for Rural Development.

vi) In Arunachal Pradesh, the district planning body in each of the district has been set up by way of declaring Zila Parishad as district planning bodies under the chairmanship of the deputy commissioner. At the block level though there is not a planning body, the machinery involved in the process of implementation of antipoverty programmes constitutes Block development Officer, Anchal vice president, Anchal Samitees members, Village level workers, gram Panchayat member and all members of gram Sabha

vii) Other institution related to Poverty Alleviation Programmes under Rural Development Department in the state is SIRD (State Institute of Rural Development). The SIRD is an autonomous body which aims at training field personals and organizing workshop and seminars in connection with rural development programmes. Functionally it is neither an implementing
body nor a planning body. But the training to field personals helps them in understanding the planning process for implementation of Poverty Alleviation Programmes. SIRD's role is functionally related to promoting decentralised nature of planning. During the year 1996-97 the SIRD has imparted training on the role of Panchayat, management of Rural Development Programmes, training courses on multi level planning etc. The ICDS under Social Welfare Department in the state has also link with Poverty Alleviation Programmes by encouraging the rural women to form DWCRA groups in the villages.

viii) In Arunachal Pradesh, Poverty Alleviation Programmes are funded both from the Centre and State. The pattern of funding falls into three categories; they are cent percent Centrally funded schemes, Center and State government funded at given ratio, and cent percent state fund. IRDP, TRYSEM, DWCRA, are shared equally by state and center at the ratio of 50:50. ITKRA is fully funded by center. Schemes like JRY, IAY, MWS, and EAS are shared by both center and state at the ratio of 50:50.

ix) During the Eighth Five Year Plan schemes under IRDP, EAS and JRY got more importance among all the programmes under Poverty Alleviation Programmes in terms of financial achievement. Other programmes TRYSEM DWCRA ITKRA got lesser importance among all the schemes. IRDP shares the highest fund utilization sharing 2553.05 Lakhs Rupees. MWS shares the lowest share of fund utilization with only 41.42Lakhs Rs
out of the total fund utilization during the Eighth Five Year Plan. In terms of physical achievement also, IRDP shares the highest with 72689 beneficiaries were assisted during the reference period. The IRDP has emerged as one of the most important beneficiary oriented plan for the rural development in India. The main aim of IRDP is to provide assistance to families living below poverty line and to enable them to improve their income and generate employment. The percentage of achievement is noted 119 percent.

x) TRYSEM covers the self employment opportunities in all the three producing sectors and provide assistance for strengthening of existing infrastructure. It provides training and managerial skill to rural youths. The achievement in terms of fund utilization and target realization are not satisfactory during the eighth five year plan period.

xi) DWCRA is a component of IRDP which was introduced during the year 1982 with UNICEF cooperation to strengthen the rural women. In terms of financial and physical achievements 48.82 percent and 68.70 percent respectively have been achieved.

xii) Under ITKRA 47.65 fund available with DRDA have been utilized by supplying 3288 number of kits which constitute 61.38 percent of the target set.
xiii) Under JRY, 27.91 Lakhs man days were generated during the same period which is noted 67.54 percent of the set target. JRY aims at two objectives, generating employment and creating infrastructure in the rural areas.

xiv) IAY is a sub scheme of JRY which provides assistance cost of housing in the rural area. The achievement made under Indira Awas Yojana is not satisfactory as can be seen. Only 23.19 percent of fund available with DRDA’s under these schemes is utilized to construct 1821 number of houses which is 676.99 percent of the set target.

xv) MWS is also a part of JRY. It aims at providing open irrigation wells free of cost to small and marginal farmers belonging to families below poverty line. The achievement in this scheme is also not satisfactory. Only 39.43 percent of available fund is utilised with no record of target set, however in Eighth Five Year Plan 201 Nos of wells were constructed.

xvi) EAS is also an employment generating scheme by creating economic infrastructure and community assets. In terms of financial and physical achievement 63.38 and 85.83 percent of fund utilization and of target man days generated respectively have been recorded in Arunachal Pradesh during the Eighth Five Year Plan period.

xvii) The beneficiaries of the above schemes are selected from a list of families below poverty line which was prepared at the beginning of Eighth Five Year Plan.