Chapter II

REVIEW OF RURAL DEVELOPMENT PROGRAMMES

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2.01 INTRODUCTION:

In the development of rural societies, both voluntary groups and the Government have played an important role in formulating programme strategies. Under British rule, though the environment was not quite conducive to development, some efforts stand out for their contribution to the evolution of rural development strategies.

In the beginning of current century, when a certain degree of political unity and nationalist in India was attained, the British were forced to launch certain developmental programmes for rural reconstruction. The passing of ‘The Indian Cooperative Societies Act’ in 1904 could be conceived as a rural development measure. In the same sense, laws pertaining to tenancy rights, rents, consolidation of land holdings, regulation of money lending and marketing of agricultural commodities could also be termed as rural development measures. The various attempts and efforts made for rural development in India.

Up to 1920, Christian Missionaries made attempts for rural reconstruction and development by helping families of the Christian converters and famine hit orphans. It was
found that the most of these efforts and attempts were initiated as experiments and confined to the Christian converts only. The social and moral improvements were given more emphasis rather than economic improvement. The experiments made by the Christian Missionaries in organizing settlement and cooperatives societies faced both success and failure. These attempts were successful because of their limited objectives of supporting the converts and looking after their needs. By imparting education, dignity and initiative for development, social standings for the poor families were brought about. These were pioneer attempts in social standings for the poor families were brought about. These were pioneer attempts in social and economic planning. But, the main aim of the Missionaries was to spread Christianity. Thus, their approach made the people hostile and was not acceptable to them. The converts had to give up their customs and traditions in order to achieve progress. The missionaries took lot of pains in helping the people, which made them dependent, delicate and demanding. From the economic angle, it was seen that the areas selected and demarcated
by Missionaries for development soon became over crowded thereby minimizing benefits for the intended beneficiaries. The youth, who were educated, could get the work in farms and cottage industries only. These experiments were made on a limited scale and made no impression on teeming millions who lived in villages, in all parts of India.02

Later, several Indian leaders and social workers also initiated development efforts for the rural areas. National Movement gained momentum and the leaders became aware of the poverty of the rural masses. They diversified their energy and sought to bring about rural development.

2.02 PIONEER PROJECTS FOR RURAL DEVELOPMENT:

A number of outstanding individuals from different walks of life (both within and outside government) motivated a strong desire for rural upliftment launched projects for the development of rural people. Some of these pioneer projects are as follows:
2.2.1 Sriniketan Project 1921:

Shri Ravindranath Tagore conducted the first of such experiment through Shanti-Niketan. Rabindranath Tagore, who was known worldwide for his contribution to literature, art and culture, was equally interested in social reconstruction. He started the Sriniketan Project in 1921. Tagore’s contribution to all round improvement of villages covered by his experiments is commendable.

Tagore’s efforts to help the rural masses had the following objectives:

1. Creating an interest in people to participate in their own development.
2. Helping the people to develop their own resources and
3. Developing leaders from the community to guide the people in their developmental process.

Tagore based his mission on four principles - self-interest, self-respect, self-reliance and joy in work. He carried out the programmes through the Institute of Rural Reconstruction organized by him. This Institute had four major departments - Agriculture, Village Welfare, Industries,
and Education - each with its own programme of work. The Department of Agriculture demonstrated improved methods of farming and introduced crops other than rice. The Village Welfare Department worked for the overall development of the villages. It introduced the system of village level workers. The workers participated fully in the life of the village, identified the problems and areas of concern and reported them to the department. The Department, in turn, studied, analyzed, experimented and came up with appropriate solutions. As a result of these experiments and studies, the Village Welfare Department constituted a medical team to go around and met the requirements of the villages, a training team to educate and develop youth leadership for the villages, and a demonstration team to show new methods of farming and handling of agricultural equipments and also to guide the farmers in following news methods. It also organized scout groups, credit unions, and cooperative and paddy stores. The Department of Industries established technical training centers. It helped the self-employed artisans to meet the local requirements and offered vocational training to the youth. The Department of
Education introduced open-air education and linked up learning with work. It emphasized the dignity of labor.

This project created people’s awareness of their own rich culture and introduced new farm technologies incorporating the key instruments of development. It also created an infrastructure for development even if in a rudimentary form, and incorporated health educational and technical inputs into the programme as Tagore’s vision of rural development was not confined to agriculture alone. However, this project had its setbacks, too. The people who were accustomed to a certain pace of life could not imbibe the new system, which expected faster results within a short span of time. Resources were a major constraint; also, the men trained in rural industry in this project migrated to the towns instead of serving the local community.

2.2.2 Marthandam Project:

The Young Men’s Christian Association (YMCA) started a development experiment in 1921 at Marthandam (Kanyakumari district) under the leadership of Dr. Spencer Hatch. The approach of this project was to provide advice
and assistance to villages to enable them to help themselves. Programme was based on certain principles known as “pillars of policy”.

The project had the following objectives:

1. Developing the rural community using locally available resources.
2. Eliciting people’s participation and enabling them to make their own decisions and plan of action.
3. Promoting self-help and giving priority to the poorest of the poor.
4. Covering the entire community irrespective of religion caste, and
5. Developing a spiritual basis for rural development.

In order to achieve the above objectives, the Marthandam Project followed the following programme strategies:

1. Raising funds at the local level from the community;
2. Demonstrating improved system of farming, animal husbandry, be-keeping, poultry and cattle rearing
3. Promoting cottage industries to generate income.
4. Establishing egg marketing societies and beekeepers cooperatives.

5. Imparting primary education and health education and

6. Organizing leadership-training courses for the villagers.

The Marthandam Project could, to some extent, raise the income level of the community through industries, which had the support of marketing facilities. Local funds were raised for welfare activities thus ensuring people’s participation. A shortcoming of this project was that agriculture, the mainstay of village community, did not get adequate attention. Also, the project could not become financially self-sufficient in the long run as the contribution made by the people started declining due to people’s belief that the project was having the support of foreign funds.

2.2.3 Gurgoan Project 1927:

F. L. Brayne, Deputy Commissioner of the Gurgaon district, started the Gurgaon Project in 1927. This project is popularly known as Gurgaon Scheme.03
The Gurgoan Project had the following main goals:

1. Incorporating the virtues of hard work, self-respect, self-help and mutual support; and
2. Convincing the villagers that improvement is possible by demonstrating the methods to fight successfully against climatic problems, diseases and pests.

Brayne believed that these objectives could be achieved if the elite and spirit of service and duty towards fellow men based them on four fundamental principles viz., village organization, mass education, and leadership. The programmes were carried out with the help of several institutions established by Brayne. The School of Rural Economy was set up to train village guides in scouting cooperatives, agriculture, first-aid, child welfare, public health, domestic and village hygiene, livestock breeding, and elementary veterinary training. It also undertook demonstration of improved seeds, use of iron plough instead of wooden ploughs and use of the Persina Wheel for irrigating the fields. The School emphasized the dignity of labour. The School of Domestic Economy was set up to train in women and child welfare. In this School, participants
were taught elementary education, Sewing, Knitting, Embroidery, Hygiene, Sanitation, First-aid and Child Welfare. The Health Association was set up to supervise and guide the health centers in the district. The nurses at the center also played the role of health visitors and trained the local women in midwifery. The Association organized baby show, health and sanitation weeks and exhibitions.

The project created awareness among the local people that their participation is essential for the betterment of their living conditions; and it also gave a chance to the villagers to know about modern technologies in agriculture. The achievements in terms of building of infrastructure facilities were significant.

Some of the limitations of the project were that the market forces continued to exploit the farmers, as there was hardly any coordination between agricultural productions oriented activities and marketing strategies. The technology (such as Persian wheel and iron plough) helped mostly the better off farmers.
2.2.4 Baroda Project:

The origin of this project goes back to the late nineteenth century when Raja Sir T. Madhavrao, a Minister of the princely State of Baroda, started some social welfare measures for his subjects in the State. However, the project gained momentum when V. T. Krishnamachari, as the Dewan of Baroda, started Rural Reconstruction Centre’s (RRC) with the help of Dr. Spencer Hatch of YMCA. It aimed at developing a capacity for self-help and self-reliance.\textsuperscript{04} The first RRC was established at Kosala in 1932 following the model of Marthandarn center. It was one of the biggest experiments in rural development as it covered hundreds of villages.

The Baroda Project operated mainly to;

1. Change the outlook of the agriculturist and develop a desire for a higher standard of living.

2. Develop village leadership, and

3. Impart adult education.

Initially the project covered 10 villages; later, it was extended to 35 villages. The project carried out economic
development programmes such as kitchen gardening, distribution of improved seeds, weaving, poultry farming and bee keeping and training for cottage crafts. Arrangements were also made for marketing the products through the establishment of cooperative societies. Other programmes of the projects included improved water supply and sanitation, anti-malarial measures, building village roads, adult education, and legislation to tackle social and economic evils.

The Baroda project has provided basic amenities like medical services, irrigation, education, roads, and transport, and also opened up opportunities for development. The enactment of social and economic legislation facilitated literacy. The experiment gave importance to educational development. It emphasized human development and organization infrastructure.05

2.2.5 Sevagram Project:

Gandhi’s concept of rural development was based on self-supporting, self-governing and self-reliant village community where every person’s need was met and people
lived in harmony and cooperation. His programmes were based on the principles of truth and non-violence? Among his programmes for rural development, the Sevagram Project is one of the better known ones. He started this project in 1936 when he settled in Sevagram, a village near Wardha.

The Sevagram Project was based on the following objectives:

1. Service to the less privileged fellow men;
2. Rebuilding the villages and regenerating village resources for meeting village needs
3. Promoting village industries and
4. Developing aspects of human life.

In order to realize this scheme, he began to organize volunteers from all over India. One worker per village was selected and trained in spinning, health, education and sanitation. After training each worker went back to his village to impart training to other villagers. The other strategies of this project included production of essential goods consumed in the villages, introduction of improved agricultural practices and new varieties of crops, removal of
untouchability, and raising the status of the underprivileged.

2.2.6 Nilokheri Project:

This project, also known as the Rehabilitation Project, through started in 1943 became fully operational in 1948 when it developed a new township for displaced persons coming from West Pakistan due to partition of the country, by developing a new township at Nilokheri.06

The main objectives of this project were:

1. To rehabilitate persons;
2. To attain self-sufficiency by utilizing the labour and talents of the refugees and
3. To meet the basic needs of the population

Under the project, the vocational training-cum-production centers were started to give training and employment opportunities to the refuges. ‘Mazdoor Manzill’, a new township, was created for a population of 5,000. The township had facilities like hospitals, schools, and vocational and technical institutions for training, veterinary
and agriculture extension services, and recreational facilities. Each village had a school, which functioned as a community center. In this school, agriculture, animal husbandry and the local crafts were taught. Cooperatives were established to ensure production, supply and sale.

Based on the success of this project, adoption of an agro industrial economy for the development of the nearby rural areas was visualized. There was decentralization in administration for smooth implementation of the programmes. The project was started in a marshy jungle land, which was transformed into a shelter for the refuges with the help of this project.

The main limitation to develop cooperative spirit among the members was lack of the cooperation between technical and managerial staff

**2.2.7 Firka Development Scheme:**

Firka means a group of villages ranging usually between 5 to 20. The Firka Development Scheme was first launched in 34 Firka’s in Madras Province in 1946 by Tanguturi Prakasam and later extended to other Firka’s from 1st April 1950. The objectives of their of this scheme
were provide basic facilities such as free education, improved roads and communication, improved sanitation and better medical care. The scheme covered 50 Firka's consisting more than 250 villages by the end of 1952.

This project had the Chief Minister as the Chairman. He was assisted by a Provincial Board, which consisted of heads department of agriculture, irrigation, cooperation, industries, health, education, etc. At the district level, the entire responsibility of implementing and monitoring the scheme vested with the collector who was assisted by the District Rural Welfare Board comprising district level officials and community leaders.

The major achievement of this scheme was building of infrastructure facilities and the elicitation of people’s participation. The scheme could not, however, bring about coordination between the non-officials and the officials; it also did not make much headway in raising the economic level of the people; and the implementation machinery lacked technical and professional skills.
2.03 RURAL DEVELOPMENT AFTER INDEPENDENCE:

After Independence, the Community Development Projects (CDP) was started on a national scale for developing rural society.

The success of Etawah pilot project encouraged Indian Planners to devise and implement a programme of this nature throughout the country. The CDP was conceived as instrument to transform the social and economic life of the village community as a whole cutting across caste, religious and economic differences. Stressing the need and importance of Community Development Project.

Jawaharlal Nehru noted, “Community Development Projects are of vital importance no so much for the material achievements that they would bring about, but much more so, because they seem to build up the community and the individual and to make the latter the builder of his own village center and of India in the larger sense”.

In the formulation of the Community Development Projects, a major role was played by the Grow More Food Campaign (GMFC) was started in 1943 with a view to augmenting the level of food production through planning
and implementation of short term and long term improvement programmes in agriculture. GMFC was the first organized efforts to increase food production in our country. Even though this campaign was initially started in 1943 in the wake of the Bengal famine, success became prominent only in 1947. The GMFC formed a committee known as the Grow More Food Inquiry

2.3.1 *Etawah Pilot Project*:

This project was launched by the government of Uttar Pradesh in October 1948 under the guidance and help of Albert Mayer. It was a new experiment in rural planning and development. Albert Mayer formed a team of four specialists, a town and village planner, an agricultural extension specialist, an agricultural engineer, and a rural industries specialist in order to give an integrated approach to this project.

There were two important functionaries in the project:

1. The rural life analyst, and
2. The village participation officer who gave an applied social science orientation to the project.
The objectives were:

1. To find out how quickly the methods developed could be reproduced elsewhere.
2. To develop self-reliance at local, district and state level.
3. To increase agricultural production and to improve public health and adult literacy and
4. To increase agricultural production and to improve public health and adult literacy, and
5. To upgrade the technologies of the tools which the people have to work with and to develop village leadership.

In order to achieve these objectives the pilot project had the following programmes:

1. Supply of improved varieties of seeds, chemical fertilizers, green manure and irrigation.
2. Plant protection measures, horticulture development and soil conservation.
3. Animal husbandry through upgrading of cattle and disease control.
4. Provision of cooperative societies for credit, production, and marketing.
5. Better sanitation and health services, maternity and child welfare services.

6. Improvement of roads, water supply, drainage and other public utility services.

7. Improvement of housing.

8. Broad based social education programme by means of adult literacy classes and training camps.

Unlike the early experiments, this project had an organized administrative structure at state, district and village level. The project was visualized as an extension programme, which emphasized local level planning, teamwork, communication, and constant follow-up to respond to the local needs. It adopted a problem identification and problem solving extension approach to enable the villagers to adopt various improved practices.

Initially, the project covered 64 villages; by the end of 1956 covered nearly 400 villages. The results achieved by this project were impressive. In terms of providing infrastructure facilities such as educational institutions, cooperative societies, unions and seed stores, provision for
increased irrigation facilities and provision for public health and other irrigation amenities in the villages, the project’s achievements were quite significant. The income of the farmers increased by about 40 percent within three years of launching as agricultural production increased due to the use of improved seeds, fertilizers, etc. Nearly 42,000 persons were employed in the cooperative brick industry. However, the objective of developing village leadership could not be achieved. The principles of self-help and mutual cooperation on the part of the villagers could not be attained as the programme largely depended on experiments and imitative by the government.

2.3.2 Bhoodan and Gramdan Movements:

Followers of Gandhi continued the work and ideas of Gandhiji on rural development [which is also known as social reconstruction]. Acharya Vinobha Bhave started the Bhoodan and Gramdan movement.

A] Bhoodan:

In 1951 Vinoba Bhave started the Bhoodan Movement [gift of land movement] in Pochampalli [Telangana in Andhra
Pradesh]. Bhoodan is a voluntary contribution of land of have’s to have not. The essential characteristic of this movement was that surplus lands were to be donated by the landlords and redistributed to landless peasants thus imbibing the concepts of sharing and egalitarianism. The target was to obtain 20 million hectares of land by appealing to the good sense of the land owing class and redistributed one acre [0.4 hectares] each to the 50 million landless in India. The movement got off to a good start receiving more than 1.2 million hectares within two years [1952-1954] of which the largest part was collected in Bihar. The movement was able to obtain about 1.7 million hectares of land from 5, 76,000 donors by the end of 1967.

B) Gramdan:

In 1952 paved the way for Gramdan [of village] movement. Initially, Gramdan was defined in these words: If about 80 percent of their landowners of a village are prepared to give up the right ownership of their land and not less than 51 percent of the total land has come under preview, the village has to be considered as Gramdan.’
However, this concept was redefined in 1965 as it was found that the landlords were not willing for a complete transfer of all their properties to the village. Accordingly, only one twentieth of cultivable land was to be donated by all landowners; the ownership of the land was to be vested with the Gram Sabha, and contribution of one fourth of the produce of the land for the Gramnidhi.

The birth of the Gramdan movement took place in Mangroth village in Uttar Pradesh in 1952. This movement assumed its momentum during Vinoba Bhave padayatra [March on foot] through Orissa in 1951 when 26 Gramdans were received. Up to 20th January 1969, 86,709 villages had been received, as Gramdan of which largest was in Bihar followed by Uttar Pradesh, Orissa & Tamilnadu. The difference between Bhoodan and Gramdan is that farmer involved donation from individuals while the latter involved community action. While individual ownership of land is retained in Bhoodan, it is vested in the village community in the case of Gramdan. In Bhoodan the beneficiaries are individuals or a group of individuals while in Gramdan the entire village community is the beneficiary.
One of the major achievements of these movements is that they secured a large amount of land as voluntary donation without restoring of any violence; it was also possible to inculcate the ideas of community solidarity and the spirit of self-reliance in the mind of both the rich and poor.\textsuperscript{11}

The major limitation of Bhoodan movement was that much of the land donated, as Bhoodan were rocky, barren or under litigation. As a result, the landowners could still maintain the control of the entire village communities as they retained the ownership of cultivable and fertile land, which was the basis of economic and social power. The landless peasants, in spite of receiving land, had to fall back on the landlords for their survival as they could not get much benefit from the land they received due the absence of resource needed to develop the land and grow crops.\textsuperscript{12}

The tempo of both Bhoodan and Gramdan movement was affected by red tape and lack of cooperation from the bureaucrats, which resulted in delays in the transfer of the land to the landless. This created an apprehension about the effectiveness of the programme in the minds of the
people. Finally, for some big landowners, voluntary sacrifice on their part by considering a small portion of their land came not so much by a change of heart but by the strategic motive of safeguarding their lands against demand for complete expropriation.

2.3.3 SFDA and MFALDA:

The small farmers Development Agency (SFDA) and the Marginal Farmers and Agricultural Labourers Development Agency (MFLDA), which were started in 1971 following the recommendations of All India Rural Credit Review Committee (1969), were merged into a single agency in 1974. The objective of the programme was to assist persons specially and identified from this target group in raising their income levels. This was to be achieved by helping them, on the one hand, to adopt improved agricultural technology and acquiring means of increasing agricultural production and on the other hand, to diversify’ farm economy through subsidiary activities like Animal Husbandry, Dairying, Horticulture etc. The agencies provide a subsidy of 25 per cent to small farmers and 33 1/3
percent to marginal farmers and agricultural laborers make special effort to ensure that the needs inputs and credit were made available to the beneficiaries by respective credit institutions.\textsuperscript{13}

The Sixth Five Year Plan (1980-85) notes that only half of the beneficiaries were assisted and the bulk of the assistance did not lead to asset creation. The reason for a lower coverage under such purposes has been the progressive erosion in the integrated functioning of the block agency which is the main implementation agency, inadequacies of the credit institutions and lack of coordination and adequate support from concerned departments to the agencies programmes.

\textbf{2.3.4 Crash Scheme for Rural Employment (CSRE)}

The Crash Scheme for Rural Development was introduced as non-plan programme with effect from 1971-72 and it was upgraded as a Central Plan programme in the year 1972-73. The selected rural works under CSRE should be located in areas of each district where other special programme such as SFDA are not in operation; where the
percentage of landless labour and the incidence of unemployment is relatively high and those which were relatively less developed. The basic objective of the CSRE is to generate employment is relatively high and those, which are relatively less, developed. The basic objectives of the CSRE is to generate employment in productive works for 1,000 people in each district, on an average of 2.50 lath man-days of employment should be generated in every district. 14

2.3.5 Food for Work Programme (FPW):

This programme was introduced by the Government of India in 1977-78 as a non-plan scheme to augment the funds of the state government for the maintenance of public works. It aimed at creation of additional employment in rural areas for building up of durable community assets (Such as irrigation of tanks, school buildings, panchayat buildings, drinking water well, laying of village streets, drainage etc. with the use of surplus food grains available for part payment of wages.)
Although the programme was quite successful in generating employment, it suffered from limitations. Since it was implemented on year-to-year basis, the state government felt uncertainty about its continuance and hence did not create administrative machinery for its effective implementation. This programme was merged in the National Rural Development Programme in 1980.

2.3.6 Minimum Needs Programme (MNP)

The concept of MNP emerged and crystallized out of the previous experience of plans that neither growth nor social consumption can be sustained, much less accelerated, without being mutually supportive. The MNP was first introduced in the year 1974-75 with the objective of establishing network of basic services and facilities of social consumption designed to assist in raising consumption levels of those living below the poverty line and thereby improve the productive efficiency of the people. The basic needs of the people identified for this programmatic include elementary education, adult education, rural health, rural roads, rural water supply, rural housing, rural
electrification and nutrition. In the respective urban areas, the programme aims at improvement of urban slums.

2.3.7 Antyodaya Programme:

Antyodaya, a Gandhian concept, is another strategy of developing the rural poor. Rajasthan was the first state to introduce this programme on October 2, 1977. Later on, it was adopted in other states also. Antyodaya; as the name implies, is the upliftment of the ‘last man in the row’.

It aims at raising the living standards of the poorest of the poor in the villages. This will be a great help to them in making them self-reliant and enabling them to take advantage of the general development programme.15

There are basically four salient features of the Antyodaya programme. Firstly, poverty does not remain, merely a statistical abstraction. The poor family is realized as a concrete human reality. Secondly, stress is to lay on the delivery of production assets so that the poor family begins to get regular income from self employment. Thirdly, the government officials themselves proceed to village to identify poorest among the poor instead of waiting for people
to come for assistance. Fourthly, the parameters adopted for selecting families for this programme is strictly followed on the economic basis (income below the poverty line), which varies from state to state.

Being the basic unit of implementation at the field level of the block administration has been charged with the responsibility for proper identification of the beneficiaries also for the implementation and supervision of Antyodaya programme. In other words, it also means that this programme is to live with all kinds of deficiencies and defects in the functioning of the blocks.16

2.3.8 Area Development Programme:

Although some target group oriented programmes are introduced for the benefit of the rural poor, it was realized that in certain areas the mere implementation of such programme would not solve the problems of adject poverty. There are backward areas like drought-prone areas, desert areas, tribal areas, etc., which require special efforts for their development. The Area Development Programme that has been introduced is as follows:
2.3.9 Drought Prone Area Programme (DPAP):

There are certain areas in the country, which could not develop owing to the scarcity of nearly one-fifth of India’s total land area suffers from varying degrees of scarcity in rainfall and is subject to drought. In 1970, the Government of India launched the Rural Works Programme (RWP) in these areas as an employment-oriented programme with special emphasis on labour intensive employment opportunities in soil conservation, afforestation, road construction, and provision of irrigation facilities etc. However, the RWP was unable to provide employment avenues on a regular basis. In 1972-73, the RWP was modified and given the name of Drought Prone Area Programme (DPAP).

The Drought Prone Area was started in 1973. The Drought Prone Area Programme was originally designed as a employment generation programme but later on its focus was shifted to development works so that it could provide a permanent solution to the problem unemployment. The sole responsibility of administering the DPAI rests with the District Rural Development Agency.
The aim of the programme was conservation, development and utilization in an optimum manner of land, water, livestock and human resources in the selected districts. The main thrust of the efforts is the directions of restoration of a proper ecological balance in the above district. For this the concept of integrated area of development was linked to watershed approach.

2.3.10 Integrated Tribal Development Agency (ITDA):

An Integrated Tribal Development Agency (ITDA) was launched in 1974 during the Fifth Plan period (1974-79). The states were asked the frame tribal sub-plans for areas of tribal concentration. The blocks where more than 50 percent of the population comprised tribal were to be included in the tribal sub-plan for the implementation of ITDP. It was hoped that with the introduction of ITDP more resources would flow into the tribal areas for tribal development. The basic objectives of the sub-plan and ITDA are to narrow down the gap between the backwardness of tribal and the economically and socially developed areas, with a view to improve the quality of life of these long
depressed people. Further elimination of exploitation in all forms, speeding up the process of socio-economic development and improving their organizational capacity, are the major objective of the Agency.

2.3.11 Hill Area Development Programme:

The Hill areas of the country, particularly the Himalayan and the Western Ghats regions which constitute about 21 per cent of the total areas and contain 9 per cent of the total population of the country, support the basic live giving natural resources but have fragile and sensitive eco-system. The need to conserve natural resources and the environment, particularly to prevent damage to fragile and irreplaceable eco-systems has been voiced in national policies and programmes for quite some time. The Hill Area Development Programme was started in 1972-73, has been a major step in this regard. The programme emphasized the partial utilization of the resources of the hill areas through specially designed programmes for the development of horticulture, plantation, agriculture, animal husbandry, forestry, soil conservation
and suitable village industries. The focus is essentially on a package of activities that could be absorbed by the people inhabiting hilly tracks. Similarly there are schemes for tribal areas, less developed plan areas, where special programmes have been taken up with assistance provided by the central government, and such areas can be categorized either under special areas programme, specific target group programme or regional development programme.

2.3.12 Command Area Development Programme (CADP):

On the recommendation of the Irrigation Commission and the National Commission on Agriculture, the command Area Development Programme was introduced in 1974-75 during the Fifth Plan as a centrally sponsored scheme. The principal objective of the programme was to increase the utilization of the irrigation potential below the outlet command thereby increasing productivity per unit of land water. This was to achieve through as integrated system of effective water distribution and efficient soil-crop-water management practices.
2.3.13 Desert Development Programme (DDP):

Desert Development Programme a subsidiary to the DPAP was launched in 1977-78 in pursuance of the recommendations of the National Commission of Agriculture. Desert areas in the country reflect more acute form of ecological degradation marked by extreme aridity, shifting sand, scanty vegetation, severe wind erosion, etc. The DDP is designed to control the process of diversification restoration of ecological balance so as to improve the living conditions of the people or these areas. Sand-dune stabilization, shelter-belt plantation, conservation of surface water and recharge of ground water aquifers, efficient water resources management, afforestation grassland and pasture development and horticulture constitute the core activities under this programme. DDP covers 131 blocks of 21 districts in states.

By and large, all the programmes and their approaches were selective, sporadic, piecemeal or sectoral in nature. The Sixth Five Year Plan proposed a single programme operative throughout the country. Thus there is shift in the strategy form indirect programmes for poverty eradication
from the Sixth Plan. Poverty alleviation programme became an integral part of the planning process in the Sixth Plan. The goal of poverty alleviation was sought through two main instruments;

1. A set of self-employment schemes for the rural poor i.e. JRDP and its two sub-programs like TRYSEM and DWCRA

2. Wage Employment Programme like National Rural Employment Programme (NREP).

Later on these schemes were merged into Jawahar Rozgar Yojana in 1989. The Indira Awas Yojana was included in the programme in the Seventh Plan for construction of houses for scheduled caste and scheduled tribes and bonded labour.

2.04 INDIRA AWAAS YOJANA:

The Government of India is implementing Indira Awaas Yojana (IAY) since the year 1985-86 with an objective of providing dwelling units free of cost to the members of scheduled castes, scheduled tribes and freed bonded
labourers living below the poverty line in rural area. From the year 1993, its scope has been extended to cover non-scheduled castes and scheduled tribe’s rural poor subject to the condition that the benefits to non SC/ST should not exceed 40 per cent of the total allocation. From 1995-96 the benefits of the scheme have also been extended to families of the servicemen of the armed and paramilitary forces killed in action. Three per cent of the houses are reserved for the below poverty line disabled persons living in rural areas.

Funds under the scheme allocated to the states/UTs are further distributed to the districts in proportion to the SC/ST population in the district. A minimum of 60 percent of the funds is allocated to the construction of houses for SC/ST below poverty line in the rural area. Indira Awaas Yojana funds are operated by the district Rural Development Agencies (DRDAs)/Zilla Parishad (ZPs) at the district level.

The allotment of house under the scheme is done in the name of the female member of the beneficiary household. Alternatively it can be allotted in the joint name
of both the husband and wife. The beneficiaries are to be involved from the very beginning in construction work and have to make their own arrangements for construction to suit their requirements. As far as possible, houses are building in clusters so as to facilitate provisions of common facilities. The permissible constructions assistance per house is Rs. 20,000 in plain areas and Rs. 22,000 in hilly or difficult areas.

2.05 THE JAWAHAR ROZGAR YOJANA:

The Jawahar Rozgar Yojana (JRY) announced by the Central Government in April 1989, the last year of the Seventh Five Year Plan, is the governmental programme in the field of rural development. The programme has the avowed objective of providing gainful employment to the rural poor. The emphasis here is on the creation of productive work, which would be of sustained benefit to the rural poor or would contribute to the development of the rural infrastructure. Thus, it rightly falls in the series of the employment creation programme, which the government of India has been launching the seventies. The Jawahar Rojgar
Yojana replaces the existing employment generating programmes of the NREP and RLEP; it was started with an annual public expenditure of Rs. 2,000 crores in 1989-1990, and has finally been introduced in the numerous and widespread development blocks in the country. The JRY is easily the most ambitious programme of its kind since Independence. At present it has an annual outlay of Rs. 3,000 crore.

The main characteristics of the Jawahar Rozgar Yojana are as follows:

1. The scheme aims at placing in the hands of village panchayats throughout the country and adequate funds to be provided to run their own rural employment schemes. Every Panchayat with a population of 3,000 to 4,000 would receive between Rs. 80,000 to Rs. 1,00,000 per year.

2. The total central assistance for the scheme is Rs. 2,100 crores for the financial year 1989-90.

3. Devaluation of funds to the states in the Yojana will be determined in proportion to the size of the population below the poverty line, the proportion of scheduled
castes, tribes and agricultural labourers and the level of agricultural productivity. Also, the Yojana envisages providing special consideration to the requirements of hills, deserts and Islands.

4. The scheme proposes to benefit those members of the rural households who presently get employment for less than six months in a year. One member of such households will provide employment for 50 to 100 days in a year.

5. A little less than one third or 30 per cent of employment generated to be reserved for women.

**The objectives of the programme are as under:**

a) Primary Objectives:

   Generation of additional gainful employment for the unemployed and under-employed persons both men and women, in rural areas.

b) Secondary Objectives:

   1. Creation of sustained employment by strengthening rural economic infrastructure.

   2. Creation of community and social assets.
3. Creation of assets in favors of rural poor particularly the SCs and STs for their direct and continuing benefits.

4. Improvement in overall quality of life in the rural areas.

**Target Group under the Yojana:**

People below the poverty line are the target group.

Special Safeguards for certain sections of the Target Group:

1. Preference shall be given to Scheduled Castes/Scheduled Tribes and freed bonded labourer for employment under the Yojana.

2. 30 per cent of the employment opportunities under Yojana will be reserved for women.

**Period of Operation of the Yojana:**

While works under the Yojana can be taken up form execution during any part of the year whenever the need for generating employment is felt, it should preferably be started during lean agricultural periods but may not continue thereafter, if necessary.
**Status of the Scheme:**

The scheme will be implemented as a centrally sponsored scheme on cost sharing basis between the Centre and the State in the ratio of 80:20. In case the Union Territories, entire resources under the scheme will be provided by the Center.

**Strategy:**

The objectives of the programme will be achieved through implementation of the following streams:

First Stream –

The first stream of JRY will be implemented throughout the country broadly as per the guidelines prescribed for this stream.

Second Stream –

The second stream of JRY will be implemented in 120 identified backward districts in different States in the country, where there is concentration of unemployment and underemployment and hence need for intensifying efforts at rural employment, on basis of guidelines prescribed for this stream.
Third Stream –

The third stream of JRY will be implemented by taking up special and innovative projects resulting in sustained employment, as per the guidelines prescribed for the stream.

2.06 BHARAT NIRMAR

The present Mantra is “Bharat Nirman” building of a Nation with progressive and prosperous Rural Bharat. In the regard, Hon’ble Prime Minister extolled that “Bharat Niraman will be a time–bound business plan for action in rural infrastructure for the next four years. Under Bharat Nirman, action is proposed in the areas of irrigation, road, housing, rural water supply, rural electrification and rural telecommunication connectivity. We have set specific targets to be achieved under each of these goals so that there is accountability in the progress of this initiative.” In his address to the parliament while announcing the programme, President Dr. A. P. J. Abdul Kalam has described it as “the platform on which the government will construct its New Deal for Rural India”. The Prime Minister
while addressing a recent conference on Bharat Nirman held under the auspices of Confederation of Indian Industry described the Bharat Nirman as the programme which acts to accelerate the process of reducing gap between Bharat and India and make our rural consumers of processes of wealth. Bharat Nirman is viewed as an effort to unlock rural India’s Growth potential and to be a key for ushering in a new era. It is expected that Bharat Nirman will lead to considerable rural assets creation along with the National Rural Employment Guarantee Act. Bharat Nirman however is a collective agenda in which every Indian has a role either as a user or a partner. The Ministry of Rural development is also committed to fulfill the goal of Bharat Nirman by achieving the targets of rural connectivity rural housing and rural water supply.

The National Common Minimum Programme’ (NCMP) Of the Government is meant for the well being of the common man across the country. The Ministry has been taking up necessary steps to ensure that NCMP in relation to Ministry of Rural Development is fully implemented so as to the economy at least at 7-8 percent and especially by
providing equal opportunity in employment for Scheduled Castes, Scheduled Tribes and other weaker section of population, empowering women and meeting the minimum needs like housing, safe drinking water and modernizing rural infrastructure and thus enhancing the welfare and well-being of the vulnerable section of Indian Populace.

For development to be in consonance with the people’s wishes and aspirations, the emphasis has also been shifted towards the participation of people in the development process through Self Help Groups and Panchayati Raj Institutions.

Gram Sabhas have been assigned important responsibilities and aim is to make it a vibrant forum of self-governance. Two main schemes, one to provide wage employment – ‘Sampoorna Grameen Rozgar Yojana (SGRY)’ to rural poor are under implementation to face the biggest challenge of unemployment in the rural area of the country.

**2.07 NATIONAL EMPLOYMENT GUARANTEE ACT**

The ‘National Employment Guarantee Act’ (NREGA) 2005 has been passed by the Parliament and notified on 7th
September, 2005 with unanimous consent to herald a path breaking law for securing the livelihood of the people in rural areas by guaranteeing 100 days of employment in a financial year to a rural household. The NREGA marks a paradigm shift in the whole strategy of existing wage employment programmes because it is an Act not just a scheme it provides a legal guarantee the NREGA on 2nd February 2006. On the 14th of November, 2004, while launching the National Food For work from Ranga Reddy District in Andhra Pradesh, the Prime Minister had made a promise to replace it with the National Rural Employment Guarantee Act. With this launch, the promise to the people has been honored and the Prime minister’s presence in Andhra Pradesh for launching the programme links this.

The NREGA provides a social safety net for the vulnerable groups and an opportunity to combine growth with equity. Its objective is to ensure that local employment is available to every rural household for at least 100 days in financial year and in that process of employment generation, thus transforming the “Geography” of poverty’. The launch will mean the notification of the Act in the
selected Districts identified for implementation of first phase. The Districts for the first phase have been selected by the Planning Commission based on certain criteria for backwardness. However, within five year, the NREGA will be extended to the whole country.

2.08 Sampoorna Grameen Rozgar Yojana:

With the objective of providing additional gainful employment in the rural areas as also food security, alongside the creation of durable community, social and economic infrastructure in the rural areas, the ‘Sampoorna Grameen Rozgar Yojana (SGRY) was launched on 25th September, 2001 by merging the on-going schemes of Jawahar Gram Samridhi Yojana and Employment assurance scheme. It is a noble programme with unique features. It is fully planned and implemented by the Panchayati Raj Institution (PRIs) in tune with 73 rd Constitution Amendment Act. It has to be seen as a vast human resource in the rural areas that has the potential of transforming the face of the economy as a whole. The Programee ‘is self-targeting in nature with special emphasis
on providing wage employment to women, scheduled castes, withdrawn from hazardous occupations.

2.09 NATIONAL FOOD FOR WORK PROGRAMME:

The ‘National Food for work Programme‘(NFFWP) was launched in the Month of November 2004, in 150 most backward districts of Rural Developments and the State Government .The objective of the programme is to provide additional resources available under the SGRY to most backward districts of the country so that generation of supplementary wage employment and providing of food security through creation of need based economic, social and community assets in these districts is further intensified. The programme emphasizes on water conservation, drought-proofing and land development. Food control measures, rural connectivity in terms of all –weather roads and other productive work for ensuring economic sustainability are also included depending upon local needs.
2.10 SWARNAJAYANTI GRAM SWAROZGAR YOJANA:

The promotion of self-employment amongst the rural poor for their socio economic uplift has been long integral part of the strategy for poverty eradication and development in rural areas. It is a strategy for social mobilization of rural poor for economic upliftment’. Swaranjayanti Gram swarojgar Yojana’ (SGSY) is for the rural poor. The assisted families (Swarozgaris) may be individuals or groups (Self Help Groups). However the emphasis is on the group approach. The objective of the poverty line by providing them income generation assets through a mix if bank credits and government subsidy. It is a holistic programme covering all aspects of self-employment such as organization of poor into Self-Help Groups, training, credit, technology infrastructure and marketing .The programme aims at establishing a large number of micro enterprises in rural areas based on the ability of the poor and potential of each area. In order to provide incentives to rural artisans, SARAS fairs are also organized in various part of the country to promote the sale of products produced by Self-Help Groups.
2.11 PRADHAN MANTRI GRAM SADAK YOJANA

‘Pradhan Mantri Gram Sadak Yojana (PMGSY) was launched on 25th Dec 2000, as a 100 percent centrally sponsored scheme to provide connectivity to unconnected habitation. The scheme is one of the components of Bharat Nirman with the target to provide road connectivity to all villages with a population of thousand (500 in case of hilly or tribal areas) with all weather roads by 2009, It is expected under the scheme that an expended and renovated rural road network will lead to an increase in rural employment opportunities, better access to regulated and fair market, better access to health, education and other public services and thus bright the rural-urban divide and pave the path for economic growth. The National Common Minimum programme of the Government calls for special attention to augmenting and modernizing rural infrastructure consisting of roads, irrigation, electrification, and cold-chain and marketing outlets. In the context of Rural Roads, would ‘men connectivity’. ‘Modernization’ would mean ‘up gradation and maintains’.
2.12 DROUGHT PRONE AREAS PROGRAMMES AND INTEGRATED WASTELAND DEVELOPMENT PROGRAMME:

Land is a critically important national resource, the management of which is vital for economic growth and development of rural areas. Thus the Ministry of Rural development makes the best utilization of land and improves its quality. The Ministry is implementing the scheme namely ‘Drought Prone Areas Programmes’ (DPAP) and ‘Integrated Wastelands Development Programme’ (IWDP) related to development of Wasteland / degraded lands through watershed approach and monitor the progress of implementation of various land reforms measure to improve the economic conditions of rural poor and landless and poor farmers of our country.

Ministry has initiated ‘Hariyali’ empowering the village community thorough the Panchayati Raj Institution. Special emphasis is on rainwater harvesting and desalting of ponds under watershed projects.

The Government is also committed to have greater access to land by landless rural poor through various
inactive pertaining to land reforms. In order to play an effective coordinating and advisory role for the implementation of land reforms, the Land Reforms Division organizes Conferences of Chief Ministry and Revenue Ministers from time to time and, monitors conferment of ownership right to tenants, restoration as well as prevention of alienation of tribal lands, consolidation of holdings, distribution of Government wastelands, ceiling surplus land and Bhoodan land etc. Land Reform measures are very important for improving the relationship between the owners of land the tillers and bridging the gap between the have-not is in rural areas.

One of the constraints in improving the implementation of land reforms is the absence of land record. The scheme of ‘Computerization of Records (CLR)’ is aimed at removing the problems inherent in the manual systems of maintenance and updating of Land Records and to meet the requirements of various groups of users. It was decided that efforts should be made to computerize CORE DATA contained in land records, to assist development planning and to make records accessible to people /
planners and administrators. With view to assisting the States / U.Ts in the task of land records, the centrally sponsored scheme, Strengthening of Rural Administration and Updating of Land Records’ (SRA&ULR) is under implementation.

2.13 ACCELERATED RURAL WATER SUPPLY AND CENTRAL RURAL SANITATION PROGRAM:

The Government of India’s supplements efforts made by States by providing financial and technical assistance under two centrally sponsored programmes namely, the ‘Accelerated Rural Water Supply’ (ARWSP) and the ‘Central Rural Sanitation Programme’ (CRSP)

Rural Drinking Water is also one of the six components of Bharat Nirman and the proposed coverage of the remaining habitation of Comprehensive Action Plan (CAP) of 1999, the quality affected habitation and to address the problem of slippage in the habitations. Special emphasis has also been given on drinking water supply in National Common Minimum Programme. For promoting the role of Panchayati Raj Institutions in the planning,
implementation, operation and maintenance of rural drinking water supply schemes of its choice ‘Swajaldhara’ scheme has also been launched. Under the scheme 90 percent funds towards the project’s cost is provided by the Government and the beneficiary group has to contribute 10 percent of the cost.

Central Government supplements the efforts of the State also in undertaking rural sanitation under ‘Central Rural Sanitation Programme’ (CRSP), which was launched in 1986. CRSP aims at improving the rural poor and to provide the privacy and dignity to women in rural areas. In 1999, ’Total Sanitation Campaign’ (TSC) under restructured CRSP was launched to improve quality of life and promote sanitation in rural areas. TSC follows participatory demand responsive approach, educating the rural households about the benefits of proper sanitation and hygiene. Special thrust has also been given on school sanitation and hygiene education. An incentive scheme called Nirmal Gram Purshkar has been lunched for Panchayati Raj Institution, which is successful in eliminating the practice of open dedication.
2.14 Monitoring And Evaluation of All Rural Development Programmes:

Effective monitoring of the programme is considered very important for effective at the grass root level particularly in view of the substantial step-up in the allocation of funds since the Eight Five Year Plan. The Ministry of Rural Development is also making efforts to keep a constant watch over the proper utilization of funds released under various schemes. Adequate emphasis has been laid on Monitoring and Evaluation of all Rural Development Programmes to ensure optimum utilization of resources. The Ministry has evolved a comprehensive multi-level and multi-tool system of Monitoring and Evaluation for the implementation of its programmes. Appropriate objective verifiable performance indicators have been developed both by the Ministry of Rural Development and the State Authorities for effective programmes monitoring at the District, Block, and signals can be captured well in advance for mid-course corrections.

Realizing the importance of information, Education and Communication (IES), the Ministry has been
endeavoring for the past few years to disseminate information through most of the available modes of communication. IEC activities have been substantially scaled up to create awareness about the various rural development programmes. In order to sensitize media persons about issues and factors relating to rural development, the Ministry has been organizing Press Conferences and media workshops at regular intervals.

In order to ensure capacity building of Panchayati Raj functionaries by providing easy access to information on rural development programmes, it was decided to bring out a monthly Newsletter ‘Grameen Bharat’ by the Ministry. To make it more relevant to the local and micro level needs, from January, 2005 the Hindi and English language versions of the Newsletter printed by the Ministry are sent to the District Rural Development Agencies (DRDAs). The Newsletter usually contains information on the activities of the Ministry of Rural Development including important policy announcements, changes in the existing schemes /guideline etc. release of funds to States / DRDAs etc., which are very important for proper implementation of
various rural development programs. DRDAs have been requested to incorporate State /District specific information pertaining to implementation of rural development programmes, success stories relating to these programmes, rural technology and related matters and add local flavors and translate them in respective regional language of the State and distribute free of cost to all elected members of Gram Panchayats, Block Panchayats and Zilla Parishad, local MPs and Males belonging to the District. Many DRDAs have already started publishing such a Newsletter in an effective manner. Along with changes that have taken place in the industrial and tertiary sectors of our economy in the era of liberalization and globalization, rural economy has also experienced some noticeable changes and it is hoped that present efforts of the Ministry will accelerate the process of human resource development and improve the quality of life of people in the rural areas.
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