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CHAPTER-6
Conclusions and Suggestions

Having studied the problem of poverty in Anand and Kheda Districts in Gujarat it is now possible to summarise the finding; and conclusions of the study. It is also possible to critically examine the entire issue and offer suggestions for eradication of poverty in the state.

The present study had sought to measure the extent of poverty at micro-level and to assess the distribution of population below the poverty line. An attempt was made to identify the causes of poverty. A critical evaluation was also made of the government policies and programmes formulated for the eradication of poverty with special emphasis upon such policies and programmes relating to the State of Gujarat.

A survey of the existing literature on quantification and identification of poverty brought out conclusively that the number of such studies hitherto carried out is inadequate and these studies also suffer from the following significant limitations:

All such studies were aimed to conduct the examination at a macro level only. Such studies by their very nature did not touch the core of reality because it is not possible to know from the top what is going on at the inner base of the mountain. The correct approach necessarily is to direct the problem into small pieces and then to make an intensive effort to assess the reality. However, this is not to suggest that macro-level studies are meaningless. What is intended is to highlight the fact that it is always safe to have several representative micro studies before undertaking a macro-level study for making safe generalizations at the national level. As micro-level studies in the field are totally absent, the quality of all macro-level studies that were attempted so far suffer from a very serious in built handicap.

All the studies are based on secondary data as dished out by the National Sample Survey Organization and also on the data given in various official documents. These studies had thus of necessity to be tailored according to the data available. Therefore, the researchers had to accept the rigid framework of the data and could not broaden
the spectrum of the quest for reality. These advantages can only be attained and gain-
fully made use of in micro-level studies based on primary data.

In the present developmental context in India, rapid changes are taking place on the
economic scene which bring in their trail far reaching changes in social, cultural and
political aspects of life. Therefore, even though a number of micro studies have
already been undertaken, initiation of a new study in this area will be still significant
and of utmost importance as such an attempt is bound to throw up several new facts in
any empirical exercise having a bearing on policy issues. Thus, on its own, the
necessity of a new micro study remains ever green.

The main strategy of planned growth in India has generally been patterned on the
trickle down effect for helping the poor. It is very difficult to measure and quantify its
impact at macro-level. This has contributed to lopsidedness and enhancement of
unintended regional disparities through plan investments despite application of
several correctives from time to time.

The main drawback of our Five Year Plans has been that these were formulated on
macro-level basis and as such were not adequately responsive to the needs of the
poorer sections of the country; A greater G.N.P. (Gross National Product) is no
guarantee to happiness of larger number of people. More production targets may be
achieved without employing larger number of workers or increasing purchasing
power of the poor. A macro-level plan, by its nature is not able to identify distressed
areas and/or depressed groups in different regions in order to facilitate drawing of
need specific plans to overcome local handicaps.

As envisaged in different plan documents, various kinds of micro-level strategies
ranging from multi-purpose community development projects, package approach in
selected areas, special programmes approach of target groups and target areas, have
been tried at different times but the problems of the poor, especially in rural areas,
seem to have defied all these well thought-out solutions. This bare truth has also been
corroborated by a large number of studies during later sixties and early seventies
which revealed that growth in the economy of the country did not have a significant impact on reducing poverty.

The selective impact of the special programmes suggests that the strategy has failed to reach the poor. It has failed to identify and attack the constraints of the poor that come in the way of their participation and of running the schemes successfully. Major limitations of the strategy are likely to be in three areas: (i) The strategy has not identified and attacked the real problems of the poor, that is, it lacks a proper understanding of the nature of poverty; (ii) The strategy shows a lack of proper understanding of the role of the exploitative structure of our economy in influencing the functioning development programmes; and (iii) The policy frame of the strategy is partial in the sense that it attempts to eradicate poverty only by attacking a part of the whole problem, that is, it does not realize that poverty is a consequence of the overall functioning of the economy and it can be eradicated only by a total approach that modifies the functioning of the economy.

A household comprising varying number of members of families in the district of Anand and Kheda was chosen as the unit of the study. For selection of households, both from rural and urban areas, multi-stage random sampling method was used. The information was collected personally through a schedule which covered information relating to family census household belongings, land holdings, possession of livestock, consumption pattern of food, clothing, housing etc., possession of productive and other assets and savings and borrowings. For the purpose of identifying the poor in the district, an attempt was made to examine percept expenditure of permanent nature on consumer items: food clothing and housing by each household in the sample. Expenditure on non-food items was also studied to get more realistic picture of expenditure per household. An attempt was also made to know the relationship between the size of the family and per capita consumption expenditure.

The suggestions given below will, if accepted, help in better implementation of the Integrated Rural Development Programme (IRDP), Training of Rural Youth for Self-Employment (TRYSEM) and National Rural Employment Programme (NREP) specially:
Priority should be given in selection of the families which are found to be the poorest of the poor in the village. The same criteria as is done in the case of Antyodaya Programme should be applied in identifying the families for the Integrated Rural Development Programme (IRDP). This is suggested because this has proved to be fool a proof procedure criterion.

Insofar as the IRDP/NREP are concerned it is imperative that long term follow up measures should be taken that these may ensure that the beneficiaries who have been assisted under these programmes do ultimately cross the poverty line.

Another step suggested for better implementation of the IRDP is that non-agricultural sector should be given more emphasis than what is being given presently.

While identifying the beneficiaries under the IRDP/ NREP, nationalized banks, commercial banks and the rural banks should be actively involved. This will help in mobilizing adequate finances for the beneficiaries.

Since the IRDP and NREP are the programmes which directly help the beneficiaries in alleviation of poverty it is suggested that the Government should set up a separate cell at district level or even at the block level - if possible, to monitor especially these programmes.

Selection of trades for the beneficiaries under IRDP/NREP should be made after taking into account the potentialities of gainful employment of each area and the trade.

Some of the suggestions for improvement of these programmes are common to all these programmes under the broad programme of alleviation of poverty. These are given below:

Measures should be taken to strength the administrative units at the village or the lowest level.
Adequate infrastructure should be provided at the village level to enable the beneficiaries to avail the benefits.

While disbursing the benefits aiming the beneficiaries the main consideration should be improvement of economic creativity among them and not the caste consideration which is practiced now.

In order to ensure disposal of finished products a separate agency at district level or even at block level if possible, should be established which should handle marking of these products.

The biggest problem in the implementation of these programmes in the districts was the lack of proper motivation among the beneficiaries. Enough spare work was not done through sustained publicity to change the outlook of the rural poor towards like. The finding of the study shows as general failure of development programmes in the eradication of rural and in ban poverty at family level. This evidently raises serious debits about the efficacy of government intervention in alleviation of poverty and completes us to look for possible alternatives. The district does not have any significant achievements in alleviating poverty through voluntary efforts drawing support from Panchayat Raj institutions. This is a serious drawback and significant in the context of caste rider panchayat politics.

It was observed during administration of schedule during survey that the beneficiaries were attracted to such programmes more because they were getting government money as doles without visualizing their own role in improving their lot. This attitude has very serious policy implications in devising the overall strategy of developmental programmes and for eradication of poverty. Policy makers will have to devise methods for building up the commitment of beneficiaries in successful implementation of the programme through social awareness. This is essential to dilute the spoon feeding model that these programmes have turned out to be. The exit, cooperative institutions in the district are allied wills the most common problems that pervade most parts of the country. As such their contribution is very insignificant in development of their areas.
It is, therefore, suggested that a direct attack on poverty is needed by adopting a micro-level target approach to achieve effective results towards eradication of poverty in rural and urban areas. Production strategies based on pattern of market demands should be replaced by one based on identified basic human needs. Investment in human resources should be emphasized, instead of merely depending upon the rate and amount of investment. The poorer sections of the target groups on the basis of assets (land), income and caste in a precise manner, should be identified. Their economic problems and formulation of programmes to raise income and employment in the present as well as in new occupations should be investigated. Provision of special extension facilities should be made in such a way that poor are not only informed of the existence of the programme, but are also helped in participating in these programmes.

A complete package of infrastructure facilities to tin-poor to run the scheme successfully should be provided. Evaluation of the programme from time to time and monitoring them should be done effectively to ensure efficient performance of the programme. All these special arrangements will enable the poor to participate successfully in the process of economic development.

Since poverty still continues to be the most important problem confronting the Indian economy, and rural poverty is its major fact, a more substantial debate on the strategy and design of anti-poverty programmes is essential. Rather than blaming 'poor implementation' or 'weak administration" a fuller understanding of the social and physical environment including its organizational aspects of the management roles required at different levels and a clear conception of the purpose of each programme should be developed so that it may make a dent on the poverty in India.

In what has gone before we analyzed the structural dimensions of poverty in rural and urban India in terms of its characteristics, consequences and causation. There remain now only tasks of summarizing major conclusions, findings and suggestions and of trying together the main threads that run through our observations of poverty as a whole. Here an attempt shall be made to draw the various themes together to clarify and interpret some of the major findings and suggestions.
6.1 Planning for Agricultural Economy

In providing meaningful employment opportunities to the people, agriculture should be assigned its rightful place in the strategy for development. In Anand and Kheda districts, the first thing that needs to be done is to accord higher priority to agriculture with a view to achieving higher production, fuller employment, removal of poverty, reduction in inequalities and self-sufficiency. Through development of the agricultural base, it should be possible to generate more surpluses for the non-agricultural sector as also for exports.

The second thing needed is to mould a suitable production strategy that not only raises production, but in the process generates employment and income to the unemployed and the underemployed. Such a strategy should normally comprise the following: quick creation of large irrigation-potential, optimal utilization of land and water as also other local resources, including human resources; mixed farming, diversification of production-cum-work bases by integrating crop production, animal husbandry, forestry, fisheries, etc.

The third important thing for agricultural planning is to supplement the efforts at increasing employment/income with redistributive measures. These should include: improvement in the tenancy conditions of the tenants, in particular tenants at will, completion of the schemes of land distribution among the small holders of land, etc. Another way of doing distributive justice is by providing to the small or poor farmers the inputs, including credit and marketing facilities.

The last and fourth suggestion that concerns the implementation of the policies and programmes for agricultural development. The implementation has to be so conceived that the delivery system in the area is able to provide the goods as per social priorities. For example, it is necessary that the resources allocated to agriculture are fully spent, and that the targets of production are fully achieved. It is also necessary that the benefits meant for the poor farmers reach them.
6.2 Planning for Increasing Agricultural Growth Rate

To increase agricultural growth rate, one feels that the study area faces severe and intense problems. The growth rate in agricultural output is composed of growth rate in area and growth rate in yield. The following measures can help to enlarge the agricultural growth rate in the study area:

Use of Scientific Technique: To increase the agricultural growth rate, it is necessary to introduce modern scientific technology in agriculture. Mechanization of agriculture has elsewhere resulted in increased agricultural production and reduction of costs. In the study area, the farmers still use the old and inefficient methods and techniques of production. Efforts are needed to help the small and marginal farmers to increase their production. For this, they should be provided with interest-free loans with easy terms and conditions so that they could buy tractors, pump-sets, harvesters and similar equipments. Loans should be given in kind, i.e., in the form of high-yielding varieties of seeds, fertilizers, pesticides, etc. It is also necessary to increase the irrigation intensity in the area by establishing more tube-wells an canals. Use of chemical fertilizers has to be brought to the level of 100 kg per hectare.

The agricultural growth rate can be increased by applying inputs in a more intensive way and by adopting modern methods of production through the use of improved technology. The following measures are to be taken for achieving agricultural growth:

(a) Irrigation,
(b) Rural electrification,
(c) Organic manures and chemical fertilizer,
(d) Improved seeds,
(e) Plant protection measures,
(f) Agricultural implements,
(g) Soil conservation and flood control measures,
(h) Land reclamation and development.
On the study area, about 75% of the gross cropped area depends totally on rainfall which is unevenly distributed both in respect of time and space. So development of proper irrigation facilities is basic necessity for increasing agricultural production. The irrigation intensity in Anand and kheda districts, also varies from block to block. The necessity for increasing irrigation intensity to achieve optimum level of irrigation facilities has been proposed. To achieve the proposed irrigation intensity it is necessary to increase the number of tube-wells, pumping sets and canals. To achieve the goals, it is necessary to have a thorough planned irrigation system in the area. The following are some important aspects of the plan:

(i) For optimum irrigation utilization it is necessary to provide better extension services, suitably linked with research organizations of scientists and adopted to multi-cropping farming practices.

(ii) For Optimum use of irrigation, it is also necessary to provide supporting facilities, i.e., land levelling, land shaping, land consolidation, efficient irrigation and drainage channels, etc. in irrigated area.

(iii) Both major and medium irrigation works in Anand and kheda districts have not been properly maintained. Minor irrigation works, particularly tanks and open wells, have been largely neglected. To remove this important defect, it is necessary to undertake extensive rehabilitation, renovation and modernisation of existing Irrigation system. Irrigation works, both major and minor, should be properly maintained to provide maximum benefit to the community. At the same time, canal irrigation should be reinforced and supplemented by well-irrigation at suitable points.

(iv) At present, faulty irrigation practices and absence of proper and adequate drainage facilities have not only been responsible for waste of water but for water-logging, salinity and alkaliiny which have permanently damaged considerable portions of the cultivable land. Education on water management and provision of drainage facilities will help to remove this defect.
By the above measures, the new challenges in the field of agriculture can be met.

Rural electrification is one of the most basic needs for transformation of the rural life and agricultural production; it is a key factor in the development of the rural economy. According to an estimate, the pumping of water for irrigation by electricity costs only one-tenth of the cost of lifting it by bullock-power and one-third of that of using diesel engines. Therefore, electricity in rural villages must be regarded as a vital need rather an amenity or luxury.

It is, therefore, necessary to increase the percentage of electrified villages in the study area. The following suggestions are made for further development in rural electrification. First, it is not enough merely to make more power available to the rural areas, but it is also necessary to ensure that connections are sanctioned and actually provided without delay. At least eight hours power supply is essential in the study area.

Second, the villager seeking power connection is not confronted with conditions which are beyond his means or ability to fulfill.

Thirdly, the electricity rates, the villagers have to pay should be reasonable. For this purpose, the tariff structure should be rationalised and uniformity of rates should be brought between the agricultural and big industries sector.

Fourth, small diesel sets should be installed for supplying power in villages situated far from the main supply lines. It should be economical and it will also eliminate the need to maintain a diesel pumping set by each village.

Fifth, Solar energy system should be established in various areas for generating electricity to fulfil the continuous need of electricity in Anand and kheda districts.

For boosting agricultural output, the use of chemical fertilizers has an important role. With population rising at a fast rate, the use of larger and larger doses of chemical fertilizers is the only way to augment foodgrain production. The new agricultural strategy is based on increasing the use of fertilizers. In order to increase the
application of manures in agricultural fields it is necessary to follow the following measures:

(i) Demonstrations in the farmer's field should be undertaken. Preparation of detailed plans for the production of required seed, devising methods such as peripheral planting, inter-cropping with green manures, protecting green manure crops against damage by cattle are other measures that may be taken up with profit.

To stimulate the use of fertilizers, the following programme can help:

(i) Massive demonstrations on a package of approach for specific commodities like oilseeds, cereals, sugar-cane, fruits, and vegetable and plantation crops.

(ii) Training of village workers, salesmen and farmers.

(iii) Organization of fertilizer festivals.

(iv) Strengthening of the existing soil testing laboratories.

(v) Provision of credit in kind such as fertilizers, agricultural implements, etc.

(vi) Provision of increased credit facilities,

(vii) Opening of more retail selling points at Panchayat level.

(viii) Linking of commercial bank credit programme with fertilizers on an area basis.

(ix) Provision of proper transport and distribution of domestic and imported fertilizers.

(x) Special attention has to be paid to making fertilizers available at reasonable prices and at proper time.
6.2.1 Improved Seeds:

Since very long time, the growth rate of using improved seeds under different cropped area is very low. But creation of a variety with improved yields and quality is one of the simplest and most effective means of raising the general level of the agricultural economy in the study area. Considering this view, it is necessary to increase the use of improved seeds. To achieve the maximum use of improved seeds special attention should be devoted to multiplication and distribution of improved seeds. In brief, the essential measures needed to fulfil the maximum use of improved seeds are following:

(i) Research in evolving better seeds suitable to the local geographical condition of the study area.

(ii) Production of quality seeds, their proper use, popularising them and making suitable arrangements for their distribution.

(iii) Provision of adequate credit facilities to enable even the poorest farmer to purchase and use quality seeds.

(iv) Expansion of irrigation facilities and provision of fertilizers and pesticides which are necessary for efficient use of the quality seeds.

6.2.2 Plant Protection Measures:

In the study area, crops are damaged not only by insects, pests and diseases of crops also by wild animals and natural calamities. To check their harmful effects, it is necessary to pay special attention to plant protection measures, which are broadly classified as following:

(1) Chemical Control:

It includes spraying and dusting of the plants by chemicals and poisons or mixing these into the soil to kill pests add diseases. Some of the important chemicals used for pests control are (a) pesticides comprising chlorinated hydrocarbons and organic—phosphorus insecticides (like DDT, BHC, Aldrin, Dieldrin, Endrin, Chlordane and Endosulfer phosphates, etc.), (b) fungicides, for example, Ethylene, discarborimide,
Karathene, etc. (c) Weedicides, (d) Rodenti-cides, (e) Hematocides, and (f) Fungigants.

(2) **Mechanical Control:**

It includes eradication of the field rates, mechanically, through traps, or fumigation of burrows in buildings, poisoned baits and use of rat repellents, scaring away birds, monkeys and other animals, collection of eggs of insects and pests and burning them, and destruction of infested parts of plants.

(3) **Physical Control:**

This measure includes application of radiation and manipulation of temperature, humidity, etc. It will require establishment of cold storage in each block to prevent the delerioration of dry fruits and vegetables.

(4) **Cultural Control:**

Through cultural control, it should be possible to practice proper rotation of crops, spacing of plants, ploughing, irrigating land at appropriate time and avoid late sowing of crops.

(5) **Biological Control:**

Through Biological Control parasites and predators can be destroyed.

(6) **Agricultural Implements:**

The tools and implements used by farmers in the study area, are comparatively few in number, smaller in size, obsolete, crude and anti-quoted in character and simple in kind and very insignificant in value as compared to the most up-to-date form implements used by farmers in Punjab and Haryana and other agriculturally advanced parts of the country. With the introduction of high investment intensive agriculture and multiple cropping, it has become necessary to ensure agricultural operations on time and of satisfactory quality which can be achieved only by using efficient and well-adopted machinery and implements.
The development of improved implements must follow the following conditions:

(i) These should be simple, as illiterate and semi-literate farmers have to use them.

(ii) Their prices should be within the means of average local farmers.

(iii) The implements and machines should be highly resistant because these are to be used by farmers under difficult conditions.

(iv) The design of the implements should be such that these could be repaired in villages and their spare parts available in the study area.

(v) Any new implement has to be significantly more useful than the existing ones. Only then the farmers will come forward to adopt them.

(vi) The implements should be light so that these could be transported from village to the fields and back; these should be suitable for the use with animal power as well.

(vii) As far as possible, locally available materials should be used for designing the implements.

It is true that the design of agricultural implements needs improvement. But the process of changing the design of agricultural implements for use in the study area has to be faced at local as well as national levels in the context of mechanization of agriculture. This problem can be solved on the basis of following measures:

1. Development of mechanized farming depends upon existence of big farms in the study area. This can be achieved by creation of co-operative joint farming societies.

2. The vast sub-marginal newly reclaimed areas should be brought under mechanized agriculture.
3. Private big farmers should be induced to adopt mechanisation so that productivity per man and per acre may increase and capital can be raised in rural area.

4. Provide training facilities to be provided to the farmers in the use and handling of farm machines.

5. Develop servicing and workshop facilities at 'Nyaya Panchayat' level in the rural area under the supervision of co-operative societies.

6. Encourage establishment of co-operative societies for the supply of machines and other improved agricultural facilities.

7. And finally, action must be taken against institutional constraints to adopt the scientific agricultural implements in rural areas of Anand and kheda districts.

6.2.3 Soil Conservation and Flood Measures:

The poverty removal plan has to take into consideration, the problems of soil erosion and floods which have a great bearing on rural poverty in the study area. The following measures are to be adopted to minimize soil erosion:

(1) Initiate contour farming, especially on sloping river banks and adjoining areas. Contour farming reduces run-off and soil losses and increases soil moisture for crop production and consequently crop yield.

(2) To develop a pattern of crop rotation. Rotation of cropping pattern reduces soil losses and preserves productivity, because the productive elements that are removed by one crop are added to the soil by another crop grown in succession.

(3) Rationalise the land use pattern on the basis of local soil and geographical conditions.

(4) Encourage cultivation of such crops like peas, jowar, bajra, gram and other fodder crops like guar, clover, berseem on the shifting sand while erosion inducing and soil depleting plants like tobacco, maize, 'Arhar' and potato should be excluded from "being cultivated on erosion-prone lands."
To relationalise the pattern of grazing in Anand and kheda districts, so that grazing of animals is done in a planned manner. Grazing of animals in an unplanned manner can be stopped only by generating mass consciousness about the problem.

Flood is basically a natural hazard caused by hydro-meteorological factors. It is also evident that the role of man, by way of his interference with the free play of nature, has tangibly increased and, therefore, floods are no more purely natural hazard. The followings are the short-term plan envisages:

1. Construction of new embankment;
2. Raising and strengthening of the existing ones;
3. Improvement of natural drainage;
4. River-training work;
5. Protection of town and villages.

After that, it will also be necessary to initiate a long-term plan to establish the ecological balances and forestation in the reaches of the main rivers.

6.2.4 Land Reclamation and Development:

It has been estimated that about 2% of the land area in Anand and kheda districts suffers from the problem of salt effervescence and water-logging. These problems can be solved by adopting the following measures:

1. Initial breaking up of land into quarter-acre plots;
2. Levelling according to contours;
3. Leaching consisting of flooding, ploughing, reflooding;
4. Initiate the green manuring;
5. Raiding rice crops in Kharif and berseem, gram and wheat in Rabi;
(vi) In the post-reclamation phase, sugarcane, oilseeds and fodder crops may be grown;

(vii) Application of farmyard manure to these degraded land to help restore their productivity.

The problem of water-logging can be solved by planning efficient drainage systems, including channel improvement and flood control. Also, sub-surface drainage could be improved by providing for deep and tiled drains, shallow tubewells or by reducing seepage into underground reservoir by lining canals. The cropping pattern should be so arranged that the crops may be able to tolerate varying degrees of water-logging.

6.2.5 Planning for Land Reforms

The small size of farms are uneconomic holdings create problems in the process of scientific/mechanized development of agriculture. A 'holding' is said to economic if it allows a man to produce sufficiently to support himself and his family in reasonable comfort after paying his necessary expenses. Uneconomic holdings, in fact, has direct bearing on rural poverty. Sub-division and fragmentation are the main causes for creation of uneconomic holdings. This problem can be solved by adopting the following measures:

(i) Consolidation of scattered holdings can, in parts, lead to the creation of economic holdings. This should be the first task in land reform planning.

(ii) Strict implementation of the ceiling act in the study area. By this measure all those who have more than the prescribed maximum limit in a village will have to surrender their surplus land, which can be distributed among those who have uneconomic holdings.

(iii) Farmers having extremely small holdings have to be induced to give up their land and shift to other occupations.

(iv) Fragmented holdings can be regrouped through co-operative farming.
(v) Fragmentation of holding, in future, may be prohibited. For this purpose, the present system of land ownership, according to which land is shared between all sons and daughters should be so changed that transfer of land below the minimum size is made illegal.

6.3 Planning for Livestock, Poultry and Fisheries

The problems of mal-nutrition, poverty and unemployment in Anand and kheda districts can be substantially solved with the hope of improved and planned methods of livestock raising. Considering the poverty of rural masses, it is necessary to launch schemes and projects to cater to these maladies through government authority and voluntary organisations. Some suggestions for planned livestock improvement in the area are as follows:

1. Projects like mini-dairy, calf rearing and of other livestock species like goat, sheep, etc. should be organised and encouraged. For such projects government subsidy and loans from the nationalised banks should be utilised.

2. The present policy of rearing cattle mainly to provide for bullock power selected in agricultural operations should be reoriented at least partly towards milk production by crossbreeding of the native cows with bulls of exotic breeds like the Jersey. To improve the buffalo population, the bulls of the Murrah breed should be made available at least at Nyaya Panchayat level.

3. Similarly cross-breeding of the local sheep with Merino and Ramboullie is recommended to improve the quality of wool. To encourage sheep rearing interest free term loans from co-operative and other welfare sources should be given to people living below the poverty line.

4. To boost up poultry production, Government should take steps to provide important ingredients of poultry feed such as rice, polish, molasses and damaged grain at controlled prices to the feed manufacturers and poultry breeders.

5. Efforts are needed to help the small and marginal farmers to increase their income by engaging in secondary occupations like dairying and animal
husbandry, horticulture, piggery, poultry farming, fishing, etc. These programmes should be taken up on a priority basis.

(6) Interest free loans should be given to the poor sections of the area for the development of fisheries in ponds of the Gram Sabhas as also to provide pond holders.

The above-mentioned measures will go a long way to improve the economic condition of the agriculturists of rural Anand and Kheda districts.

Planning for Industrial Development

Attempts have to be made to design and apply new and more advanced technology in the field of industry. The poverty in the area has two distinct features:

(i) The low level of productivity.

(ii) The great inequality between the rich and the poor.

As the problem of low productivity can be solved only through advanced scientific technology, development of industries is of primary importance in the strategy for poverty removal in the area. Though a few planners have criticised the role of industrial development in the plan for poverty removal, its contribution can be justified on the following grounds:

(i) Rapid increase in national and per capita income can be possible only through rapid industrialization.

(ii) The growth rate is generally much higher in industry than in agriculture.

(iii) The income elasticity of demand for industrial goods is usually much higher and export opportunities for manufactured goods are also high.

(iv) The agricultural economy is over-burdened with heavy population pressure on land and low productivity. One method of reducing the pressure on land and to raise agricultural productivity is to shift the surplus population to industries. Establishment of industries will result in increase in employment opportunities.
and with higher rate of productivity in industries, both national income and per capita income would increase at a much faster rate.

Considering the above facts, industrial development of the area should be given a high priority. In recent years, as a new industrial climate has been created in the backward areas of Uttar Pradesh which is attracting entrepreneurs from other states. The State Government has also planned to establish at least one industry in every development block of the State where it is not available. Various other programmes for promotion of large medium and small scale industries, besides handloom, cottage and paper industries are being implemented in an effective manner. This had helped in speedy development of industries and strengthening of the infrastructural base with more emphasis on promotion of industries in a systematic manner in backward areas.

The industrial development of the area can be achieved by the following measures:

Establishment of large-scale industries has to follow the following procedure:

(i) Initiative has to come from the National Planning Committee for the establishment of large-scale industries such as fertilizer, vehicle-making, sugar processing and paper industry etc. as local conditions permit the development of these industries.

(ii) The State Government should form a co-operative financing department, especially for industrialization of the economically most backward area.

(iii) Encourage the capitalists of the country to establish their factories in the poverty-stricken areas of the State including the study area.

(iv) Creation of favourable climate for industrial development in the area by the government and voluntary organisations.

(v) Block-level development of a composite rural industrial structure appropriate to local conditions and resource endowments, in which agriculture and industry are planned together as a system along with the necessary economic and social overheads.
Adoption of implementation of the above-mentioned measures is bound to lead to the establishment of large and minimum scale industries in the area, which will reduce poverty by raising the per capita income and job opportunities.

The scope for employment in small scale industries is much greater. But at present only a few small scale industries exist in this area. Also, high pressure of population has resulted in latent unemployment in the rural society. Consequently development of small scale industries largely based on manual labour and semi-technology, utilizing the products of agriculture and other large and medium scale industries is suggested as a part of the plan for removal of poverty in the area. Development of infrastructural facilities such as rail and road transport, banking and market are basic pre-requisites for attracting large-scale industries. Centralization of money in a few hands; often takes place in case of large scale production under the capitalist system, thus creating inequality among the people. To check this problem, it is also necessary to socialise the profits from large scale industry, and this profit should be utilized to foster development by the local social authority for the betterment of the largest numbers.

Considering the above view thus decentralisation of economic activities is also necessary. For decentralisation of economic activities, small scale industries are eminently suited, of course, it may not be possible to establish such industries in every village, because even small scale industries are subject to business law. Hence, a group of villages can be made the basis for setting up of these industries. The following measures can help the development of small scale industries.

(1) Only such small scale industries are to be selected for development which hold out promise of further achievement and which can in the long run stand on their own feet, example, vegetable oil factory, rice mill, bone crushing and mixing and finishing operations like footwear, kniti etc. The tobacco and papad-making based industries are most suitable for development in the area.

(2) Establishment of an industrial co-operative for development of small scale industries. The Central and State Governments can do much in the promotion
of industries Co-operatives. They can also promote these institutions arranging the sale of products of the industrial co-operatives.

(3) Improvement of the production methods and implement used. Arrangements should be made also for the repair and maintenance of these implements, otherwise producers may not be prepared to go in for such innovations.

(4) To maintain the quality and up-to-date design of the goods produced.

(5) To provide industrial education and training people working in these industries.

(6) Every production activity requires finance to grease its wheels. The government has, therefore, to ensure that certain reasonable proportion of the total industrial finance goes to the small scale industry is sector or the area, mail on social considerations.

(7) Provision of marketing facilities for the products of small scale industries through government authority and co-operative societies.

It is necessary that the above-mentioned measures should be viewed together and applied simultaneously.

6.4 Planning for Social Facilities

For raising the standard of living and boosting up growth rate of the area, it is necessary to ensure the minimum requirements of social facilities like education, transport and communication; health, rural electrification, housing, marketing and banking as a part of the co-ordinated plan for poverty removal. The Fifth Five Year Plan paid attention towards the "minimum need programmes" in its approach paper. Theoretically the inter-linkages between economy and social facilities are understood, but these facilities have been rarely used for constructive ideas and purposes (Sen, L.K., 1975). It is, therefore, emphasized that implementation of the minimum need programmes is one of the most important remedies in the plan for poverty removal.
Though planned development in the post-independence period has resulted in substantial increase in per capita social facilities still the availability has not been up to the desired level.

### 6.5 Planning for Education

It has been noted that the level of education and education facilities are very low in the area.

### 6.6 Planning for Transport and Communication:

Transport and communication helps the flow of various services and ideas from one place to another. Without an appropriate transport and communication system, development cannot be possible of any region. In backward area, like Anand and Kheda, development of transport and communication is viewed with great superstition, caste prejudices, false customs and traditions. These also hinder labour to move from one occupation to another and thus generally prevent rapid economic progress. Development of transport and communication not only results in movement of men and substantiate but also diffusion of knowledge. It helps to break up caste restrictions and other barriers which act as constraints in rapid socio-economic development of the area. Both rail and road transport facilities are sparsely provided in Anand and kheda districts. Most of the villages are not linked with roads and, therefore, are deprived of bus services. The railway transport facility is also limited to a narrow zone along the rail track. Most of the rural folks have to walk on foot to avail of bus services.

To give the area an efficient transport network, only the above plan is not sufficient. For rapid development of the area, there is both need for strengthening its external connections with the nearby important places.

### 6.7 Planning for Other Social Facilities:

Availability of prompt financial support plays a vital role in the development of a region. The study area, however, suffers from lack of adequate credit facilities. Therefore, establishment of a commercial bank is proposed at block and 'Nyaya Panchayat' level. Also establishment of Land Development Bank in every block is
suggested to help easy financing. In the last few years, co-operative societies have been entrusted to supply essential commodities like sugar, kerosene, wheat, controlled cloth, fertilizer, etc., to the farmers. These societies should also offer financial support and induce establishment of small scale industries.

Establishment of a government owned agro-service centre is recommended at block level. This centre should be provided with facilities of tractor hire and grain storage. Rural electrification has to be ensured within a few years, because it is the most essential facility for the development of both the agricultural and non-agricultural sectors. The government has installed a number of hand pumps for providing drinking water to the villages but almost all the pumps are not in working stage. These need proper maintenance. A few hand-pumps should be provided in Harijan localities also.

It is rather amazing that certain age-old poverty stricken communities like Bhangies, Baraiyas, the Chamars, Vankers etc. have not yet benefited from the numerous schemes run by the government to help such people. A vigorous effort to eliminate the loopholes hindering the flow of benefits to the poorest section of the population should be immediately initiated.

### 6.8 Planning for Social Forestry

To provide fuel, fodder, timber, flowers and fruits to the people of the area, a social forestry scheme with assistance from World Bank should be encouraged in the area. This scheme of plantation will fulfil the purpose of maintaining ecological balance, control soil erosion, reduce environmental pollution, conserve energy, provides fuel, fodder and ordinary timber of common use. To encourage this scheme, the public land can be given to the landless people for planting trees and arrangements should also be made to give certificates to them to utilize flowers, fruits, fuel, wood, etc. from the trees so planted. The bank should also provide loans for raising orchards of mango, guava, plums, Litchi, etc.

To ensure the poverty removal plan, the programmes should put under the charge of integrated peoples authority. Co-ordination in preparation of the plans should invariably follow co-ordination in implementation. The development programmes of
panchayats and other development departments have to be co-ordinated at the village level. Hence the problem is not only of structural and organisational changes and alternation in procedure but also radical changes in the attitude of the public servants and the people's representatives and the promotion of decentralized real self-governing popular institutions. The present nexus between the bureaucrats, landlords, capitalists, sahukars and politicians can be broken only by creating the people's development council. Unless the structure of the development council is not revolutionized, it will not be possible to implement any plan for poverty eradication.

Some of the suggestions for improvement of these programmes are common to all these programmes under the broad programme of alleviation of poverty. These are given below:

- Measures should be taken to strengthen the administrative units at the village or the lowest level.
- Adequate infrastructure should be provided at the village level to enable the beneficiaries to avail the benefits.
- While disbursing the benefits the beneficiaries the main consideration should be improvement of economic creativity among them and not the caste consideration which is practised now.

In order to ensure disposal of finished products a separate agency at district level or even at block level, if possible, should be established which should handle marking of these products.

Thus the main strategy of planned growth in India has generally been patterned on the trickle down effect for helping the poor. It is very difficult to measure and quantify its impact at macro-level. This has contributed lopsided development and enhance unintended regional disparities through plan investments. This is despite the fact that application of several corrective measures was taken from time to time.

Evaluation of the impact of each governmental programmes for eradication of poverty in rural and urban areas of Kheda district was beyond the scope of the study.
Nevertheless, general impact of such programmes as were operative in the district was studied as has been mentioned at different places in this monograph. However, the biggest problem in the implementation of these programmes in the district was the lack of proper motivation among the beneficiaries. Enough spade work was not done through sustained publicity to change the outlook of the rural poor towards life.

It was observed during the interviews that the beneficiaries were attracted to such programmes more because they were getting government money as doles without visualising their own role in improving their lot. They somehow gathered the impression that if the Government fails in a particular programme to eradicate poverty, it is the duty of the Government to devise some new programme for this purpose. This finding has very serious policy implications in devising the overall strategy of developmental programmes. Policy makers will have to devise methods for building up the commitment of beneficiaries in the successful implementation of the programme through social awareness. This is necessary to dilute the spoon feeding model that these programmes have turned out to be. This clearly indicates lack of quality in the success of government sponsored developmental programmes.

The finding of the study clearly shows a general failure of development programmes in the eradication of rural and urban poverty at family level. This evidently raises serious doubts about the efficacy of government intervention in alleviation of poverty and compels us to look for possible alternatives. The district does not have any significant achievements in alleviating poverty through voluntary efforts drawing support from panchayati raj institutions. This is a serious drawback and significant in the context of caste ridden panchayat politics.

The cooperatives existing in the district are afflicted with the most common problems that pervade most parts of the country. As such their contribution in generating employment opportunities, supplying of raw materials, providing financial inputs and marketing of finished goods is very significant. The alternative that is showing better results comparatively is through the intervention of the Government. Therefore, it is suggested that the programmes for amelioration of poverty are working in the right direction but it is feared that these are not adequate and on that account leave much to
be done. Thus success of Government programmes in this regard depends on proper formulation of plan based on gross-root level. The programme needs support by a strategy of implementation that can be adopted to suit the varying ground realities existing in different areas.

Since poverty still continues to be the most important problem confronting the Indian economy, and rural poverty is its major facet, a more substantial debate on the strategy and design of anti-poverty programmes is essential. Rather than blaming 'poor implementation' or 'weak administration' a fuller understanding of the social and physical environment including its organisational aspects of the management roles required at different levels and a clear conception of the purpose of each programme should be developed so that it may make a dent on the poverty in India.

The suggestions given below will, if accepted, help in better implementation of the IRDP/TRYSEM and NREP specially:

- Priority should be given in selection of the families which are found to be the poorest of the poor in the village. The same criteria as is done in the case of Antyodaya programme should be applied in identifying the families for the IRDP. This is suggested because this has proved to be a fool proof procedure criterion.

- In so far as the IRDP/NREP are concerned it is imperative that long term follow up measures should be taken so that these may ensure that the beneficiaries who have been assisted under these programmes do ultimately cross the poverty line.

- Another step suggested for better implementation of the IRDP is that non-agricultural sector should be given more emphasis than what is being given presently.

- While identifying the beneficiaries under the IRDP/ NREP, nationalised banks, commercial banks and the rural banks should be actively involved. This will help in mobilising adequate finances for the beneficiaries.
Since the IRDP and NREP are the programmes which directly help the beneficiaries in alleviation of poverty it is suggested that the Government should set up a separate cell at district level or even at the block level if possible, to monitor especially these programmes.

Selection of trades for the beneficiaries under NREP/IRDP should be made after taking into account the potentialities of gainful employment of each area and the trade.

Scope of Further study:

Poverty is a universal phenomena so many researches are so far have a one in this subject. Even though the subject is never ending. In future, the following can be the further scope of study:

1. Comparison of rural and urban poverty in Gujarat.
2. Different components comprising the rural and urban poverty in Gujarat.
4. Problems and prospects of rural poverty in Gujarat.
5. Allievation of Rural poverty in Gujarat.
7. Factors of measurement of poverty in Gujarat.
REFERENCES BOOKS


6. Miller, P. Herman, "Dimensions of Poverty in Poverty as a Public Issue", Edited by Ben B. Seligman, Free Press, New York (1965), pp. 27-28. He said, "Poverty in its truest sense is more than mere want. It is want mixed with a lack of aspiration.... The feeling now seems to be that something new must be done to change the attributes of poor; ignorance, short-sightedness, apathy, despair.


