CHAPTER—I

INTRODUCTION

1-1 THE PROBLEM

World wide concern has been felt regarding the problems of poverty and unemployment in rural areas where the largest segment of population of developing countries lives. The process of growth as has been unfolded in developmental process in the past has multiplied the rural problems by widening the gap between the rich and the poor. It has been estimated that the top 20 per cent population shared more than 55 per cent of the wealth while the lowest 40 per cent shared only about 16 per cent in the developing countries.1

Like other developing countries, the overwhelming majority of population in India lives in the rural areas. The rural areas which account for three fourth of the country's population have high concentration of poverty. The wide spread poverty and unemployment has been causing concern to the Government. Since Independence, several measures have been initiated to cope up with these twin problems of poverty and unemployment. However, in the early phase of planning era, the main thrust was laid on the implementation of the policies and projects which were expected to achieve higher growth. This approach then, was primarily based on the assumption that the benefits of higher growth will automatically 'trickle down' to

1
the masses and alleviate their poverty.²

During the mid Sixties, it was realized that the benefits of the growth were not being equally shared by all and these did not percolate down to the poor as was anticipated. This state of affairs led to the concern for the poor and the Government decided to launch some such programmes as could reinforce the process of poverty alleviation. So special programme were introduced for the benefit of the poor, relatively less privileged classes and economically and socially backward rural areas. These programmes comprises of; wage employment programmes like Crash Scheme for Rural Employment, Pilot Intensive Rural Employment Programme, Food for Work Programme; beneficiary oriented programmes like Small Farmer's Development Agency Programme and Marginal Farmer and Agricultural Labourer Scheme; and area development programmes like Drought Prone Area Programme, Tribal Area Development Programme, Hill Area Development Programme and Desert Development Programme.

Despite array of strategies adopted by the Government to tackle the rural poverty, it continued to remain alarming necessitating more vigorous efforts for its alleviation. In 1977-78, 48 per cent of the total population was estimated to be living below the poverty line and in the rural areas the percentage was still higher at about 51 per cent.³ Two major poverty alleviation programmes were formulated largely on the basis of the lessons drawn from similar programmes operating during the preceding years. One of these is the Integrated Rural
Development Programme (IRDP) which was originally formulated during 1978-79. On October, 1980, it was extended to cover all the blocks in the country and since then continues to be one of the major programme of poverty alleviation.

In the recent years two other small programmes have been added to IRDP. One of these is for the training of rural youth for undertaking productive and income generating activities. Commonly known as Training of Rural youths for Self Employment (TRYSEM), it aims at promoting skill, training and entrepreneurship among the rural youth to equip them for undertaking productive activities. The other programme as an adjunct to IRDP is known as Development of Women and Children in Rural Areas (DWCRA). It aims at motivating and assisting rural women to undertake productive activities to improve their economic and social conditions.

The other on going major poverty alleviation programme is Jawahar Rozgar Yojana (JRY) which has two interrelated aims of providing wage employment to the needy rural poor and of adding to the existing community assets which would contribute to acceleration of productive and income yielding activities in the country side. It has been very recently formulated by merging the two wage employment programmes namely the National Rural Employment Programme (NREP, 1980) and Rural Landless Employment Guarantee Programme (RLEGP, 1983).

According to the official estimates, the pattern of growth, emerging from the development strategy and the
implementation of special poverty alleviation programmes has brought down the number of rural poor living below poverty line. According to the Planning Commission, the decline has been from 51.2 per cent in 1977-78 to 40.4 per cent in 1983-84, 39.9 per cent in 1985-86 and 28.2 per cent in 1989-90. The Sixth Plan envisaged the reduction of the percentage of people below the poverty line to less than 10 per cent by 1994-95.

However, the success of the programmes like IRDP and JRY largely depends upon its effective implementation in the field. At the national level, the experience in implementing these programmes in the past has shown that though these programmes did have some measure of success in terms of physical and financial achievements, yet certain shortcoming have been noticed in their implementation. These includes wrong identification of beneficiaries, leakages, lack of proper infrastructure, linkages and after care, low level of investment and low percentage of people crossing poverty line etc. under IRDP and inadequate dispersal of benefits under NREP/RLEGP and malpractices and misutilisaton of funds under Jawahar Rozgar Yojana.

Himachal Pradesh is predominantly a rural state with over 91 per cent population living in rural areas. As to the incidence of poverty among the rural population, the 1981-82 household survey had brought out 42 per cent of the total families living below the poverty line. As a result of additions made in the initial survey, this percentage has gone from 42
percent to 51 percent up to the year 1991. According to the latest Below Poverty line (BPL) Survey conducted during the year 1994-95, the percentage of families living below poverty line has been found to be about 27 per cent.6

Since the holdings are small, the pre-dominant occupation of farming cannot afford full time employment to the rural labour force. There is a significant incidence of disguised unemployment/under employment among total population in general and among the rural poor in particular. This mix of problem calls for a sustained effort to provide employment to these people especially during lean agricultural season.

In Himachal Pradesh too, like other states, the major poverty alleviation programmes of IRDP and JRY have been implemented since their very inception with the twin objective of removal of poverty and unemployment among the rural masses. The Integrated Rural Development Programme (IRDP) was taken up for implementation in 1978-79 initially in 29 selected blocks and subsequently extended to all the 69 blocks of the state in 1980. Similarly, the National Rural Employment Programme (NREP, 1980) and Rural Landless Employment Guarantee Programme (RLEGP, 1983) later amalgamated into one programme named as Jawahar Rozgar Yojana (JRY, 1989) were also taken up for implementation throughout the state. These programmes in slightly revised form still continue to be the major programmes of rural poverty alleviation in the state.

In view of the exceedingly increased importance
attached to these programmes in the state, it is considered appropriate to study the implementation process of these programmes in order to ascertain the extent to which they have met the desired objectives in the past and what are their weaknesses. So far no comprehensive study has been undertaken in this regard in the state in general and Shimla district in particular. The present study therefore, has been attempted with a view to fill this vital gap.

1-2 OBJECTIVES OF THE STUDY:

The present study mainly attempts to examine the major rural poverty alleviation programmes of IRDP, DWCRA and JRY under implementation in Shimla district of Himachal Pradesh. An attempt has been made to:

i) study the policies and programmes of rural poverty alleviation and to review the progress under various programmes with particular reference to IRDP, TRYSEM, DWCRA, NREP, RLEGP and JRY programmes at national and state level;

ii) examine the role and composition of programme implementation agencies at different levels of administration and assess its effectiveness;

iii) review the progress and study the actual implementation of IRDP, DWCRA and JRY programmes in Shimla District of Himachal Pradesh; and
iv) suggest suitable measures for the effective implementation of these rural poverty alleviation programmes.

1.3 IMPORTANCE OF THE STUDY

The major poverty alleviation programmes of IRDP, DWCRA and JRY are under implementation in Himachal Pradesh for quite some time now and a huge amount has been spent on their execution. These programmes have been kept continued during the Eighth Plan (1992-97) period also with an enhanced allocations. On glancing through the figures of achievements, it may be found that the percentage of achievement of targets in the case of most of the programme is quite on the higher side, evincing that these programmes, by and large, have made much headway in the direction of removal of poverty in the state.

However, no comprehensive study has been undertaken to study the implementation process of these programmes in the state. In this context, the present study acquires a significant position, as it aims at the actual study of the implementation of these programmes in Himachal Pradesh in general and Shimla district in particular. It will also provide an objective and empirical evidence as to how these programmes have actually been implemented in the district. This will help the planners and administrators to make efforts to streamline the process of implementation of these programmes in the state in an effective manner. Further the study has an added significance from the academic point of view also, as not much has been done earlier at
the academic level, in this direction, in the state in general and in Shimla district in particular. It will open new vistas for further research in the problem by bringing to fore, an objective picture of the successes and failures and also the problems faced in implementation of these poverty alleviation programmes in the state.

1-4 SCOPE OF THE STUDY

The present study has been conducted in Shimla district of Himachal Pradesh. Four blocks viz., Chopal, Jubbal, Mashobra and Narkanda out of total eight blocks constitutes the locale of the study.

Most of the rural poverty alleviation programmes which have been introduced in the state by the Government have been studied. Particular discussion and focus has been on the programmes viz IRDP, DWCRA, JRY. Maximum efforts have been made to collect the latest facts and figures about these programmes and present them in this thesis. The study has covered the period since 1980-81 to 1994-95 and reference year of study is 1991-92.

1-5 DELIMITATION OF STUDY

The study suffers from certain limitations. Firstly, the study is limited to one district. Secondly, the rural poverty alleviation programmes only have been studied. Thirdly, due to paucity of time and resources, of the various poverty alleviation programmes three programmes viz., IRDP, DWCRA and JRY only have been taken up for the field work. Fourthly, the
primary data generated cannot be said to be very reliable as it is purely based on the memory of the beneficiaries.

1-6 REVIEW OF THE RELATED LITERATURE

Ever since the launching of special rural poverty alleviation programmes viz; IRDP, DWCRA and JRY etc., a large number of studies have been undertaken to assess its performance and impact. However, it is not possible to take up a review of all such studies. A few important studies which have a direct bearing on the present study has been undertaken for review.

The studies conducted in the context of these programmes at the national and regional levels have been discussed in the first section. The second section deals with the studies relating to Himachal Pradesh.

1-6.1 Studies Conducted at National and Regional Levels

L.C. Jain et. al., in their field study of seven blocks spread over five states have observed that "even the specially designed poverty alleviation programmes are not reaching the poor. Nor do they have sufficient depth to make an impression on poverty, let alone eliminate it". The study shows that, 3 out of every 4 (74 percent) of the 606 surveyed households assisted under various poverty alleviation programmes in one block, were above the poverty line. The proportion of such households was 3 out of every 5 in a total of 427 surveyed households in another block. According to the researchers the Rural Development Administration has not been equipped or
inspired for the implementation of poverty alleviation programmes. The lack of coordination in planning or implementation from village to state level has made the rural development delivery system more ineffective than necessary.

Similar opinion has been expressed by Lakshman and Narayan. According to them the main inherent flaw in anti-poverty programmes was the lack of local participation and more reliance on bureaucracy.

Neela Mukherjee, in her article "Lessons of poverty alleviation programmes" has contented that inspite of best of intentions and a number of anti-poverty programmes, not much dent could be made into the problem of rural poverty. She contends that the poverty alleviation programmes have not been appropriately woven with the socio-economic fabric of rural India. The emphasis has been mainly on the quantitative aspects of the programmes and meeting ambitious targets from year to year. The diluted emphasis on the qualitative aspects of poverty alleviation programmes has affected the quality of assets created, the skill formation of the rural poor, the kind of employment generated and the overall impact of the programmes on the quality of life of the rural poor.

According to Indira Hirway, the poverty alleviation programmes with their relatively small size cannot be very effective, even if well implemented, in helping the poor in the background of the infavourable macro growth process. The poverty alleviation programmes strategy is not only an isolated strategy,
but it is also targeted to the direction of the overall growth process. IRDP ends up in generating small and scattered petty economic activities and NREP, RLLGP or JRY result in wasteful expenditure in creation of low priority assets.

The specific shortcomings of the poverty alleviation programmes are, in Sandeep Bagchee's opinion, basically the result of "not taking into account the complexities of the environment, of having multiple and conflicting objectives instead at simplifying them by focusing on a single operational goal and designing a suitable and viable strategy on this basis.

Bandopadhaya, in his article "Direct intervention programmes for poverty alleviation" provides a critical appraisal of the poverty alleviation programmes like IRDP, NREP, RLEGP etc. In order to make the programmes more effective, the author recommends linking of these programmes with the programme of land reforms, better planning and implementation at grassroot level and a major role for organization of the rural poor.

S.C. Jain, in his article "Poverty Alleviation Programmes in India: Some Issues of Macro Policy" has pointed out certain weaknesses in the approach and strategy for poverty alleviation in the Seventh Plan. According to him, the income generation orientation of poverty alleviation programmes "fails to recognize the crucial importance of increased flow of social inputs through family welfare, minimum needs programme etc. in alleviating conditions of poverty, secondly, income and employment oriented poverty alleviation programmes put additional
income in the hands of poor which they can use for buying food and the poverty line crossing criteria for evaluating the success of the poverty alleviation programmes is inadequate and insensitive.

S.R. Hashim, in his article "Rural Development - The Indian Experience"\textsuperscript{14} has explained that poverty has been substantially alleviated with the implementation of various rural aid programmes and the indicators are that the situation would remarkably improve further by the end of the century. He holds that poverty is unevenly distributed and there are certain areas and regions where it is firmly entrenched. His argument is that the concentration of poverty in those particular regions is due to deficiencies in infrastructure and under developed productive system in agriculture, industry and other sectors. He emphasises that the next plan should develop strategies to root out these deficiencies in order to bring about better and balanced regional spread of growth.

N.J. Kurian, in his article "Anti Poverty Programme: A Reappraisal",\textsuperscript{15} has brought out that the IRDP is too much centralised and bureaucratised in its planning and implementation. The benefits under the programme designed for the poor are not reaching them but are largely being taken away by the social process dominated by the rich. According to him the programme has been a failure, if judged strictly in terms of crossing the poverty line, as only 10 to 12 per cent of the beneficiaries could do so. He therefore, suggests more
decentralization and active participation of the village community in planning, implementation and monitoring of the anti poverty programmes.

Kamta Prashad in his article "Rural Development in the Eighth Plan" 16 feels that the quantum of investment available for per beneficiary under both IRDP and JRY has been very meagre. The low level of per family investment under the IRDP does not generate enough income to enable him to go above the poverty line and to repay the loan. The author suggests that the allocation for rural development should be substantially increased to make perceptible impact on poverty alleviation.

Vasant Desai, in his six well documented volumes of the study on Rural Development17 presents a kaleidoscopic review of the various policy measures, programmes and specific issues in a lucid manner. It makes a thorough micro level analysis of the rural development programmes implemented during the successive plans and their role in poverty alleviation, uplifting the rural poor and eliminating unemployment. In the process, the failure of one programme has been covered up by the launching of another programme. The author strongly feels that the real beneficiaries are the urban elite, the rural rich, bureaucrats and politicians.

Khatkar in his book Rural Development:IRDP in Mahendragarh District Haryana18 has discussed that only 37 per cent of the beneficiaries under IRDP were properly identified while as many as 48 per cent of them were misidentified. About 12
per cent of the beneficiaries misutilized all IRDP assistance resulting in outright leakages. The study however has shown that amongst rightly identified rural poor, the IRDP had made positive impact on generating gainful employment and significantly increasing the earnings. About 29 per cent of the properly identified beneficiaries had comfortably crossed the poverty line. The study however, found certain socio-economic constraints in the implementation of IRDP.

Maheshwari, in his book *Rural Development in India*\(^{19}\) has discussed the major strategies and approaches of rural development launched since independence. The author has found that the various poverty alleviation programmes in the field of rural development have more or less benefited the better off farmers ---. The poorest villagers were hardly touched by the various programmes. The rural development administration has been found to be structurally defective and functionally weak. He also suggested that the programme aimed at the removal of poverty must not adhere to nationally fixed minimums, but should be fixed after taking into account the productivity of land on areawise basis alongwith a simplification of procedures at the grass root level.

Sharat Parasher, in his work *Rural Development Administration*\(^{20}\) has discussed the various rural development programmes with special reference to programmes and schemes for scheduled caste in Rajasthan. He has pointed out that the present poverty alleviation schemes and programmes though primarily meant
for the desperately poor, find it difficult to reach and help them and instead of providing security often create indebtedness and this in turn accentuates vulnerability of the poor scheduled castes. He has suggested that they should be provided high returns assets and higher share in the self employment generation programmes.

Sundaram in his study on Anti Poverty Rural development in India\textsuperscript{21} has observed that the main reasons for the failure of various rural development programmes are lack of financial resources, proper identification, lack of coordination among various programmes and activities of various departments. He has suggested that the block level administration should implement programmes in such a way that the benefits reach the poor.

Upadhyaya in his book IRD- Basic Approach & Policy\textsuperscript{22} has conducted study of three districts of Rajasthan. He concludes that undoubtedly IRDP did help in enabling beneficiaries to cross the poverty line but its role taking into consideration the totality of the problem has been insignificant because of a number of factors such as selection of beneficiary not strictly on the basis of economic poverty but more on the basis of social inequalities and political considerations, the quantum of help rendered inadequate, faulty occupational distribution, high cost of borrowings etc.

1-6.1.1 Evaluation Studies on IRDP

Major evaluation studies on the implementation of IRDP have also been undertaken by RBI (1984), NABARD (1984), Programme
Evaluation organization (PEO) of the Planning Commission (1985). These evaluation studies have shown that the programme has resulted in substantial additional incomes to a large number of beneficiaries and the creation of assets which, in 70-80 per cent cases, were found to be intact. No study has found fault with the utility or strategy envisaged under the programme which had a positive impact on the income of beneficiaries. The bulk of benefits have gone to Scs/Sts. However, almost all the studies have pointed out shortcomings in the selection of beneficiaries, low level of investment, lack of infrastructure, linkages etc.  

The Concurrent Evaluation of IRDP for the period January-December, 1987 (GOI, 1988) has brought out certain positive and negative points with regard to implementation of IRDP. It has been revealed that the coverage of the destitute and the very-very poor group has been 71 percent, gram sabha selected about 59 per cent beneficiaries, 81 per cent beneficiaries had found assistance sufficient for acquiring assets and in 72 per cent cases the assets were found intact. On the areas of the concern, the study revealed that the selection of ineligible families was as high as 8 per cent, training was not imparted in 29 cases out of 32 cases requiring training and adequate infrastructure facilities were not available to the beneficiaries.  

Similar survey conducted for the period January-September, has revealed that 67 per cent beneficiaries were selected in gram sabha meetings, the quality of assets provided to the beneficiaries was good in 80 per cent cases, 81
percent beneficiary had found the assistance sufficient for acquiring the assets, in 73 per cent cases the assets were found intact and the assets had generated additional income in about 70 percent cases. This study has further revealed that in about 18 percent cases ineligible families were assisted, adequate infrastructural facilities were not available to the beneficiaries in most of the cases and in 25 per cent cases the assets had not generated any incremental income.

An Evaluation study of IRDP conducted by R.N. Tripathi et al.26 in Udampur and Anantnag districts of Jammu & Kashmir has brought certain shortcomings in the staffing pattern of DRDA which do not conform to the recommendation of the Government of India. Besides, the performance of IRDP suffers due to lack of effective supervision at block level, inadequate coordination between DRDA, block and bank in respect of planning, implementation, monitoring of IRDP. According to the study, the magnitude of ineligible families assisted varied from 32.4 to 38.2 per cent in Anantnag & Udampur respectively. However the total impact of the programme shows that despite various lacunae in the process of planning, implementation and monitoring, IRDP has definitely helped the poor and has generated a higher level of aspiration which when properly directed will be a major factor in poverty alleviation.

In a similar study27 conducted in Gorakhpur District of Uttar Pradesh, the authors have found out that the staff at block level considers IRDP work as an additionality and an unnecessary
imposition on them. Another hindering factor in the smooth implementation of IRDP is the lack of direct control of DRDA over the block staff actually implementing IRDP lack of coordinated approach in the implementation largely due to lack of trained and adequate personnel and weak monitoring system.

Nilkantha Rath, voices his concern at the manner in which poverty alleviation programmes like IRDP are being implemented and observes that the strategy of helping the poor in rural society, to get over the poverty with the help of assets and or skills has "yielded little" and is largely misconceived. He has remarked that the IRDP has not been able to achieve the target of raising at least a third of the rural poor above the poverty line. According to him, the increase in income of target group was meagre to cross poverty line. He listed various reasons for this conduct like poor quality of animal purchased, lack of marketing facilities, inadequate extension facilities, insufficient loan etc. He has argued for greater employment opportunities to be provided to rural poor to meet subsistence level.

Katar Singh, has criticised the implementation part of IRDP and suggested the need for rationalisation of the promotional system for village level workers, raising of limit of subsidy and strengthening the market facilities. The study also pointed out that the people's organization can help in identification of the beneficiaries, selection of appropriate schemes and preventing functionaries from indulging in corrupt
practices.

Similarly Rohini Nayyar,\textsuperscript{30} points out that there was lack of coordination between the departments, absence of proper planning, lack of infrastructural facilities and absence of appropriate linkages all of which have led to structural and administrative weaknesses in the execution of IRDP at the ground level.

Mishra\textsuperscript{31} has pointed out the problem of identification of the beneficiaries, remote control due to centralized planning and implementation, target oriented approach and lack of effective coordination between IRDP agencies and other institutions, cumbersome procedure and inadequate supervision mechanism.

Kripa Shanker\textsuperscript{32} in his study conducted in seven villages of Shankragarh block of Allahabad district has found that in none of the selected villages was any meeting held for selecting the beneficiaries and the general impression was that nobody cares for the really poor and the Pradhan select only their own men. The official estimates show that a fairly large number of persons selected are not eligible for it. In all probability the successful cases in IRDP are those who belong to the upper category and who are really not eligible for the scheme.

Sarita Sharda\textsuperscript{33} finds the weak administrative structure as an important drawbacks in the implementation of IRDP programme. She conclude that the existing administrative
structure of IRDP implementation agencies at the state, district and Block level is far too inadequate keeping in view the responsibilities expected to be discharged by them. This is particularly true in respect of block level administration. She argues that there is an urgent need to implement the staffing pattern prescribed by Government of India and decentralisation of powers to the district and block levels for the effective implementation of IRDP programme.

Patil and Singh\(^{34}\) in their study has examined the problems encountered in carrying out the IRDP and suggested steps to ensure its effective implementation. According to the authors the IRDP has failed to a great extent in eliminating rural poverty and unemployment due to lack of technical expertise in the respective fields and lack of awareness amongst the poor households about the anti-poverty programmes. These problems can be solved by setting up a strong network of coordination between official machinery, voluntary organizations and the poor people. The authors suggests that DPAP and JRY programmes should be clubbed together and covered under IRDP to achieve a faster economic development and thereby helping the participant poor household.

Bharat Dogra,\(^{35}\) on the basis of interviews conducted in several villages on Manikpur block of Bonda district of Uttar Pradesh made an assessment of IRDP and its implementation. According to his study, the coverage of the programme was found to be narrow, subsidy amount wiped out because of corruption and
connivance between middlemen and various officials involved in the implementation of the programme which ultimately resulted in a small share of subsidy amount percolating to the pockets of the beneficiaries.

Mukul Sanwal\textsuperscript{36} gives certain suggestions for the improvement of the implementation process of the IRD programme such as selection of the beneficiaries in open gram sabha, issue of passbooks, effective monitoring and evaluation system, better cooperation between beneficiaries and implementors and simplifying the loaning procedure.

Singh and Tiwari\textsuperscript{37} in their study on the implementation of Integrated Rural Development Programme in Thanjavur district of Tamil Nadu has brought out certain short comings in the implementation. These are, in the planning process the block functionaries did not make a thorough survey as a result of which eligible persons were not included in the scheme and the list of the selected beneficiaries was not placed before the gram sabha for approval. The study further shows that the beneficiaries were pressurised to remit the loans much before the required period of payment due to unhelpful attitude of the bank officials towards the beneficiaries and the block administration did not make efforts to achieve the real objective of the programme and were satisfied with achieving the targets.

Yadev, et. al.,\textsuperscript{38} conclude that the personnel of various departments involved in the implementation of different programmes have no clear understanding of the concept of
integrated rural development. They work in isolation, without linkages with other agencies, creating serious obstacles to the programme. In many cases, the selection of beneficiaries was done in haphazard manner resulting in corruption and inadequate assistance to families. The schemes undertaken under IRDP are often uneconomic, unsuitable to the area and beneficiaries.

The overall assessment of IRDP was editorially commented upon by the Economic Times. It has been mentioned that the studies had shown that the benefits of schemes under IRDP had not percolated to the target beneficiaries. The assets that were created have had little impact on poor. In many cases, the assets provided under IRDP have been sold off by the beneficiaries, who have then reverted to the time testing practice of seeking employment. Programmes for creating employment especially those under IRDP, that propose to generate self sustaining income among the poor, cannot be implemented without taking into account certain exogenous factors such as the local resource base, the pattern of its ownership and distribution and degree of unemployment. It suggests that the varieties in level of development will have to be kept in mind before deciding on relevant programmes.

1-6.1.2 Studies on Jawahar Rozgar Yojana

The major evaluation study of JRY has been conducted by the Programme Evaluation Organization of Planning Commission. The study has revealed that the physical targets in terms of mandays generation has been achieved satisfactorily. However, the
information on the number of persons available for employment and actually employed under the yojana had not been maintained at any level. The study has further revealed that of the total persons available for employment, only 14 per cent got employment on average for 13 days in a year under the yojana. Regarding the assets, it was observed that the quality of assets created was not upto the mark in 56 per cent cases and no adequate attention was given to the maintenance of the assets. The other problems reported at the gram panchayat level were engagement of contractors for execution of works, lack of proper maintenance of muster rolls, factions in the gram panchayat etc. The study suggests that proper record of number of persons available for employment and who actually got employment should be maintained in the interest of proper planning and execution of yojana, proper arrangements for maintenance of assets and greater involvement of gram panchayats in maintenance. The study has further suggested that the yojana needs to be more flexible so that the assets could be created based on the needs of the area and the people.

Government of India have initiated a concurrent evaluation of JRY in 229 districts of the country in January, 1992 to assess the impact of this programme. This evaluation has brought out some positive prints and areas of concern with regard to the implementation of the programme. The positive points includes that a large number of community assets were created by the village panchayats, Sc/St communities and women respectively.
shared about 55 and 21 per cent of the total employment generated. As regards quality of assets created under the programme, the study has revealed that of the total assets created under the programme during 1991-92, 71 per cent were found to be of good quality, muster rolls were maintained by village functionaries in about 77 per cent of the cases, and about 91 per cent assets created under the programme were maintained by the panchayats/local authorities. The areas of concern includes, majority of panchayat heads were not exposed to training, shortage of funds was a serious handicap for delay in completion of works undertaken by the panchayats, the utilisation of locally available material was less than 50 per cent in majority of works undertaken by the village panchayats and about 55 per cent of the JRY workers were wrongly selected under the programme.

In her evaluation study of Jawahar Rojgar Yojana (JRY), Indira Hirway has found certain shortcomings. The specific weaknesses pointed out by her includes; funds under JRY are not spent keeping in mind the employment dimension of the programme as there is more focus on construction of buildings under the programme, JRY funds are thinly spread among the few villages in the country as a result of which JRY has created a scattered and very low employment for the beneficiaries families and JRY does not seem to be capable of fulfilling the long term logic of wage employment programmes due to its poor qualitative and quantitative performance.
1-6.2 Studies Relating to Himachal Pradesh

1-6.2.1 Studies on IRDP

Basu et al., has conducted an evaluation study of IRDP in Himachal Pradesh. This study highlights the socio-economic features of the beneficiaries, implementation of the programme and income levels attained by the beneficiaries. The study has noted that the average income generated by the IRDP assets in the state is Rs.1430 with an average investment of Rs.3683 per family, 8 per cent of the beneficiary families have crossed the poverty line of Rs.6400 per annum and 80 per cent still hold the possession of the assets.

Concurrent Evaluation Survey of IRDP in respect of Himachal Pradesh has shown that as many as 8 percent beneficiaries assisted under IRDP in the state belong to ineligible families and there was no incremental income from assets in 33 per cent cases, while it was between Rs.1000 to Rs.2000 in 17 percent cases and more than Rs.2000 in 18 per cent cases. The assets were issued only in 46 per cent cases and after care support was provided in 20 percent cases only.

State Centre for Research and Training for Rural Development has conducted the concurrent evaluation of IRDP in all districts of the Pradesh. This study has shown some positive aspects of the implementation of the programme in the state. According to the study, majority of the beneficiaries (78 per cent) belonged to the poorest of the poor groups, there was no delay in processing the application and sanction of loan, 85
percent assets were found intact and about 32 per cent of the families have crossed the poverty line.

Planning Department\textsuperscript{46} has conducted an evaluation study of Integrated Rural Development Programme in Bilaspur and Mandi districts. This study has brought out certain shortcomings in the implementation of the programme like the time spent between forwarding the application and sanction of loan is much more, package of assistance was provided in only 14.3 per cent cases, only 23.8 per cent beneficiaries were getting the benefit under the scheme which includes working capital, the training was imparted to a very few beneficiaries and the linkages of the programme with NREP/RLEG, TRYSEM, DWCRA was not effective.

According to an evaluation study conducted by Agro-Economic Research Centre\textsuperscript{47} in Mandi district, about 45 per cent of families identified as poor were covered under IRDP. According to the study, the assistance provided was not sufficient to break through the poverty line and package of activities were given in only 33 per cent cases. The study has further pointed out that the mobility of beneficiaries to next higher income group and repayment of loan was quite encouraging, but payment out of the incremental income was low due to poor cost efficiency of assisted assets and higher marginal propensity to consume of the poor.

National Productivity Council\textsuperscript{48} in its study "concurrent evaluation of IRDP works in District Bilaspur" has found that as a result of the introduction of IRDP, 43.84 per
cent families assisted have crossed the poverty line. However, according to the study, only 25 per cent of these families derive more than 75 per cent of their total net income from assistance provided to them under IRDP. The overall loan recovery rate was found to be 88.16. However, the study found lack of coordination among various agencies and departments in the implementation of the programme.

The National Productivity Council in an another evaluation study of IRDP works in Kangra district, has found certain positive and negative aspects of the implementation of the programme. The positive aspects includes that gram sabhas and panchayats are being involved in selection of beneficiaries and the coordination between banks and IRDP is quite satisfactory. The negative aspects are that there was no rational base for the calculation of annual income for identification of the programme beneficiaries, lack of coordination among various agencies and departments implementing the programme. The study also found that though about 51 percent of assisted families under IRDP crossed the poverty line, but only about 22 per cent of these families derive more than 75 per cent of their total net annual income from IRDP. This tend to show that the assistance provided was not substantial. The study has suggested that the administrative organization should be streamlined for objective implementation of IRDP.

Kashyap in his study of Mandi district has found that the poor and the deserving people were left out under IRDP
survey, bank and block officials took much time since in processing loan applications and the purchase system was found to be defective and the present monitoring and evaluation system as weak.

Patyal in his study has found that the impact of IRDP, NREP, TRYSEM on rural masses has not been satisfactory due to the indifferent obstacles in the way of its implementation. This has largely been due to indebtedness of the rural poor.

Chaman Lal in his study 'IRDP in Sadar Block of Bilaspur District' has found that there has been an increase in average income of IRDP household in just one year after assistance was provided under the programme. In majority of cases the benefits have been quite substantial, the programme resulted in increase in wage employment. The study has further revealed that about 28.46 per cent of the sampled households were brought above the poverty line and about 93 per cent of the assets provided were found in tact. The study also brought out certain defects with regard to leakages of created assets to undeserving rural elite.

Similarly Dogra in his study has revealed that 38.1 per cent of the IRDP beneficiaries have crossed the poverty line and there has been sharp increase in the annual income of the other beneficiaries. However, the study revealed that the achievements under IRDP to attack the rural poverty are much below than the expectation.
In a similar study Thakur\textsuperscript{54} has found that the percentage of beneficiaries who crossed the poverty line as a result of IRDP assistance is as high as 51 per cent, 88 per cent of the assets are intact, loan repayed fully only in 9 per cent cases and only about 25 per cent of the beneficiaries found the role of block and bank officials good. The study has revealed that the maximum income generated out of IRDP asset was used on domestic consumption.

Kheora\textsuperscript{55}, in his study has found that there has been an increase in the income and employment levels of the beneficiaries as a result of IRDP assistance. About 23.3 per cent of the sampled beneficiaries crossed the poverty line, 90 percent assets were found to be intact. However the study revealed weak block and village administration, poor follow-up and unsatisfactory repayment of loans.

Similarly, Poonam Gupta\textsuperscript{56} in her study has noted that the IRDP has scattered impact on rural poverty. According to her, the programme delivery system could not check the leakage to the non-target group mainly due to weak administrative mechanism.

Vanita Rani\textsuperscript{57}, in her study has found wrong identification of beneficiaries to the extent of 71.23 per cent, repayment schedule unsatisfactory and weak administrative machinery at block level. On the positive side of the impact of the programme, the study reveals 92.73 percent of the assets intact and substantial increase in income and employment level of the beneficiaries as a result of IRDP assistance.
Narinder Kumar\textsuperscript{58} in his study has revealed that there has been considerable achievements in physical and financial terms under IRDP, though in the initial stage, it could not hold its foot. However, the study noted certain organizational problems especially the role perception of village level workers.

Kuldeep Singh\textsuperscript{59} has found that IRDP has been playing a vital role in bringing families out of poverty line. He has pointed out weak planning and non-involvement of poor as serious drawbacks in the implementation of IRDP.

1-6.2.2 Evaluation Study on DWCRA

An evaluation study of DWCRA has been conducted by Planning Department\textsuperscript{60} in Kangra district of Himachal Pradesh. According to the study, the physical & financial achievements under the programme in the district have been satisfactory. The overall functioning of sample women groups was found satisfactory (75 per cent), about 61 per cent women groups were imparted training in different trades, about 78 per cent women group beneficiaries faced no difficulties in marketing their products and 86 per cent women groups reported the programme socially and economically useful. The DRDA arranged proper training for the DWCRA functionaries and all the functional women groups and the individuals were provided adequate technical guidance and supportive services. The study has recommended providing of adequate training facilities to all the functionaries of programme, strengthening of mobile training units, simplification of procedure for loan facilities, establishment of marketing
committees and provision of enough infrastructural facilities for the groups.

1-6.2.3 Evaluation Study on JRY

The Preliminary Report\textsuperscript{61} of the Concurrent Evaluation of JRY has pointed out certain short-comings in the implementation of the programme in Himachal Pradesh. This includes: firstly, a large number of panchayats chiefs i.e. 98 per cent were not given any training for implementation of JRY; secondly, percentage of expenditure of JRY works to total available funds by the village panchayats was only 61.64 per cent; thirdly, the share of women in total employment generation has been 16.74 percent only; fourthly, in respect of delay in works, in more than 84.62 per cent of cases, it was due to the shortage of funds and finally, in 89.66 per cent of cases, periodicity of payment of wages to JRY workers was not regular.

The foregoing review of the poverty alleviation programmes, besides giving us an idea of the area covered so far, also brings out the unexplored or less explored areas in the field, where more works needs to be done. Notwithstanding that a few such studies are now available, very little work on the problem has been done in Himachal Pradesh so far. An attempt has therefore, been made in this study to focus more attention on the working of IRDP, DWCRA and JRY and as well as the implementation machinery engaged in the development of the rural poor.

1-7 Methodology

This section presents a brief description of the
methodology adopted for the study, under the following sub-sections.

1-7.1 Sampling Design

Purposive cum multi-stage random sampling technique has been adopted for conducting the present study. For the selection of the sample at each of these levels, the following procedure has been adopted.

Selection of the District

Shimla district of Himachal Pradesh has been purposely selected for study. It is so because it is one of the oldest districts covered under IRDP. Secondly, though this district happens to be quite a developed district but due to lopsided development certain pockets of the district still are comparatively under developed. Beacuase of this diversity, this district picturises an admixture of development and under development and as such has come out to be a representative district. Thirdly, the researcher has not come across a similar study which might have been conducted in this district so far.

Selection of Blocks

The selection of Blocks has been done by adopting simple random sampling technique. The blocks thus selected are Chopal, Jubbal, Mashobra and Narkanda. These four blocks truly truly represent Shimla District.

Selection of Gram Panchayats (FOR JRY)

From each of the selected blocks, two Gram
Panchayats - One best performing and the other least performing has been selected to study the implementation of JRY. For this purpose, a list of gram panchayats in each block indicating percentage utilization of total available funds during 1991-92 against each has been obtained from the respective block/DRDA office. The selection of best performing gram panchayat has been made on the basis of maximum expenditure incurred. Similarly, the least performing gram panchayat has been selected with minimum expenditure.

Selection of sample for JRY

From each selected gram panchayats, 10 beneficiaries who worked under JRY and received wages were selected at random from the musterrolls maintained by the gram panchayats. Due care has been given to select women beneficiaries. This has been done in order to elicit the views of the women beneficiaries about the programme. Any substitution either on account of non-availability or for any other reason has been made from the respective stratum only.

Selection of sample for IRDP

From each of the selected blocks, a list of villages and beneficiaries covered under IRDP during the 1991-92 has been collected from the block office. After discussion with concerned officials in the selected blocks, a village/cluster of villages widely covered under the programme and having a good number of scheduled castes beneficiaries has been selected from each of the four blocks. Ten beneficiaries each from the selected
village/cluster of villages, has been selected through purposive-cum-random sampling. In so drawn sample, due care has been given to various categories of target group and activities given under the programme. In all 160 beneficiaries spread over four blocks has been selected for canvassing the schedule.

Selection of sample for DWCRA

From each of the selected blocks, the detail of the groups formed under DWCRA since inception upto 1991-92 were obtained and 30 groups representing various activities under the programme were selected by using simple random random sampling technique.

The size of sample selected under each programme is as under:

Table 1.1 Size of the Sample

<table>
<thead>
<tr>
<th>Sr.No.</th>
<th>Block</th>
<th>IRDP</th>
<th>JRY</th>
<th>DWCRA</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Chopal</td>
<td>40</td>
<td>20</td>
<td>8</td>
</tr>
<tr>
<td>2.</td>
<td>Jubbal</td>
<td>40</td>
<td>20</td>
<td>7</td>
</tr>
<tr>
<td>3.</td>
<td>Mashobra</td>
<td>40</td>
<td>20</td>
<td>8</td>
</tr>
<tr>
<td>4.</td>
<td>Narkanda</td>
<td>40</td>
<td>20</td>
<td>7</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td>160</td>
<td>80</td>
<td>30</td>
</tr>
</tbody>
</table>

Note: Sample under IRDP & JRY represent beneficiaries in numbers and DWCRA in groups.

In addition, a sample of 16 gram panchayat pradhans and programme officials each was also drawn to evaluate their perception and participation in the programmes. Besides, a small sample of 8 public opinion leaders has also been interviewed to assess their opinion about these programmes.
1-7.2 DATA

The following kind of data has been used in this study.

1-7.2.1 Secondary Data

The secondary data for the study has been collected from the following sources:

Official Records

The relevant official records include various guidelines of the programmes and schemes, the manuals, correspondence between Government of India, State Government and between state government and lower level agencies, the progress reports, agenda notes and the proceedings of various meetings conducted at central and state levels. This data has been collected from the office records of the DRDA, branches of commercial and cooperative banks at block level as well as administrative office of panchayat, block, district statistical office, Directorates of Economics & statistics, Rural Development & Panchayati Raj and Planning Departments.

Government Publications

A number of publications and evaluation reports of Ministry of Rural Development, Planning Commission, National Institute of Rural Development (NIRD), Government of India, Rural Development & Panchayati Raj and Economics & Statistics Departments of the Government of Himachal Pradesh, State Institute of Rural Development (SIRD) were extensively used in the course of this research study and a fund of statistics and
factual information collected from these publications was used in this research work.

**Published Books, Journals and Articles**

The secondary data sources also includes published books, journals, and research articles having a direct bearing on the research problem. The proceedings of seminars, workshops on rural development and poverty alleviation programmes held at NIRD, SIRD and Government of India Level has also helped in proper understanding of the problem.

**1-7.2 Primary Data**

The primary data for the study has been collected from the sample beneficiaries and officials involved in the implementation at various levels with the aid of carefully prepared schedules and questionnaires, personal discussions with key officials at village, block, district and state levels and field visits to beneficiaries and projects in the area under study. Pre-testing of interview schedule for IRDP and JRY beneficiaries and DWCRA groups was done in Mashobra block and on the basis of experience gained during pre-testing the draft schedules were modified, wherever necessary. The personal knowledge gained through stay in villages also provided lots of opportunity to verify the accuracy of the responses. Primary data was also collected through personal observations and discussions, that the researcher had with the officials concerned with the programmes.

Separate schedules and questionnaires have been used to
collect information from IRDP and JRY beneficiaries, panchayat pradhans, block officials and public opinion leaders. The schedules/Questionnaires included the following aspects:

**IRDP Beneficiaries Schedule**

This schedule covered aspects like socio-economic status, selection under IRDP, type and quality of the scheme provided, availability of linkages and aftercare, reactions to the concerned scheme in particular and programme in general.

**JRY Beneficiary Schedule**

The schedule apart from covering socio-economic status of the beneficiary also covered type and quality of assets created and their maintenance and general reaction of the beneficiary about the scheme and its impact on rural unemployment problem.

**Schedule for DWCRA groups**

This schedule included activity of the group, availability of infrastructure, problems faced the implementation of the scheme and utility of the scheme.

**Panchayat office Bearers Questionnaire**

This questionnaire covered various aspects relating to socio-economic status, planning and execution of scheme under JRY, problems encountered in the implementation and their general reaction to the programme.

**Questionnaire for Public Opinion Leaders**

This questionnaire covered aspects like awareness of the poverty alleviation programmes among people in general and
the respondent in particular and opinion about the role of block staff in the implementation of these programmes.

**Questionnaire for Programme Officials**

A separate questionnaire was used to collect necessary information from the officials engaged in the implementation of IRDP, DWCRA and JRY programmes. The information collected through this schedule related to the procedure for identifying the suitable beneficiaries, coordination among various agencies, problems encountered in the implementation and perceived draw-backs in the schemes and suggestions to overcome them and monitoring systems for these programmes.

The schedules were administered by the researcher personally. The responses were collected from the respondents individually, and group discussion were held where ever required to confirm the observations. Bank branches were also visited to verify the facts relating to financial aspects. Apart from the schedule and observation technique, information was also elicited through informal investigation. During visits to the field at the time of collection of data, interaction with the people has provided lot of opportunities for informal observations which has been of immense use at every stage of the study.

**1-8 EXPLANATION OF CONCEPTS AND TERMS**

The concept and terms used in the present study are explained as under:

**Trickle Down Theory of Development**

This is a economic doctrine which believes that
benefits of economic growth naturally percolate down to the various strata of the economy. As per this doctrine, it was believed that no special efforts are required to improve the lot of the poor in a country as the benefits of higher growth will automatically reach the poor and improve their lot.

**Poverty Line**

Poverty as it is understood in the context of planning in India, is defined as that level of income (expenditure) which is sufficient for keeping a family at the substance level of existence, measured in terms of basic nutritional requirements. Anyone who has an income below this level is said to be poor.

According to Sixth Five Year Plan (1980-85), a daily intake of 2400 calories, per capita in rural areas and 2100 in urban areas, corresponding to a consumption expenditure of Rs. 65 per capita per month in rural areas and Rs. 75 per capita per month in urban areas has been adopted to define poverty line. In the Seventh Plan (1985-90), the definition of poverty line has been revised. According to manual on IRDP and Allied programmes, poverty line has been defined in terms of annual income of a family. A family having an annual income of Rs. 6400 or less is considered to be a family below poverty line. For the Eighth Plan (1992-97) poverty line has been redefined adjusting to the price level of 1991-92. Accordingly, the poverty line to be adopted in rural areas is drawn at income level of Rs. 11000 per annum for a family.
Target Group

The target group of the IRDP consists of small farmers, marginal farmers, agricultural labourers and rural artisans. The definition of these groups are as under:

Small Farmer

A cultivator with a land holding of 5 acres or below is a small farmer, where a farmer has class I irrigated land, 2.5 acres or less will be considered as small farmer.

Marginal Farmer

A person with a land holding of 2.5 acres or below is a marginal farmer. In case of class I irrigated land, the

Agricultural Labourer

A person without any land, but having a homestead and deriving more than 50 per cent of his income from agricultural wages is an agricultural labourer.

Non Agricultural Labourer

A person whose total income from wage earning does not exceed Rs.200 per month. Persons who derive their income partly from agricultural and partly from other sources can also be brought under this category, provided at least 50 per cent of their income is from non-agricultural sources.

Poverty

In simple words, poverty is a situation in which an individual or a family is unable to fulfill even the basic necessities of life. C.T. Kurien regards poverty, "as the
socio-economic phenomenon whereby the resources available to a society are used to satisfy the wants of the few while the many do not have even their basic needs met."

**Programme**

A programme is a plan or a schedule to be followed or a coordinated group of things to be done or performed.

**Primary Sector**

Primary Sector includes agriculture, forest and fisheries and generally encompasses rural activities.

**Secondary Sector**

Secondary Sector involves manufacturing of raw material into finished goods.

**Tertiary Sector**

Tertiary Sector involves services required by the primary and secondary sectors.

**Wage Material Ratio**

It is the ratio of total amount spent on wages to the total amount spent on non-wage materials for the works.

**1.9 Design of the study**

The entire thesis has been divided into seven chapters as under:

- **I.** Introduction: Objectives, Review of Literature and Methodology.
- **II.** Poverty Alleviation: Policies and Programmes at National Level.
- **III.** Organizational set up for Poverty Alleviation Programmes.
IV. Poverty Alleviation Programmes in Himachal Pradesh.

V. Performance of IRDP, DWCRA and JRY in Shimla District: A Review.

VI. Implementation of IRDP, DWCRA and JRY in Shimla District: A Discussion.

VII. Conclusions and Suggestions.
NOTES AND REFERENCES


27. R.N. Tripathi et.al., "Evaluation of IRDP in Gorakhpur District of Uttar Pradesh", ibid, pp.,11-17.


42. Indira Hirway, op.cit., p.,37.


