CHAPTER I

INTRODUCTION

1.1 INTRODUCTION

The District Rural Development Agency (DRDA) has traditionally been the principal organ at the District level to oversee the implementation of different anti-poverty programmes. Since its inception, the administrative costs of the DRDAs were met by way of setting apart a share of the allocations for each programme.

However, of late, the number of the programmes had increased and while some of the programmes provided for administrative costs of the DRDAs, others did not. There was no uniformity among the different programmes to administrative costs. Keeping in view, the need for an effective agency at the district level to coordinate the anti-poverty effort, a new Centrally Sponsored Scheme for strengthening the DRDAs has been introduced with effect from 1\textsuperscript{st} April, 1999. Accordingly, the administrative costs are fulfilled by providing a separate budget provisions. This scheme which is funded on a 75:25 basis between Centre and States, aims at strengthening and professionalising the DRDAs.\footnote{Ministry of Rural Development, \textit{Guidelines on DRDA Administration}, Government of India, 1999, p.1.}
1.2 DISTRICT RURAL DEVELOPMENT AGENCY

If effective programme design is critical to successful implementation of rural development programmes, the same is delivery agency. None of the anti-poverty programmes can have impact unless they are implemented with clarity of purpose and a commitment to the task. It is here that the DRDAs play a critical role. The DRDAs are not simply the implementation but also oversee the implementation of different programmes and ensure whether necessary linkages are provided. Thus DRDA is a supporting and facilitating organization plays a very effective role as a catalyst in development process.

The district Rural Development Agency is visualised as a professional agency, capable of managing the anti-poverty programmes of the Ministry of Rural Development on the one hand and to effectively relate these to the overall effort of poverty eradication in the District on the other. In other words, while the DRDA will continue to ensure effective utilization of the funds intended for anti-poverty programmes, it needs to develop a far greater understanding of the processes necessary for poverty eradication. It will also need to develop the capacity to build synergies among different agencies involved for the most effective results. It will therefore need to develop distinctive capabilities rather than perform tasks that are legitimately in the domain of the PRIs or the line
departments. The role of the DRDA will therefore be prominent from all the other agencies, including the Zilla Parishad.

DRDAs must themselves be more professional and should be able to interact effectively with various other agencies. They are expected to coordinate with the line department, the Panchayati Raj Institutions, the banks and other financial institutions, resources required for poverty reduction effort in the district. It shall be their endeavour and objective to secure inter-sectoral and inter-departmental coordination and cooperation for reducing poverty in the district. It is their ability to coordinate and bring about a convergence of approach among different agencies for poverty alleviation and would set them apart.

The DRDAs are expected to coordinate effectively with the Panchayati Raj Institutions. They are not supposed to perform any functions of PRIs.

The DRDAs will maintain their separate identity but will function under the chairmanship of the Chairman of Zilla Parishad. They are expected to be a facilitating and supporting organization to Zilla Parishad, providing necessary executive and technical support in respect of poverty reduction efforts. Wherever the Zilla Parishads are not in existence or are not functional, the DRDAs would function under the Collector/District Magistrate/Deputy Commissioner, as the case may be.
The DRDAs are expected to oversee the implementation of different anti-poverty programmes of the Ministry of Rural Development in the district. This should not be confused with actual implementation, which will be by the Panchayati Raj and other Institutions. The DRDAs will monitor the implementation with the help of periodic reports as well as frequent field visits. The purpose of the visit should be to facilitate the implementing agencies in improving implementation process, besides ensuring that the quality of implementation of programmes is high. This would include overseeing whether the intended beneficiaries are receiving the benefits under the different programmes.

It shall be the duty of the DRDAs to oversee and ensure that the benefits specifically earmarked for certain target groups (SC/ST, women and disabled) reach them. They shall take all necessary steps to achieve the prescribed norms.

The DRDAs shall take necessary step to improve the awareness regarding rural development and poverty alleviation, particularly among the rural poor. This would involve issues of poverty, the opportunities available to the rural poor and generally infusing a sense of confidence in their ability to overcome poverty. It would also involve sensitizing the different functionaries in the district to the different aspects of poverty and poverty alleviation programmes.
The DRDAs will strive to promote transparency in the implementation of different anti-poverty programmes. Towards the end, they shall publish the details of the different programmes and their implementation.

Viewing the substantial investment being made in poverty alleviation programmes, the DRDAs shall ensure financial discipline in respect of the funds received by them, whether from Central or State Governments. They also ensure whether the accounts are properly maintained including the funds allocated to banks or implementing agencies in accordance with the guidelines of different programmes.

Thus the role of the DRDA is in terms of planning for effective implementation of anti-poverty programmes; coordinating with other agencies-Governmental, non-Governmental, technical and financial for successful programme implementation; enabling the community and the rural poor to participate in the decision marking process, overseeing the implementation to ensure adherence to guidelines, quality, equity and efficiency; reporting to the prescribed authorities on the implementation; and promoting transparency in decision making and implementation.

In addition the DRDAs shall coordinate and oversee the conduct of the BPL Census and such other surveys.
They also carry out / help in carrying out action research or evaluation studies that are initiated by the Central/State Governments.

The DRDAs should deal only with the anti-poverty programmes of the Ministry of Rural Development. If DRDAs are to be entrusted with programmes of other ministries or those of the State Governments, it should be ensured that these have a definite antipoverty focus. Any programme to the DRDAs, other than anti-poverty programmes of the Ministry, be it of any other Ministry of Government of India or the respective State Government will have to be done with the approval of the Secretary, Rural Development of the respective State(s), should examine such request in consultation with the Ministry of Rural Development, Government of India. In such cases, it must be ensured that adequate provision is made for requisite staffing needed for proper implementation of the programme.  

1.3 DEVELOPMENT PROGRAMMES

1.3.1 CENTRALLY SPONSORED PROGRAMMES

(i) Sampoorna Grameen Rojgar Yojana (SGRY)

The Employment Assurance Scheme (EAS) and Jawahar Rozgar Yojana (JRY) implemented upto 2001-2002 for creation of employment opportunities and

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infrastructure facilities in the rural areas have been merged and a new scheme known as “Sampoorna Grameen Rojgar Yojana” (SGRY) has been introduced by the Government of India with effect from 01-04-2002. The main objective of this scheme is to provide Wage Employment and food security in rural areas along with the creation of durable community, social and economic assets in these areas. This programme is implemented as a Centrally Sponsored Scheme on cost sharing basis between Centre and State in the ratio of 75:25. This scheme will reach for all the rural population (BPL & APL). However, preference will be given to the poorest among the poor, AD&Tribal and parents of child labour withdrawn from hazardous occupations. The funds and food grains in this programme would be allocated to the States on the basis of proportion of the rural population.

The main features of the new programme are as follows :-

- Annual allocation will be made to Village Panchayat, Block Panchayat and District Panchayat in the ratio of 50 : 30 and 20.
- Workers will be paid food grains as part of their wages at the rate of 5 Kgs of Rice per man day. The workers will be paid the balance of wages in cash, such that they are assured of the notified minimum wages.
- The Payment of Wages, in cash as well as in food grains, will be made every week.
The works to be taken up will be labour intensive resulting in creation of additional wage employment and durable assets and infrastructure like moisture conservation works, watershed development, promoting traditional water resources, construction of Village infrastructure, link roads, Primary School Building, Dispensaries, Veterinary Hospitals, marketing infrastructure etc.

For the year 2002-2003, a sum of Rs.593.00 lakhs were allotted under Sampoorna Gramin Rozgar Yojana Stream II and 861 works were taken up. Similarly, a sum of Rs.550.60 lakhs were allotted under Sampoorna Gramin Rozgar Yojana Stream I and 618 works were taken up. Further, 3195 M.Ts of rice under Sampoorna Gramin Rozgar Yojana Stream I and 3744 MTS of rice under Sampoorna Gramin Rozgar Yojana Stream II were lifted during 2002-2003.

In view of the excellent performance of the state in implementing this programme, the Government of India have given an additional allocation of Rs.25 crores in March 2002. With this, the outlay for this scheme during 2002-2003 will be Rs.267 crores, which will be matched by an equivalent amount by government in the form of food grains.

**Implementation Methodology**

District Rural Development Agency will allocate funds to all village panchayats. Identification of works and annual action plan preparation will be
done by Village Panchayat. Such annual action plan will be approved by Grama sabha and forwarded to DRDA. For works up to Rs.50,000 of estimate no external approval is required. Works will be executed by the Village panchayat only. Technical supervision shall be done by Block and DRDA. Wage employment under the programme is given to poor families. Muster roll shall be maintained for every work separately showing the details of wages paid to workers.

Components

Rural infrastructure like roads, buildings, improvement of streets, drainages, infrastructure support for SHGs can be taken up. Priority is given for the improvement of streets with cut stone, brick or concrete pavement or with bituminous surface. Economic assets can be provided to individual SC/ST beneficiaries for sustainable employment. Water harvesting works like desilting and strengthening of ponds, Ooranies, Kulam, Kuttai etc, desilting of inlet and supply channels, construction of check dams etc are on priority.

Implementing Agency

The scheme is primarily implemented through village panchayat, block panchayat and District Panchayat which are responsible for planning and execution.
1.3.2. **SWARN JAYANTI GRAM SWAROZGAR YOJANA**

Swarn Jayanti Gram Swarojgar Yojana (SGSY) is the single self-employment programme for the rural poor. Launched on April 1, 1999 the programme replaces the earlier self-employment and allied programmes - IRDP, TRYSEM, DWCRA, SITRA, GKY and MWS, which are no longer in operation. SGSY is an innovative and carefully thought-out programme. It takes into account all the strengths and weaknesses of the earlier self-employment programmes. It offers the perfect balance of credit and subsidy.

Swarnjayanti Gram Swarojgar Yojana aims at establishing a large number of micro-enterprises in the rural areas, building upon the potential of the rural poor. A significant aspect of SGSY is that every family assisted under this programme will be brought above the poverty line in three years and therefore the programme aims at creating substantial additional incomes for the rural poor. Subject to availability of funds, it is proposed to cover 30% of the rural poor in each block in the next five years.

It will target the most needy. At least 50% of the Swarojgaris (Self Employed) will be SC/STs, 40% women and 3% disabled.

**Salient features**

SGSY is conceived as a holistic programme of micro-enterprises covering all aspects of self-employment, viz., organisation of the rural poor into self-help
groups and their capacity building, planning of activity clusters, infrastructure build up, technology, credit and marketing.

SGSY focuses on Group approach. This would involve organisation of the poor into self-help groups (SHGs) and their capacity building.

The Gram Sabha will authenticate the list of families below the poverty line identified in the BPL census. Identification of individual swarozgaris will be made through a participatory process.

SGSY is a credit-cum-subsidy programme. Credit will be the main component in SGSY, subsidy will only an enabling element. Accordingly, SGSY envisages a greater involvement of the banks, in the planning and preparation of projects, identification of activity clusters, infrastructure planning as well as capacity building and choice of activity.

Subsidy under Swarnjayanti Gram Swarozgar Yojana would be uniform at 30% of the project cost subject to a ceiling of Rs. 7,500 (for SCs/STs it would be 50% and Rs. 10,000 respectively). For self-help groups, subsidy would be 50% of the project cost subject to a ceiling of Rs. 1.25 lakh.

SGSY takes into account the role of every participant - the panchayats, gram sabhas, banks, financial institutions, NGOs as well as the technical institutions in the district.
Funding Pattern

Funds under the SGSY will be shared by the Central and State Governments in the ratio of 75:25.

1.3.3. RURAL HOUSING

Indira Awaas Yojana

As part of the efforts to meet the housing needs of the rural poor, Indira Awaas Yojana was started in May 1985 as a sub-scheme of Jawahar Rozgar Yojana. From 1 January, 1996 it is being implemented as an independent scheme.

The objective of Indira Awaas Yojana is primarily to help construction of dwelling units and upgradation of existing unserviceable kutchha houses of members of Scheduled Castes/Scheduled Tribes, Liberated bonded labourers and also non-SC/ST rural poor below the poverty line by providing them with grant-in-aid.

From 1995-96, the IAY benefits have been extended to widows or next-of-kin of defence personnel killed in war. Benefits have also been extended to Ex-servicemen and retired members of the paramilitary forces as long as they fulfill the normal eligibility conditions of Indira Awaas Yojana. 3 percent of funds are reserved for the benefit of disabled below the poverty line in rural areas.
Salient Features

Houses are allotted in the name of the female member of the house-hold or in the joint names of husband and wife. A minimum of 60 percent of funds are to be utilised for construction of houses for the SC/ST people. Sanitary latrine and smokeless chulah are integral to an Indira Awaas Yojana house. Selection of beneficiaries under Indira Awaas Yojana is done by the Gram Sabha. Selection of construction technology, materials and design is left entirely to the choice of beneficiaries. Upgradation of unserviceable kutcha houses at the rate of Rs. 10,000 per unit has also been introduced from the year 1999-2000. Indira Awaas Yojana is a Centrally sponsored scheme funded on cost-sharing basis between the Government of India and the States in the ratio of 75:25.

Implementing Agency

The Indira Awaas Yojana is implemented through District Rural Development Agencies (DRDAs), specially set up in each district of the country for the implementation of Rural Development Programmes or through Zilla Parishads. At the village level, the Gram Sabha is responsible for selection of beneficiaries.

1.4. STATE SPONSORED PROGRAMME

1.4.1 SELF SUFFICIENCY SCHEME

This scheme was launched in 2001-2002 and is similar to Namakku Naame Thittam. The thrust is on community participation in developmental process and right from the identification of works to execution and maintenance of assets is
through a participatory process. Quality work and time management is ensured through community participation. The community effort is supported by government funds and technical assistance. According to this scheme, minimum of 25% public contribution either in cash, kind or labour is a prerequisite.

**Implementation Methodology**

Community needs can be identified during Grama Sabha. If community comes forward to contribute a minimum of 25% of total project cost as cash, kind or labour, the district collector can be moved for allocation of balance amount. Works can be executed directly by community subject to the technical specification and supervision of the respective Department. Contribution can be accepted from individuals, Community institutions, or Companies. However, direct involvement of beneficiary public is also preferred. Works are identified by people themselves. All type of community works ranging from link roads, bridges, school buildings, drinking water works, improvement of school infrastructure, etc can be taken up. However such work should reflect priority community needs. Works can be taken up in urban areas and people in the habitation also. It is not necessarily through Panchayat bodies.

**Implementing Agency**

DRDA monitors this programme and the District Collector releases the fund. Execution of works are by community themselves. Village panchayat can motivate public and fully utilise this scheme.
1.4.2. MLA CONSTITUENCY DEVELOPMENT SCHEME

Under this scheme Rs.82.00 lakhs is allotted every year to each assembly constituency to take up infrastructural works. The concerned MLAs will suggest the works for execution to the District Administration every year subject to government guidelines. DRDA, being the district level Co-ordinating agency, will approve the works and entrust the same to local bodies or Line Departments depending on the nature of work suggested.

Components

Out of the total allocation of Rs.82 lakhs, Rs.15.00 lakhs is earmarked for taking up of water supply works, Rs 35.00 lakhs is earmarked for taking up of Priority works like Women sanitary complexes and Office for VAOs and the remaining Rs.32.00 lakhs is earmarked for taking up of other infrastructural works.

1.5 SPECIAL ORIENTED PROGRAMMES

The following special beneficiary oriented schemes, Wage Employment Programmes and Area Development Programmes are being implemented by DRDA, in the district.

(i) Swarnjayanti Gram Swarozgar Yojana (SGSY)
(ii) Jawahar Gram Samridhi Yojana (JGSY)
(iii) Rural Housing
   
   (a) New Construction and up gradation of unserviceable houses under IAY
   
   (b) Credit-cum-Subsidy Scheme for Rural Housing

(iv) Desert Development Programme (DDP)

(v) Employment Assurance Scheme (EAS)

(vi) Pradhan Mantri Gramodaya Yojana (PMGY)

(vii) Members of Parliament Local Area Development Scheme (MPLADS)

(viii) Decentralized Planning (DCP)

(ix) Sampoorana Grameen Rozgar Yojana (SGRY)

1.5.1 Swarnjayanti Gram Swarozgar Yojana (SGSY)

(Funding Pattern: Centre 75% and State 25%)

Scheme

This scheme has been launched by the Government of India from April 1999. This is a holistic programme covering all aspects of Self-Employment by forming organization of the poor into Self-Help Groups, and providing training, credit facility, technology, infrastructure and marketing. The earlier programmes of IRDP, DWCRA, TRYSEM, GKY, SITRA and MWS have been merged into this new Self-Employment Programme.
Objective

The objective of SGSY is to bring every assisted family above the poverty line within three years. The Planning Commission, Government of India has defined the line in the 9th Five Year Plan as an income less than Rs.289.31 per month per capita in the rural areas of Haryana. This scheme lays stress on cluster development in the rural areas.

Target Group

The target group under this scheme consists of small and marginal farmers, and artisans, agricultural and non-agricultural labourers etc., living below the poverty line. All economic activities are covered under this scheme.

Subsidy

Subsidy under SGSY is uniform at 30 per cent of the project cost, subject to a maximum of Rs.7500 for general category. In respect of the Scheduled Castes, this is 50 per cent of the project cost, subject to a maximum of Rs.10,000. For groups of beneficiaries, the subsidy would be at 50 per cent of the cost of the scheme, subject to a ceiling of Rs.1.25 lakhs. There will be no monetary limit on subsidy for irrigation projects. Back ended subsidy is being provided under this
scheme. Banks would disburse the full project cost including subsidy to the beneficiaries as loan in the beginning.

**Earmarking of SGSY Funds**

Out of the total allocation of the District, 20 per cent funds are earmarked for infrastructure development, 10 per cent for Self-Help Groups as Revolving money. A provision of 10 per cent funds is kept for training of Swarozgaries.

**Assistance to Vulnerable Groups of Society**

SGSY will particularly focus on the vulnerable groups among the rural poor. Accordingly, the SC/STs will account for at least 50 per cent of the Swarozgaris, women for 40 per cent and the disabled for 3 per cent.

**Self-Help Groups**

SGSY will also focus on group approach. This would involve organisation of the poor into Self-Help Groups (SHGs) and their capacity building. Efforts would be made to involve women members in each SHG. Besides, exclusive women groups will continue to be formed. Group activity will be given preference and progressively, majority of the funding will be for Self-Help Groups.

**Achievement**

Under the SGSY scheme, a sum of Rs.57.41 lakhs was available upto March 2002 during the year 2001-02 and 100 per cent amount had been utilised.
556 persons had been assisted under the scheme, out of which 249 families belonged to SC families, 352 women and 13 handicapped. Rs.44.31 lakhs had been provided as subsidy while Rs.108.47 lakhs disbursed as loan through various banks operating in the district. 242 Self-Help Groups (SHGs) had been formed since inception of the scheme and an amount of Rs.6.10 lakhs had been provided as revolving fund to 61 SHGs during the Current financial year.

1.5.2 Jawahar Gram Samridhi Yojana (JGSY)

Funding Pattern: Centre 75% and State 25%

Scheme

This programme has launched during the year 1999-2000 after restructuring the Jawahar Rozgar Yojana. The objective of the JGSY is creation of demand driven community, village infrastructure besides generation of supplementary employment for the unemployed poor in the rural areas.

This programme is being implemented at the village level through the Gram Panchayat and the entire Central and State funds of this schemes are being released to the Gram Panchayats on population basis by the DRDAs. The Central share of assistance is released directly to the DRDAs and the State corresponding matching share is provided by the State Government after release of Central funds.

Allocation of funds at the panchayat level

a) 22.5 per cent of the funds are earmarked for Scheduled Castes individual schemes.
b) 15 per cent funds have been provided for maintenance of assets created under Jawahar Rozgar Yojana (JRY)

c) 7.5 per cent or Rs.7,500 is provided towards administrative expenses of the panchayats.

d) 55 per cent funds can be utilised for creation of rural infrastructure.

The Gram Panchayats are required to prepare the Annual Action Plans under JGSY. The wages under the programme to the workers can be paid either minimum wages or higher wages as fixed by the State Government whichever is higher. The Gram Panchayats can execute works upto Rs.50,000 with the approval of the Gram Sabha and without technical and administrative sanction. Muster rolls are required to be prepared for every work.

Achievement

Under the JGSY scheme a sum of Rs.122.69 lakhs was available up to March 2002 during the year 2001-2002 and 100 per cent amount had been utilised. 1,018 works had been executed out of which 284 works belong to SC. 2,38,847 man days had been generated under the scheme.

1.5.3 Rural Housing

Funding Pattern: Centre 75% and State 25%

Scheme

The Government of India from the 1999-2000 have earmarked 80 per cent of the allocated funds for construction of new houses and 20 per cent funds for
upgradation of unserviceable houses for the families living below poverty line. Atleast 60 per cent of funds are required to be spent for Scheduled Caste houses.

Identification of Beneficiaries

The Gram Sabha selects the beneficiaries from the list of eligible households. No approval of the Panchayat Samiti is required. The Government of India has prescribed the following priority in selection of beneficiaries.

(i) Liberated bonded labourers

(ii) SC/ST households

- SC/ST households who are victims of atrocity
- SC/ST households, headed by widows and unmarried women
- SC/ST households affected by flood, fire, earthquake, cyclone and similar natural calamities.

- Other SC/ST households

(iii) Non-SC/ST households

(iv) Physically handicapped

(v) Families/widows of personnel from defence services/para-military forces, killed in action, Ex-Servicemen and retired members of the paramilitary forces.

Unit Cost

The Government of India have approved the per unit cost of construction assistance of Rs.20,000. Assistance amounting to Rs.10,000 can also be provided
for conversion of unserviceable ‘kutcha’ houses into ‘pucca/semi puca’ houses for the BPL families. No contractor can be engaged for construction of IAY dwelling units which are built on individual plots of the beneficiaries in the main habitation of the village. No type design has been prescribed except the plinth area of the houses which should not exceed 20 sq.mts.

Achievement

Under IAY (New Construction) scheme a sum of Rs.36.52 lakhs were available up to March 2002 during the year 2001-02 out of which an amount of Rs.36.48 lakhs had been utilised. 185 number of houses were constructed under the scheme.

Under IAY (upgradation) scheme a sum of Rs.9.20 lakhs were available up to March 2002 during the year 2001-02 out of which an amount of Rs.9.14 lakhs had been utilised. 93 houses were upgraded under the scheme.

(b) Credit-Cum-Subsidy Scheme for Rural Housing

Funding Pattern: Centre 75% and State 25%

Scheme

There are a large number of households in the rural areas, which are not covered under Indira Awaas Yojana as they do not fall within the range of eligibility or due to the financial limits in the available budget. With a view to
cover the rural households having an annual income of Rs.32,000, the Government of India have launched this New Scheme during the year 1999-2000.

Ceiling on subsidy that can be given under this scheme is Rs.10,000 per household. The upper limit of construction loan is Rs.40,000 per household. Atleast a minimum of 60 per cent of the funds allocated under this scheme as subsidy shall be utilised for construction of houses for Scheduled Castes.

Achievement

Under Credit-Cum-Subsidy for Rural Housing scheme, a sum of Rs.2.51 lakhs were available up to March 2000 during the year 2001-02 out of which an amount of Rs.2.50 lakhs had been utilised. 25 houses were constructed under the scheme.

1.5.4 Desert Development Programme (DDP)

Non-Sandy Hot Arid Areas
Funding Pattern: Centre 75% and State 25%

Scheme

This programme has been launched by Government of India during the year 1995-96 after converting the Drought Prone Area Programme. All 5 blocks of this district are covered under this scheme.

Objectives

The objective of this programme is to control severity of drought and to bring ecological balance by having integrated development of soil and moisture
conservation including land shaping and development, dry land farming, water resource development and afforestation and pasture development on watershed development approach.

Activities

The Government of India had fixed the target of 17 Watershed development projects on 8,500 hectares at the cost of Rs.22.50 lakhs per Watershed for the period of four years from 1995-96 to 1998-99. Besides this, 10 Watersheds during the year 1998-99, 17 Watersheds during 1999-2000, 13 Watersheds during 2000-2001 and 11 Watersheds during 2001-2002. The total number of Watersheds sanctioned so far is 68 in this district.

Achievement

85 Watershed projects have been undertaken during the last 2 years and out of these 17 projects have been completed while 68 are under progress, which will be completed as per schedule laid in the guidelines issued by the Government of India. On these projects Rs.467.71 lakhs are utilised for treatment of 8,985 hectares area under all the projects. The main works undertaken under these projects are digging / development of ponds, construction of check dams, gully plugging, diversion channels, land levelling, construction of marginal bundhs and agro forestry etc. The main emphasis under the project is to conserve the natural resources that is, water and soil.
1.5 Employment Assurance Scheme (EAS)

Funding Pattern: Centre 75% and State 25%

Scheme

This scheme was launched by Government of India during the year 1993-94 in the 5 blocks of the District Mahendergarh.

Objectives

The primary objective of this scheme is the creation of Additional Wage Employment opportunities during the period of acute shortage of wage employment through manual work for the rural poor. The secondary objective is the creation of durable, social and economic assets for sustained employment and development.

Activities

Development works like soil and moisture conservation, minor irrigation, augmentation of ground water, link roads, other labour oriented works as per the needs of the areas can be taken up under this scheme. The labour and material ratio has been prescribed as 60:40.

70 per cent of the funds are allocated for each District and also are allocated to the Panchayat Samities and 30 per cent of the funds are earmarked for Zila Parishad for use in the areas suffering from enemic labour exodus/from the areas of the distress. The Zila Parishad are required to prepare Annual Action
Plan every year indicating the list of works for the 70 per cent portion of the funds and 30 per cent portion separately. Muster rolls are being maintained for every work separately.

**Achievement**

Under Employment Assurance Scheme, a sum of Rs.124.86 lakhs were available up to March 2002. During the year 2001-02 and 100 per cent amount had been utilised. 642 works were completed under the scheme.

**1.5.6 Pradhan Mantri Gramodya Yojana (PMGY)**

**Funding Pattern:** 100% by the Central Government.

**Scheme**

The Government of India has launched this scheme from financial year of 2000-01 to provide shelter to the rural poor. This scheme is generally based on the pattern of Indira Awaas Yojana (IAY).

**Target Group**

The target under this scheme is to provide houses for those living below the poverty line in the rural areas. Not more than 40 per cent of the total allocation can be utilised for construction of dwelling units for non-SC BPL families. The houses are constructed on individual plots in the main habitation of the village.
The beneficiaries have the freedom for construction of houses as per their needs.

**Unit Cost**

The ceiling of construction assistance is Rs.20,000 per unit for plain areas and Rs.22,000 per unit for hilly areas. For the conversion of unserviceable ‘kutcha’ houses into ‘pucca/semi-pucca’ houses, the maximum assistance is limited to Rs.10,000.

**Achievement**

Under Pradhan Mantri Gramodaya Yojana (New Construction) a sum of Rs.5.89 lakhs were available up to March 2002 during the year 2001-02 out of which Rs.5.88 lakhs had been utilised. 33 houses were constructed under the Scheme.

Under Pradhan Mantri Gramodaya Yojana (up-gradation) a sum of Rs.0.54 lakhs were available up to March 2002 during the year 2001-02 out of which Rs.0.50 lakhs had been utilised. 5 houses were upgraded under the scheme.

**1.5.7 Member of Parliament Local Area Development Scheme (MPLADS)**

**Funding Pattern: 100% by the Central Government.**

**Scheme**

This scheme has been launched by Government of India on 23 December 1993. Under this scheme, The Government of India provides an amount of
Rs.2 crore per annum to each Member of Parliament for the development works in their areas.

**Major Objectives**

(i) Construction of schools, hostels, libraries and other buildings of educational institutions.

(ii) Construction of tubewells and water tanks.

(iii) Construction of roads including part roads, approach roads, link roads, etc.

(iv) Special forestry, farm forestry, horticulture, pastures, parks and gardens in the Government and Community lands or other surrendered lands.

(v) Construction of public toilets and bathrooms.

(vi) Construction of bus sheds / stops for public transport passengers.

(vii) Construction of drains and gutters.

(viii) Construction of footpaths, pathways and footbridges.

(ix) Construction of veterinary aid centres and breeding centres.

**Achievement**

Under Member of Parliament Local Area Development Scheme, a sum of Rs.135.61 lakhs were available during the year 2001-02 out of which Rs.121.32 lakhs had been utilised. Out of 109 works, 97 works were completed during the year under the scheme. These works included such as tube wells for drinking
water, school rooms, pavement of streets, water tanks, retaining wall of pond, panchayat ghar, Sanitary latrine in Government schools, Boundary wall of schools, lying of pipeline for drinking water.

1.5.8 Decentralized Planning (DCP)

Scheme

This scheme was introduced in Haryana during the year 1985-86. Under this scheme funds are allocated to the District as United Funds as Grant-In-Aid. These funds are utilised for execution of development schemes / works of local importance providing direct benefit to the people after obtaining the approval of District Local Area Development Board.

The allocation / expenditure of funds made in the ratio of 75:25 for rural and urban areas in the district. 25 per cent of the total funds are spent on the schemes benefiting scheduled castes in rural / urban areas in the district.

Major Objectives

Broadly, these schemes relate to the pavement of streets, construction of community centres, special repair of school buildings, construction of Harijan Chaupal, Veterinary dispensaries, Panchayat Ghars, provision of drinking water etc.
Achievement

Under Decentralized Planning Scheme, a sum of Rs.108.45 lakhs were available during the year 2001-02 out of which Rs.76.21 lakhs had been utilised. Out of 99 works, 85 works were completed during the same year under the scheme.

1.5.9 Sampoorna Grameen Rozgar Yojana (SGRY)

This scheme had been started during 2001-02.

- Under this scheme, 5 kg. of food grains (in kind) will be ensured per manday to all unemployed rural workers and the remaining part of the wages are to be paid in cash.
- The overall supervision of the programme will rest with the Zila Parishads.
- The Annual Action Plan will be prepared every year at all the PRIs level.
- The works to be taken up will be intensive labour, leading to the creation of durable assets like soil and moisture conservation, development of Watersheds and traditional water resources (village ponds), afforestation, construction of village infrastructure etc.
- Digging of village ponds, construction / repairs / strengthening of ring bunds, construction of village streets and drainage system, retaining walls etc.
The digging of ponds would be the first priority under this scheme. Therefore, the village-wise number of ponds should be worked out and the scheme should be executed as per cost norms to be supplied by the Rural Development Department.³

1.6 REVIEW OF LITERATURE

According to Iyer⁴ the primary objective of Jawahar Rozgar Yojana (JRY) was to generate employment through Manaul Labour and the secondary object was to create durable Community Asset in the process of employment generation. According to official statistics, 3,300 millions mandays were generated under JRY in the country during the period from 1980-1990 to 1993-1994. The JRY was operated uniformly all over the country without specifically focussing on the backward districts in the states. A policy shift occurred in the second half of 1993. Accordingly, two significant changes were made. The first was the change in criteria for allocation of funds to Districts. Formerly, the District-wise allocation was made using an index of backwardness formulated on certain criteria. But later, the Central Government changed this norm to include only two parameters, namely proportion of rural SC / ST population in a District to total SC / ST population.


population in a District and the proportion of rural SC/ST population in a State to total SC / ST population in that State. The main implications were

(i) District with low agricultural productivity got higher JRY allocation.

(ii) Weightage for SC / ST population decreased from 60 percent to 50 per cent and .

(iii) No more weightage was given for percentage of agricultural labourers.

Erappa\(^5\) found that the land held by SC / ST was 7.6 percent of the land holdings in Karnataka (Chinappa Commission Report, 1990) and it was estimated that more than 70 percent of SC / ST beneficiaries utilized IRDP in Karnataka. The distribution of schemes sanctioned under broad heads of SC/ST showed that the dairy occupied the first place, which accounts for about 53 per cent to the total schemes assisted under IRDP. It was found that SC / ST beneficiaries were gradually delinking their traditional occupation and getting into the main stream of production process. A little less than 50 percent of the animal husbandry schemes were sanctioned to SC / ST beneficiaries. Thus IRDP programme helped more number of SC / ST beneficiaries to move above the poverty line.

Datt\textsuperscript{6} reviewed Jawahar Rozgar Yojana, and found that in the earlier employment programme, Central and State Assistance was stipulated that central assistance would Finance 80 percent and the states share would be 20 percent.

The main objectives were:

(1) generation of gainful employment for the unemployed and underemployed men and women in rural areas,

(2) creation of sustained employment by strengthening the rural infrastructure;

(3) creating a community of social assets,

(4) creating assets in favour of the poor for their direct and continuing benefit and

(5) to bring about overall improvement in quality of life in rural areas.

Wage under JRY was paid at the rate notified for the prescribed schedule of employment under the Minimum Wage Act for relevant works. “DWCRA - Working Wonders for Kashmiri Women”\textsuperscript{7} (1991) is a study carried out to assess the impact of DWCRA on the Kashmiri women. Women workers have been trained in various schemes of readymade garments, shawls, knitting and related work. The DWCRA programme extended its supportive services to rural women such as education, health, nutrition, immunization, family welfare and balwadis


in addition to their economic betterment. The programme has generated a sense of confidence to the womenfolk, thereby proving it to be a success.

Neela Mukherjee\(^8\) (1993) studied the two selected objectives of Jawahar Rozgar Yojana in particular, out of the several objectives, as creating assets in favour of rural poor for their direct and continuing benefit and improving overall quality of life in rural areas, in her paper with the caption “Women’s Participation and Jawahar Rozgar Yojana”. The major findings of the study is that the effectiveness of such programmes depends on who decides on how a programme is going to benefit rural women and the role played by rural women in such a programme. The author concluded that if rural women are able to participate in planning, decision-making and implementing different programmes, they will get an opportunity to express themselves and exercise their choice in deciding upon their priorities and even influencing male-dominated decisions. As a result, the output would turn out to be much better and practical.

The performance of DWCRA units and the extent to which the scheme has succeeded in achieving its stipulated objectives are the two major objectives of the study carried out by U.T. Damayanthi\(^9\) (1999) in Thrissur district. The study


found that only 15 per cent of the total sample beneficiaries derived marked improvement in their household income. In terms of improvement in the asset position, a positive change was seen in the case of 15 per cent respondents. The overall impact of the programme on the beneficiaries was found less.

Pothuluru and Someshwar\textsuperscript{10} made a study on labour absorption through IRDP in the Mothubur block in Nalgonda district to analyse the employment opportunities generated under various schemes of IRDP and nature of the job opportunities by the total of 327 economically active household members. Nearly 68 per cent were self employed and rest of them were wage earner. About 66 per cent of cultivators were self employed and 11 per cent of family members were wage employed. In the service sector of rural artisans households, 90 per cent were self employed. Among the agricultural labour households, half of the family members were self employed and the rest were engaged in wage employment.

The analysis of labour absorption through IRDP showed that various schemes and programmes had helped the creation of employment opportunities to the rural poor. However, employment generation was far below the benefits anticipated as per the IRDP manual.

Satyanarayanan Reddy and Renuka\textsuperscript{11} considered Development of Women and Children in Rural Areas (DWCRA) as a sub-scheme of Integrated Rural Development Programme (IRDP) at district level.

A distinguishing feature of DWCRA was that it was a group strategy as against family as a unit of assistance under IRDP. The women members of DWCRA formed groups of 10-15 each for taking up economic activities suited to their skill, aptitude and local conditions. The group strategy was adopted to motivate the rural women to come together and break social bonds which denied them income generating and self-fulfilling opportunities.

The scheme of DWCRA aimed mainly at providing opportunities of employment to women members of rural families below the poverty line. The assistance sanctioned to each group had to be shared by the Central Government, State Government and the UNICEF in equal proportion.

According to Iyer\textsuperscript{12} the primary objectives of Jawahar Rojgar Yojana was to generate employment through manual labour and the secondary objective was to create durable community asset in the process of employment generation. According to official statistics 3,330 million mandays were generated under JRY


in the country during the period from 1980-90 to 1993-94. Till late (1993) the JRY was being operated uniformly all over the country without specifically focusing on the backward Districts in the states. A policy shift occurred in the second half of 1993. Accordingly, two significant changes were made. The first was the change in criteria for allocation of funds to Districts. Formerly, the district-wise allocation was made using an index of backwardness formulated on certain criteria. But later, the Central Government changed this norm to include only two parameters, namely proportion of rural SC/ST population in a district to total SC/ST population in the State and (2) inverse of the district’s agricultural productivity, in the ratio of 50:50 respectively. The main implications were:

1. District with low agricultural productivity got higher JRY allocation.
2. Weightage for SC/ST population decreased from 60 per cent to 50 per cent.
3. No more weightage was given for percentage of agricultural labourers.

Erappa\textsuperscript{13} found that the land held by SC/ST was 7.6 per cent of the land holdings in Karnataka (Chinnappa Commission Report 1990) and it was estimated that more than 70 per cent of SC/ST beneficiaries utilised IRDP in Karnataka. The distribution of schemes sanctioned under broad heads for SC/ST showed, that dairy occupied the first place, which accounts for about 53 per cent of the total

Schemes assisted under IRDP. Then follows animal husbandry schemes and schemes related to agriculture. It was found that SC/ST beneficiaries were gradually delinking their traditional occupations and getting into the main stream of production process. Out of 45, a little less than 50 per cent of the animal husbandry schemes were sanctioned to SC/ST beneficiaries. Thus IRDP programme helped more number of SC/ST beneficiaries to move above the poverty line.

Datt\textsuperscript{14} reviewed Jawahar Rozgar Yojana, and found that in the earlier Rural Employment Programmes, Central and State assistance was stipulated that central assistance would finance 80 per cent and the states share would be 20 per cent.

The main objectives were: (1) generation of gainful employment for the unemployed and under employed, men and women in rural areas; (2) creation of sustained employment by strengthening the rural infrastructure; (3) creating community of social assets, (4) creating assets in favour of the poor for their direct and continuing benefits; and (5) to bring about overall improvement in quality of life in rural areas.

Wages under JRY were paid at the rate notified for the prescribed schedule of employment under the Minimum Wages Act for the relevant works.

1.7 STATEMENT OF THE PROBLEM

The District Rural Development Agency (DRDA) is visualised as a specialised and a Professional Agency capable of managing the anti-poverty programmes of the Ministry of Rural Development on the one hand and to effectively relate these to the overall effort of poverty eradication in the district. In other words, while the DRDA will continue to watch over and ensure effective utilisation of the funds intended for anti-poverty programmes, it need to develop a far greater understanding of the processes necessary for poverty eradication. It will also need to develop the capacity to build synergies among different agencies involved for the most effective results. It will therefore need to develop distinctive capabilities rather than perform tasks that are legitimately in the domain of the PRI’s or the Line Departments. The role of the DRDA will therefore be distinct from all the other Agencies, including the Zilla Parishad.

DRDA’s must themselves be more professional and should be able to interact effectively with various other agencies. They are expected to co-ordinate with the Line Departments, the Panchayati Raj Institutions, the banks and other financial institutions, the NGOs as well as the Technical Institutions, with a view to gather the support and resources required for poverty reduction effort in the district. It shall be their endeavour and objective to secure inter-sectoral and Inter-Departmental Co-Ordination and co-operations for reducing poverty in the
district. It is their ability to co-ordinate and bring about a convergence of approach among different agencies for poverty alleviations that would set them apart. Hence, the present study is an attempt to evaluate the select schemes namely Indira Awaas Yojana (IAY), Anaith Grama Anna Marumalarchi Thittam (AGAMT) and Sampoorna Grameen Rozgar Yojana (SGRY) under DRDA in Madurai district.

1.8 OBJECTIVES

The objectives of the present study are:

1. To trace the evolution of DRDA in India with reference to Tamil Nadu.
2. To examine the origin, growth and development of District Rural Development Agency in Madurai district.
3. To identify the organizational structure of District Rural Development Agency in Madurai district.
4. To evaluate the role and functions of DRDA in Madurai district.
5. To analyse the policies, programmes and working of DRDA in Madurai district.
6. To make suggestions for strengthening District Rural Development Agency.
1.9 **METHODOLOGY**

The secondary sources of data are used in the study. The methodology of this research is based on a descriptive and analytical study. The necessary data for research are collected from the related organisation and from various libraries. More importantly the Documentary sources provide a source of information on many aspects of DRDA administration.

1.9.1 **Sources of Data**

The sources of data for the present study are secondary. The secondary sources of data are collected from various reputed journals, articles, files, records, Manuals and Departmental orders concerned with the Administration of District Rural Development Agency and other publications which are drawn from some others original data.

Moreover the secondary sources of data are collected from the Collector Office, Madurai district, District Rural Development Agency, Ministry of Rural Development, Government of India, Conmemera Public Library, Chennai and District Library, Madurai.

1.9.2 **Tools of Analysis**

In order to analyse the performance of selected DRDA schemes, the following formulae have been used:
Arithmetic mean (\( \bar{X} \)) = \( \frac{\sum X}{n} \)

Where,

\[ X = \text{Area under a crop in a particular year.} \]

\[ n = \text{Number of years.} \]

Coefficient of Variation (\( \% \)) (CV) = \( \frac{\bar{X}}{\text{S.D.}} \times 100 \)

Where,

\[ \text{S.D.} = \text{Standard deviation of area under a crop.} \]

**Linear Trend Model**

\[ Y = a + bt \]

**Semi-log Trend:**

\[ \log Y = a + bt \]

where

\[ Y = \text{variable} \]

\[ t = \text{Time variable} \]

and a and b are the parameters to be estimated.

The above models were estimated by the method of least squares. The compound growth rate was calculated by using the following formula:

\[ \text{Compound Growth Rate (\%)} = [\text{Anti log } b - 1] \times 100 \]
To evaluate select DRDA schemes, Taxonomic Method of analysis has been used.

1.10 LIMITATIONS OF THE STUDY

The present study is confirmed only to three select DRDA schemes in Madurai District. Most of the schemes have been merged with other successful functioning schemes. Sometimes name of the scheme has been changed or modified under DRDA. The period of study has been taken from 2005-06 to 2009-10 due to non-availability of data for previous periods. Further, the data for five years were available only for three select Schemes in Madurai District.

1.11 SCHEME OF WORK

The report of the present study entitled “A Study on District Rural Development Agency with Special Reference to Madurai District” has been divided into seven chapters.

Chapter I introduces the subject and deals with District Rural Development Agency, Centrally sponsored programmes, Rural Housing, State sponsored programmes, special oriented programmes, Desert Development Programmes, Member of Parliament Local Area Development Scheme, review of literature,
statement of the problem, objectives, methodology, limitations and scheme of work.

Chapter II discusses the profile of the study area, Madurai district, in terms of geographical location, Administrative units, Population, literates, workers, Agricultural labourers, Revenue divisions and number of Urban and local bodies.

Chapter III deals with the organizational structure of DRDA, administration of DRDA, financial procedure, maintenance of accounts, implementation of various State Government schemes, selection of works and activities, contribution of public evaluation and monitoring.

Chapter IV analyses the function of select DRDA schemes namely (i) Indira Awaas Yojana (IAY), (ii) Anaithu Grama Anna Marumalarchi Thittam (AGAMT) and (iii) Sampoorna Grammen Rozgar Yojana (SGRY).

Chapter V analyses the performance of select DRDA schemes in Madurai district.

Chapter VI evaluates the select DRDA schemes block-wise and its growth and allocation of funds.

Chapter VII presents the summary of findings, conclusion and suggestions.