CHAPTER III

INTEGRATED RURAL DEVELOPMENT PROGRAMME IN INDIA (IRDP)

3.1. Introduction of IRDP

Since independence the rural development is an extremely complex phenomenon of India. The Government of India had kept high hopes on community development programme which was introduced in the year 1952, but it failed to achieve its objectives. Later on Government of India had introduced a number of programmes for uplifting the standard of living of the rural people in the Fourth Five Year Plan (1969-74). During this plan, special attention was given to alleviation of poverty, particularly rural poverty. Special programmes were introduced for the benefit of the poor, relatively less privileged classes and backward areas. The programmes introduced during this plan were Small Farmer Development Agency (SFDA) (1969), Marginal Farmers and Agricultural Labourers (MFAL) (1969), Drought Prone Area Programme (DPAP) (1970), Crash Scheme for Rural Employment (CSRE) (1971), Minimum Needs Programme (MNP) (1974) etc. In the Fifth Five Year Plan (1974-79) also implemented a large number of rural development programmes for upliftment of rural masses.

The Government of India designed a strategy for rural
development since the beginning of the Fifth Five Year Plan (1974-79), the strategy of rural development has been introduced with the clear objectives of eradicating poverty, reduction of inequalities and creation of additional income and employment opportunities. During this Plan, number of special programmes were introduced for the weaker sections of the rural society under rural development programme. They were classified as follows:\(^1\):

A) Resource Problem Based Area Development

Under this scheme, the following programmes are included:

1) Drought Prone Area Programme (DPAP)
2) Command Area Development Programme (CADP)
3) Hill Area Development Programme (HADP)
4) Desert Development Programme (DDP)

B) Target Group Programme

The scheme consists of

1) Small Farmer Development Agency (SFDA)
2) Tribal Development Projects (TDP)

C) Area Specific Incentive Programme

Following schemes are introduced under this programme:

1) Concessional Finance, 2) Investment Subsidy, 3) Transport Subsidy Scheme.

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D) Comprehensive Area Development Programme

Under this programme, there are sub-plans for hill and tribal areas.

The above classification should not water-down the essential goals and the scientific operations of the rural development endeavours. The imperative laid down for the plan for the rural areas of the country in increasing productivity through strategy of growth with social justice and providing full employment to the rural sector. As a comprehensive strategy and approach for translating these objectives into specific programmes, the integrated rural development new contemplated involves a multipronged attack on the problems of rural development. 'Integration' here covers four principal dimensions, integration of sectoral programmes, special integration, integration of social and economic process and above all the programmes with a view to achieving a better fit between growth, removal of poverty and employment generation.²

The concept of integrated programme for rural development is based on the knowledge of local needs, resource endowment and potentialities. The Draft Fifth Five Year Plan stated, "This integrated development should

². Ibid., p. 305.
encompass both special and functional integration of all relevant programmes bearing on increased agricultural production and reduction of unemployment and under-employment among small farmers and agricultural labourers. The aim is towards all round development and not combined to increasing production alone.\textsuperscript{3}

But all these programmes did not bring about any change in the problem of poverty. Therefore the Planning Commission introduced a single programme i.e. Integrated Rural Development Programme (IRDP) throughout the country during Sixth Five Year Plan\textsuperscript{4}. The IRDP launched in the year 1978-79 with 2300 blocks in the country; it extended to cover the 5011 blocks with effect from 2nd October 1980\textsuperscript{5}. Since then IRDP is continuous to be a major instrument of poverty alleviation in the rural areas.

However, later on, with a view to provide technical skills to rural youth for self-employment in the fields of agriculture and allied activities, industries, services and

\begin{footnotesize}
3. Ibid., p. 86.

4. Ibid., p. 89.

\end{footnotesize}
trade, the scheme of training for Rural Youths and Self
Employment (TRYSEM) was launched in the year 1979-80 as a
component of IRDP. The planners and policy makers also hoped
that women would get substantial participation in the various
anti-poverty and welfare programmes launched in the country.
But actually this participation turns out to be rather
limited due to the prevailing social milieu and restrictive
practices. The need therefore has been felt for introducing
specific programmes for the development of the poor women.
One such programme formulated and launched in the year 1982-
83 is known as Development of Women and Child in Rural Areas
(DWCRA) as sub-scheme of IRDP. Subsequently, the Government
of India (GOI) devised two schemes: 1) Group life insurance
scheme 2) Land purchase activity during seventh plan for
bringing higher rate of rural development.

3.2 Guidelines for Implementation of the IRDP

The Government of India\(^6\) gave the guidelines for
implementation of the IRDP. They are,

1) In the programme, priority is to be given for target
group (i.e. agricultural labour, small and marginal farmers,
SC/ST, non-agricultural labour, tenants etc.);

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6. Government of India, Important circulars on IRDP, (prior
to October 1980), Ministry of Rural Development, Vol.II,
2) At least 30 per cent of the assisted families should be drawn from the SC/ST population at district/block level;

3) The Five Year Plan is to be prepared for each block/district;

4) The uniform pattern of subsidy is to be designed to extend the benefits to the poorest among the poor;

5) Intensive field supervision will be required at the block level; and

6) To set up an agency for implementation of IRDP.

Thus, Integrated Development Programme has been evolved as the main programme for the all round development of rural areas.

3.3. Objectives of Integrated Rural Development Programme (IRDP):

According to the Government of India\(^7\) the Integrated Rural Development Programme is a beneficiary oriented programme. Its main objective is to enable selected families in rural areas to cross the poverty line. (A family with an annual income of Rs. 3500 or less is considered to be below the poverty line.). Later on this limit is extended annual income of Rs. 6400 during the Seventh Plan\(^8\). The cut off

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point of Rs. 4800/- has been used for identification of the poor households.

The Integrated Rural Development Programme seeks the overall transformation of rural life by tackling the problem of rural poverty, housing, rural infrastructure, social amenities and employment. In view of this, the government decided to achieve the following objectives:

1) To raise the level of per capita income and standard of living of rural masses of below the poverty line;

2) To increase production and productivity in agriculture and allied activities in the rural areas;

3) To generate the minimum possible employment opportunities in rural areas especially for the weaker sections of the rural society;

4) To provide certain basic amenities like drinking water, electricity, roads, market centres, health care centres and education centres;

5) To create productive asset for those who are below the poverty line;

6) To divert the heavy burden of production on agriculture through development of animal husbandry and rural cottage industries;

7) To increase people's participation in the development process.
3.4 Strategy of IRDP:

During the Sixth Plan, the Government of India designed an operational strategy for IRDP which consist of the following elements:

1) A five year development profile will be drawn up for each block based on possibilities of development in agriculture and allied sectors. This will cover or deal with optimum development of surface water resources, fuller water utilisation of minor irrigation projects, private wells and tubewells, dairy and animal husbandry, fisheries, forestry. Such a plan will become a framework of action programme in each block.

2) Free guidance is to be provided through agricultural extension service to all farmers.

3) A special programme of assistance to the poorest among the rural households will be drawn up and attempts be made to bring them above the poverty line. The village council (Gramsabha) will assist in the identification of such poorest among the poor of rural families.

4) Suitable mechanism is to be devised to secure representation of the poor on the implementing agencies at the district, block and village levels to facilitate better planning and implementation of the programme.

5) There is to be a credit plan for each district and block, taking into account the total credit needs of the area and indicating the credit programme for each target group.

6) IRDP is to be implemented through a single agency in each district. Each district agency will have a multidisciplinary planning team which will prepare a block plan in each district.

7) Block level organisation, which is to implement the programme needs to be strengthened in terms of staff, both specialised block and village level.

In addition to providing productive assets to the rural poor families, it will be necessary to link the prospective beneficiaries under IRDP to various social services, particularly programmes like applied nutrition, compulsory primary education, family welfare, children and women welfare activities, etc.

Thus, the household centred poverty alleviation strategy will thus come to consist of steps not only for the economic emancipation of the poor beneficiary families but also the education and welfare of the vulnerable numbers, etc. However, in the Sixth Five Year Plan, the number of activities related to the rural poor are formed under the IRDP. They are classified into three sectors.
1) Primary sector - In the primary sector following schemes are included.

Minor irrigation, supply of milch cattle, poultry farms, sheep breeding units, piggery units, goats, ducks, fisheries, sericulture, honey processing, gardening and horticulture, seed production and marketing, land purchase scheme etc.

2) Secondary sector - Under this sector, manufacture of Agarbattis, non-edible oils and soap industry, leather product industry, Ghani oil industry, handmade paper, processing cereals and pulses, handlooms, handicrafts etc. are included.

3) Tertiary sector - Under tertiary sector, the activities that are included are - shoe-repairing units, tailoring, grocery and petty shops, rickshaw pulling, bullock carts, camel carts, etc. 10.

At present, IRDP envisaged will be specially focused on the target group comprising small and marginal farmers, agricultural labourers and rural artisans, whose economic improvements is an important concern of rural development.

Besides, a host of other programmes are also launched from time to time. They are as under:

10. Ibid., p. 97.
a) Schemes related to agriculture:

1) Construction and digging of irrigation wells and repair of old wells on the basis of 50 per cent subsidy, 2) Installations of electric pumps and oil engines on the basis of 100 per cent subsidy, 3) Distribution of seeds and chemical fertilizers on the basis of 50 per cent subsidy, 4) Supply of bullock pairs and carts to scheduled castes and tribes cultivators, 5) Scheme for demonstration on oil seed crops, 6) Subsidy for purchase of plant protection equipments, 7) Purchase of agricultural products and minor forest products, 8) Dairy development, etc.

b) Schemes related to educational development of tribal population.

i) Expansion of non-governmental secondary schools;
ii) Award of post-matriculate scholarships; iii) Grant-in-aid to hostels and Ashram schools; iv) Pre-examination training; v) Research, training and special projects; vi) Coaching-cum-guidance centre; vii) Provision of educational equipment; viii) Provision of mid-day meals; ix) Exemption from tuition and examination fees; x) Development of cottage industries; xi) Supply of poultry, sheep, pigs, goats, etc; xii) Supply of drinking water scheme; xiii) Legal aid etc.

Above various programmes have been initiated by the centre and state governments for the development of tribal population.
3.5. Identification and Selection of IRDP Beneficiaries:

The target groups for assistance under IRDP consist of small and marginal farmers, landless agricultural labourers, rural artisans and families belonging to the scheduled castes and scheduled tribes whose family income is below the poverty line.

The target groups included in IRDP schemes are defined as follows:

a) Small Farmer: A cultivator with a landholding of five acres or below is a small farmer. (In the case of class I irrigated land, as defined in the state Land Ceiling Legislation, a farmer with 2.5 acres or less shall also be considered as a small farmer). Where the land is irrigated but not of the class I variety, a suitable conversion ratio maybe opted for by the state governments, with a ceiling of five acres.

b) Marginal farmers: A person with a landholding of 2.5 acres or below is a marginal farmer. In the case of class I irrigated land, the ceiling will be one acre.

c) Agricultural Labour: A person without any land, but with a homestead, deriving more than fifty percent of his income from agricultural wages is an agricultural labour.

d) Non-agricultural labourer: A person whose total income from wage earnings does not exceed Rs. 200 per month, persons who derive their income partly from the agricultural sector 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. It seeks to cover the weaker sections of the community including scheduled castes, scheduled tribes and rural women.

Proper identification of the beneficiaries in the target group is crucial for the success of IRDP. Income is the main criteria for the selection of the beneficiaries. The families who fall below the poverty line will be listed under different income groups starting from the lowest income group. The priority will be given to the poorest of the poor families for assistance.12

The following procedure should be adopted for the selection of beneficiary households:

a) The list of the poorest of the poor families should be prepared by the village level worker or block staff.

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b) The said list should then be placed for approval in the meetings of the village assembly (Gramsabha). This meeting should be called by the Block Development Officer.

c) The village assembly should be attended by the local people, non-officials, block officers and bank officers etc. and

d) The list of the beneficiaries family selected in the village assembly should be displayed on the notice board of the village panchayat and the block office.

In the case of any dispute raised about names in the final list, it should be decided by the project director and District Rural Development Agency (DRDA) in consultation with the Block Development Officer (BDO).

Thus, the procedure adopted for the selection of beneficiaries is totally based on democratic pattern. The frictions are also minimised if they arise while selection of the beneficiaries.

3.6. Administrative Structure of IRDP:

The IRDP is an exercise in multilevel planning. The administrative structure comprises of centre, state and the district. At the central level, the Ministry of Rural Development is responsible for policy, planning direction, coordination, monitoring and evaluation of IRDP.\(^{13}\) The

\(^{13}\) Ibid., p. 15.
senior officials are assigned areawise responsibility to oversee the overall implementation of the programme.

At the state level, there is the State Level Coordination Committee (SLCC) headed by the chief secretary and includes the heads of various departments, representatives of RBI and NABARD, commercial banks, representatives of Ministry of Industry, Government of India and the state secretaries/directors of industry, are associated with the SLCC. The SLCC approves the block level plans and schemes. It reviews the progress made in the implementation and monitoring of the programme. It is responsible for coordination among various departments. The details are shown in Appendix 3.A.

At the district level, the District Rural Development Agency (DRDA) has been created under the Societies Registration Act to take care of all the schemes under IRDP. All the district level officers connected with the programme are its members. The DRDA does not have any staff at either the taluka level or the village level. It is needed by a project director drawn from the state government who in many instances is an I.A.S. officer posted in the cadre of rural development officer.

The collector and zilla parishad chairman are the ex-officio Chairman and ex-officio vice-chairman of the DRDA
respectively. Since the programme envisaged preparation of a comprehensive plan for every block, a three member planning team at the district level comprising of an economist, statistician, a credit planning officer and an expert in the field of rural industries was also to be set up as part of the district level agency. The staffing pattern of the agency at district level is presented in the chart (Appendix 3-B).

The block is a basic unit for preparation of perspective and annual plans, implementation of the programme as per the approval plan and providing feedback on the impact of the programme. Therefore the BDO is required to perform the role of the chief coordinator in the block and also see that plans are prepared in time and implemented effectively.

Thus, the IRDP seeks to establish a system of supervision and coordination at different levels of administration. At state level, there is a state level coordination committee for IRDP, the progress of which is reviewed by the Chief Minister. Thus DRDA is responsible agency for IRDP at district level. BDO is administrator for IRDP in the block level.

3.7 Criteria for Allocation and Distribution of Funds to the States and Target Groups:

During the Sixth Plan, funds were allocated to the
states on a uniform basis according to the number of blocks. Allocations are now being done in relation to the incidence of poverty in the states. Funds devolved to district are based on a formula evolved by the state government and approved by central government. Further devolution to the blocks is done by the governing body of the DRDA based on a level of poverty, availability of banking infrastructure and other opportunities

The funds are released to DRDA on the following principles:

1) The expenditure should be equally shared by centre and states.

2) For union territories the entire expenditure is met by central government.

3) The expenditure should not be repugnant to the objective and the needs of the programme. The funds are released in two installments by the centre.

In the case of cold snow bound district viz. Lahul and Spiti, Leh and Kargil where the working period is limited to a few months, the entire central share/ of assistance can be released in one installment. These releases should be matched with the releases by the states.

For achieving the objective of the programme has been aiming at provision of funds to the target group in the form of government subsidy and bank credit on a reasonable rate of interest. Under IRDP, the payment of subsidy which depends on two factors — (1) the nature of scheme, and (2) the category of the beneficiary households.

Subsidies for individual families vary from 25 per cent to 50 per cent of the capital. A family could be provided a maximum of Rs. 3000 by way of subsidy. Small farmers are eligible for subsidy of 25 per cent of the total cost of the scheme. All other categories of beneficiaries i.e. marginal farmers and agricultural labourers are eligible for subsidy of $33 \frac{1}{3}$ per cent. The beneficiaries selected in drought prone area will however, get a maximum subsidy of Rs. 4000. However, scheduled tribe families are given subsidy of Rs. 5000 and the quantum of subsidy is 50 per cent of the cost of the scheme\textsuperscript{15}. The details of the subsidy limit in respect of beneficiaries are given in Table 3.1

3.8 Performance of the IRDP During Plan Period

The Integrated Rural Development Programme (IRDP) is an important rural reconstruction programme to transform the Indian rural economic scene. The Government of India launched this programme in the country to alleviate rural

\textsuperscript{15} Ibid., p. 32.
<table>
<thead>
<tr>
<th>Item</th>
<th>Small farmers</th>
<th>Marginal farmers</th>
<th>Agricultural labourers</th>
<th>Non-agricultural labourers</th>
<th>Rural artisans</th>
<th>SC/ST beneficiaries</th>
</tr>
</thead>
<tbody>
<tr>
<td>Proportion of subsidy to total cost of scheme (in %)</td>
<td>25</td>
<td>$3\frac{1}{3}$</td>
<td>$3\frac{1}{3}$</td>
<td>$3\frac{1}{3}$</td>
<td>$3\frac{1}{3}$</td>
<td>50</td>
</tr>
<tr>
<td>Ceiling of subsidy (in Rs.)</td>
<td>3000</td>
<td>3000</td>
<td>3000</td>
<td>3000</td>
<td>3000</td>
<td>5000</td>
</tr>
<tr>
<td>Rs. 4000 in respect of DPAP areas*</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* The beneficiaries selected in DPAP will receive Rs. 4000/- subsidy.

poverty with some specific objectives. It is conceived essentially as an anti-poverty programme to raise income level and to remove unemployment especially of target groups in rural areas. For, these people are very poor. They do not possess any productive assets other than their labour. This asset would include sources of irrigation for those possessing some land, bullocks and implements, animals for dairy and other animal husbandry activities, seeds and fisheries, and tools and training for cottage industries and handicrafts etc. It was estimated that, on an average, 10 to 12 thousand of the twenty thousand households in a block were poor. Under the IRDP, 3000 of these poor households on an average per block at the rate of 600 households per year, were to be assisted over the Sixth Plan. Of the 600 families to be assisted in each block in a year, 400 families were aimed to benefit through agriculture and allied activities, 100 through village and cottage industries, and other 100 families in the service sector.  

As far as financial resources are concerned, from 1980-81 onwards all blocks were provided with a uniform allocation of Rs. 35 lakhs per block. During the Sixth Plan period, the outlay for IRDP during entire plan was kept at Rs. 3000 crores to be contributed by the commercial banks and

cooperative banks and Rs. 1500 crores to be provided by the central and State government. This implied a total investment of Rs. 4500 crores. The Seventh Plan (1985-90) allocation for the programme was Rs. 2358.81 crores, shared equally by the centre and states and Rs. 1641.19 crores to be contributed by the banks. Hence, a total investment of Rs. 4000 crores was kept during Seventh Five Year Plan. The total financial allocation for IRDP are shown in Table 3.2. The performance of financial allocations for the IRDP seems to be satisfactory. The total expenditure and investment mobilised was also appreciable. The Sixth Plan allocation target for the programme to be contributed by Centre and State was Rs. 1500 crores, however actual expenditure exceeds this target by 661.17 crores. During the Seventh Five Year Plan also it exceeded the allocation target by 957 crores. The total target achieved in excess of Rs. 262.78 crores during Sixth Plan, while in the Seventh Plan it exceeds by Rs. 4688.34 crores. The Seventh Plan took more care in providing adequate finances. The same is true in case of percapita credit and investment.

As far as provision of assets to the identified households is concerned, it was made through bank loan and partly through subsidy. As far as small farmers are concerned the amount of subsidy was one fourth of the price,
Table 3.2: Financial Allocation for IRDP (1980-90)  

<table>
<thead>
<tr>
<th>Period</th>
<th>Allocation to be contributed by Central &amp; State governments</th>
<th>Allocation to be contributed by Commercial and cooperative banks</th>
<th>Total allocation</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Target Achievement</td>
<td>Target Achievement</td>
<td>Target Achievement</td>
</tr>
<tr>
<td>(1)</td>
<td>(2)</td>
<td>(3)</td>
<td>(4)</td>
</tr>
<tr>
<td>Sixth Five Year Plan (1980-85)</td>
<td>1500</td>
<td>1661.17</td>
<td>3000</td>
</tr>
<tr>
<td></td>
<td>(Rs.2000)</td>
<td>(Rs.1824.6)</td>
<td>(Rs.3000)</td>
</tr>
<tr>
<td></td>
<td>3000</td>
<td>3101.61</td>
<td>4500</td>
</tr>
<tr>
<td></td>
<td>(Rs.3000)</td>
<td>(Rs.2792.4)</td>
<td></td>
</tr>
<tr>
<td>Seventh Five Year Plan (1985-90)</td>
<td>2358.81</td>
<td>3315.81</td>
<td>1641.19</td>
</tr>
<tr>
<td></td>
<td>(Rs.1667)</td>
<td>(Rs.2956)</td>
<td>(Rs.4000)</td>
</tr>
<tr>
<td></td>
<td>5372.53</td>
<td></td>
<td>(Rs.4700)</td>
</tr>
<tr>
<td></td>
<td>4000</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
while it was one third of the price for marginal farmers and landless labourers. The balance amount was to be obtained from the financial institutions as loan. The key indicators of performance of the IRDP in the Sixth and Seventh Plans show that the assets provided to the selected households were financed through a mix of government subsidies.

The per capita subsidy provided for the beneficiaries is shown in Table 3.3, which also clears the fact that the target of Rs. 1000 set, during Sixth Five Year Plan is not at all achieved. However, during the Seventh Five Year Plan the per capita subsidy is provided more than the target. We can say that during the Seventh Plan only subsidy is given to the beneficiary as per their requirement.

Table 3.3 : Subsidy Provided for IRDP (1980-90)

<table>
<thead>
<tr>
<th>Period</th>
<th>Per capita subsidy (in Rs.)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Target</td>
</tr>
<tr>
<td>Sixth Five Year Plan</td>
<td>1000</td>
</tr>
<tr>
<td>(1980-85)</td>
<td></td>
</tr>
<tr>
<td>Seventh Five Year Plan</td>
<td>1333</td>
</tr>
<tr>
<td>(1985-90)</td>
<td></td>
</tr>
</tbody>
</table>

The total number of beneficiaries sought the benefits under IRDP is given in Table 3.4.

Table 3.4: Volume of Beneficiaries under IRDP (1980-90)

<table>
<thead>
<tr>
<th>Period</th>
<th>Total No. of beneficiaries</th>
<th>No. of SC/ST beneficiaries</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Target</td>
<td>Achievement % of 2</td>
</tr>
<tr>
<td>Sixth Five Year Plan</td>
<td>150</td>
<td>165.62</td>
</tr>
<tr>
<td>(1980-85)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Seventh Five Year Plan</td>
<td>200</td>
<td>181.77</td>
</tr>
<tr>
<td>(1985-90)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: As per Table 3.2

The Sixth Five Year Plan target was to assist 150 lakhs beneficiaries whereas the target was 200 lakh beneficiaries during Seventh Five Year Plan (1985-90). But the achievement is more than the target figure at about 166 lakh (110.41 per cent) only in the Sixth Five Year Plan. The target of the Seventh Plan has not been fully achieved. It could hardly achieve 90.89% of its target. But the SC/ST beneficiaries covered were 65 lakh (129.26 per cent) and 81 lakh (136.62 per cent) beneficiaries against the target of 50 lakh and 60 lakh beneficiaries during the Sixth and Seventh Plans respectively.
Sectorwise coverage under IRDP during 1980-81 to 1989-90 is given in Table 3.5.

Table 3.5: Sectorwise Coverage of Beneficiaries under IRDP (1980-90)

<table>
<thead>
<tr>
<th>Year</th>
<th>Primary Sector</th>
<th>Secondary Sector</th>
<th>Tertiary Sector</th>
</tr>
</thead>
<tbody>
<tr>
<td>1980-81</td>
<td>93.56</td>
<td>2.32</td>
<td>4.12</td>
</tr>
<tr>
<td>1981-82</td>
<td>83.02</td>
<td>4.92</td>
<td>12.06</td>
</tr>
<tr>
<td>1982-83</td>
<td>86.70</td>
<td>15.70</td>
<td>15.60</td>
</tr>
<tr>
<td>1983-84</td>
<td>85.90</td>
<td>13.20</td>
<td>27.90</td>
</tr>
<tr>
<td>1984-85</td>
<td>54.5</td>
<td>15.50</td>
<td>29.80</td>
</tr>
<tr>
<td>1985-86</td>
<td>42.1</td>
<td>15.80</td>
<td>42.10</td>
</tr>
<tr>
<td>1986-87</td>
<td>46.08</td>
<td>18.44</td>
<td>35.48</td>
</tr>
<tr>
<td>1987-88</td>
<td>41.00</td>
<td>18.00</td>
<td>41.00</td>
</tr>
<tr>
<td>1988-89</td>
<td>42.00</td>
<td>19.00</td>
<td>39.00</td>
</tr>
<tr>
<td>1989-90</td>
<td>47.76</td>
<td>18.01</td>
<td>34.23</td>
</tr>
<tr>
<td>Average</td>
<td>62.26</td>
<td>14.00</td>
<td>30.4</td>
</tr>
</tbody>
</table>

Source: 1) Compiled from the various Annual Reports (1980-81 to 1989-90) of the Planning Commission, New Delhi and  
It can be observed from Table 3.5 that the percentage of beneficiaries assisted in the primary sector decreased from 93.56 per cent in the year 1980-81 to 47.76 per cent in the year 1989-90, whereas in the secondary sector and tertiary sector the percentage of beneficiaries increased to 18.01 per cent and 34.23 per cent from 2.32 per cent and 4.12 per cent respectively during the period 1980-81 to 1989-90.

However, it can be clearly seen that, of these sectors, on an average 62.26 percent of the beneficiaries are covered under primary sector. The remaining 30.4 percent and 14 percent beneficiaries are covered under tertiary sector and secondary sector respectively during the period 1980-81 to 1989-90.

The Government of India has taken steps to improve the implementation of the programme during the Seventh Plan.

1) The poverty line has been kept at Rs. 6400. The income of the assisted families is to be raised to this level,

2) For identification purposes, the cut off point has been raised to Rs. 4800 per family. However, all the families with income upto Rs. 3500 have to be covered before taking up with families with higher income,

3) It had also been emphasized that identification of beneficiaries must involve peoples representatives much more closely,
4) The administration set up at block, district and state level should be streamlined and strengthened, wherever necessary,

5) Creating a better climate of awareness of beneficiaries and their proper organisations,

6) Powers have been delegated from the State Level Coordination Committee to the government body of the DRDA to approve plans. The DRDA is required to do this by February and to start implementation of the same from 1st April each year;

7) Improvement in the functioning of banks particularly at the grass root level; etc.

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

This scheme was launched by the Government of India in the Department of Rural Development on 15th August 1979, as a component of the Integrated Rural Development Programme. Its main objective is to provide the technical skills to rural youth from families below poverty line to enable them to take up self-employment in the broad fields of agriculture and allied activities, services and business activities. The objective of Training of Rural Youth for Self Employment (TRYSEM) scheme has been enlarged to include wage employment.

The target group under this scheme comprises of rural youth between the ages of 18-35 from families living below the poverty line. Minimum age for providing training under TRYSEM would be 16 years for inmates of orphanages in rural areas. This upper age limit of 35 years is relaxed to 45 years in case of widows, persons displaced due to large development projects and cured leprosy patients for receiving TRYSEM training. The process of skill endowment under TRYSEM to members of the target group is an integral part of the IRDP. The training under TRYSEM would, therefore, be provided on the basis of actual need and requirement.

A minimum of 50 per cent of trained youths should belong to scheduled castes and scheduled tribes communities and minimum of 40 per cent of youth trained should be women. At least 3 per cent of the benefit should be earmarked for physically handicapped persons who are capable of taking up training under TRYSEM Scheme and subsequently of being self/wage employed.

The identified youths are to be put to training either with a training institution or a master craftsman to provide necessary technical skills. On the successful completion of training, they should receive both subsidy and institutional credit under IRDP, for acquisition of income generating assets, if they so desire. The care should be taken to
ensure that IRDP activity provided to the beneficiary has 
relevance to the training imparted under TRYSEM.

Terms and conditions for release of funds for training 
under TRYSEM¹⁸ are as follows:

1) Central allocation for TRYSEM training will have to 
be matched by state government on 50:50 basis.

2) Central allocation will be worked out using the same 
distribution system in formulating IRDP allocation;

3) The states will distribute funds to the DRDAs as per 
the requirement in different districts must receive some 
basic minimum funds.

4) The state/union territories may also evolve its own 
criteria for inter district allocation of funds which should 
be discussed in and approved by the state level committee.

5) The centre will release the funds in two 
installments to the states.

3.10. Performance of TRYSEM

The performance of the TRYSEM in terms of expenditure 
incurred and training and employment given for youths, in 
general and SC/ST youths in particular under this scheme is 
given in the following tables respectively.

The performance of the scheme with respect to the 
expenditure incurred under TRYSEM is depicted in Table 3.6.

¹⁸. Ibid., p. 75.
Table 3.6: Expenditure Incurred under TRYSEM (Rs. in lakh)

<table>
<thead>
<tr>
<th>Period</th>
<th>Expenditure on training*</th>
<th>Infrastructure assistance to training institutions (Central share)</th>
<th>Total expenditure** (2 + 3)</th>
<th>Total youth trained</th>
<th>Per trainee expenditure (Rs. in lakhs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>(1)</td>
<td>(2)</td>
<td>(3)</td>
<td>(4)</td>
<td>(5)</td>
<td>(6)</td>
</tr>
<tr>
<td>Sixth Five Year Plan</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(1980-85)</td>
<td>5754.50</td>
<td>387.90</td>
<td>6142.4</td>
<td>1014695</td>
<td>605.34</td>
</tr>
<tr>
<td>Seventh Five Year Plan</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(1985-90)</td>
<td>12884.71</td>
<td>2435.35</td>
<td>15320.06</td>
<td>997960</td>
<td>1535.13</td>
</tr>
<tr>
<td>1990-91</td>
<td>3260.93</td>
<td>441.00</td>
<td>3701.93</td>
<td>236177</td>
<td>1567.43</td>
</tr>
<tr>
<td>1992-92</td>
<td>4879.31</td>
<td>400.00</td>
<td>5279.31</td>
<td>307004</td>
<td>1719.62</td>
</tr>
</tbody>
</table>

* Includes Central and State share. This expenditure is met from IRDP funds allocation of the district level.

** The figures exclude the state contribution.

During the Sixth Five Year Plan government spent almost Rs. 6142.4 lakh for training purpose which increased to Rs. 15320.06 lakh during the Seventh Five Year Plan. In terms of per capita expenditure, data in this table reveals that government has spent Rs. 605.34 per youth during sixth plan period. However, during the Seventh Five Year Plan per capita trainee expenditure increased to Rs. 1535.13. But during 1990-91 per capita expenditure was Rs. 1567.43 which increased to Rs. 1719.62 in 1991-92.

The data given in Table 3.7 reveals that during the Sixth Five Year Plan period, about more than 1014695 youths were trained under this scheme, of which 478396 persons took up self employment and 102097 wage employment. During the Seventh Plan period, 997960 youth were trained under this scheme. In 1990-91, 2.36 lakh youth and in 1991-92, 3.07 lakh youths were also trained under TRYSEM. During the Seventh Plan\textsuperscript{19} less than 10 lakh youths were trained under TRYSEM, of which 77.97 per cent took up self-employment and 22.03 per cent wage employment.

The table further reveals that during the Sixth Plan, out of trained youths only 57 per cent of trained youths get employed. During the Seventh Plan Period (1985-95) 59 per cent youths get employed due to training. However, this

Table 3.7: Training and Employment for Youths Provided under TRYSEM (1980-92)  
(In numbers)  

<table>
<thead>
<tr>
<th>Period</th>
<th>No. of youth trained</th>
<th>No. of youth self-employed</th>
<th>No. of youth wage employed</th>
<th>Total No. of youth employed</th>
<th>5 as % of 2</th>
<th>3 as % of 5</th>
<th>4 as % of 5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sixth Plan (1980-85)</td>
<td>1014695</td>
<td>478396</td>
<td>102097</td>
<td>580493</td>
<td>57.20</td>
<td>82.42</td>
<td>17.58</td>
</tr>
<tr>
<td>Seventh Plan (1985-90)</td>
<td>997960</td>
<td>464036</td>
<td>131096</td>
<td>595132</td>
<td>59.63</td>
<td>77.97</td>
<td>22.03</td>
</tr>
<tr>
<td>1990-91</td>
<td>236177</td>
<td>123785</td>
<td>41413</td>
<td>165278</td>
<td>69.98</td>
<td>74.91</td>
<td>25.09</td>
</tr>
<tr>
<td>1991-92</td>
<td>307004</td>
<td>119959</td>
<td>47459</td>
<td>167418</td>
<td>54.53</td>
<td>71.65</td>
<td>28.35</td>
</tr>
</tbody>
</table>

Source: As per Table 3.6.
percentage was 69 per cent during 1990-91. But later on it reduced to 54 per cent.

The training provided for SC/ST youths under this scheme is given in the Table 3.8 which gives the clear picture.

Table 3.8: Training Provided for SC/ST Youths Under TRYSEM (1980-1993) (in numbers)

<table>
<thead>
<tr>
<th>Period</th>
<th>Total youths trained</th>
<th>SC/ST youths trained</th>
<th>3 as % of 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>(1)</td>
<td>(2)</td>
<td>(3)</td>
<td>(4)</td>
</tr>
<tr>
<td>Sixth Five Year Plan</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(1980-85)</td>
<td>1014695</td>
<td>333928</td>
<td>32.90</td>
</tr>
<tr>
<td>Seventh Five Year Plan</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(1985-90)</td>
<td>997960</td>
<td>422145</td>
<td>57.69</td>
</tr>
<tr>
<td>1990-91</td>
<td>236177</td>
<td>105441</td>
<td>44.64</td>
</tr>
<tr>
<td>1991-92</td>
<td>307004</td>
<td>138697</td>
<td>45.17</td>
</tr>
<tr>
<td>1992-93</td>
<td>275990</td>
<td>116464</td>
<td>42.19</td>
</tr>
</tbody>
</table>

Source: As per Table 3.7

During the Sixth Five Year Plan, only 32.9% of total trained SC/ST youths could get training. However, in the Seventh Plan period (1985-90) it raised to 57.69 per cent; but during 1990-91 to 1991-92 on an average 44.64 per cent of the SC/ST
youths could get the training. The target is not achieved during the Sixth Plan period and after Seventh Plan period.

3.11. Development of Women and Children in Rural Areas (DWCRA):

The Seventh Five Year Plan report pointed out that in the first three years of the plan (Sixth Plan) the benefits under the IRDP were not flowing adequately to women. Therefore, the Government of India introduced a programme for development of women and children in rural areas (DWCRA) as a sub-scheme of IRDP in September 1982. This scheme was started in the year 1982-83 with the primary objective of focusing attention on the women members at rural families below poverty line with a view to provide them opportunities of self-employment on a sustained basis. It aims at motivating and assisting women to engage themselves in a productive activity for earning a substantial income as well as to improve the quality of their own and children's life. Thus, though economic activity is the priority, the social betterment of the women and their children is also to be an objective to be aimed at. It is being partly supported by UNICEF and is jointly financed by centre and state governments.

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Strategy

A distinguishing feature of DWCRA is group strategy as against family as a unit of assistance under IRDP. The women members of DWCRA form group of 10 to 15 women each for taking up economic activities suited to their skill, aptitude and the local conditions. Later on in 1988, under DWCRA, women living below poverty line in rural areas in groups increased from 10 to 15 to 16 to 20 according to their skill and local needs.

However, they should come together and break social bond, which would help them to set self employment opportunities. This strategy has been extended to all districts for greater coverage of women under IRDP with effect from 1st January 1990.

The subsidy along with loan can be given to the beneficiary in cash or in kind. The funds received by the DRDAs are to be kept in savings bank accounts (Beneficiary Account). The DRDA can open these accounts with the principal participating bank branches in the field. The final authority to open or close these accounts with banks rests with the chairman of the DRDA. The funds deposited in the savings bank account will earn interest of usual rates.

The DRDA should prepare a list of these accounts indicating the bank branches and the amount kept and circulate into the blocks. The bank should debit subsidy amounts from these accounts at the time of the disbursement of the package of assistance.

If there is delay in the transfer of funds from principal branch to the local branch, the beneficiary cannot be held responsible and he should not be charged interest on the subsidy portion as it is a matter between the principal branch and local branch.

Under this scheme, the amount of Rs. 15000 (subsidy + loan) is provided to every group of DWCRA. This is equally shared among the Government of India and the UNICEF. In the case of union territories, the central government contributes Rs. 10000 and UNICEF Rs. 5000. The revolving fund is meant for use by group for following purpose.\(^\text{22}\)

1) Purpose of raw material and marketing;

2) Infrastructural support for income generators and other group activities;

3) One time expenditure on child care activities; and

4) One time expenditure not exceeding Rs. 500 to meet travel allowance for visit to banks.

3.12. The Physical and Financial Achievements under DWCRA:

The main strategy under the programme is to improve the access of poor women to employment, skill, training, credit and other support services. At the same time the focus is also conversing other services, like family welfare, health, nutrition and education to the target groups benefit. This scheme was in operation in 290 districts during 1992-93 with the UNICEF assistance.

Table 3.9 clears the picture of target groups covered under this scheme. During 1982-83 to 1984-85 hardly 50 per cent of the target is covered. But in 1985-86 more than 100 per cent i.e. 120.16 of the target is covered. Later on the targets covered, are on an average 65 per cent. In the case of women beneficiaries the available data with respect to this gives the fact that during 1982-83 to 1984-85 only 52170 women were benefited under this scheme. The number of women beneficiaries increased to 101056 in 1985-86, decreased to 83589 in 1987-88. However, it increased to 108172 in the year 1990-91. With the help of this data, we can say that the highest proportion of women in the target group is covered. But if we see the population of women in rural area women beneficiaries under this scheme are very meagre.

23. Ibid. p. 6.
Table 3.9: Target Groups Covered under DWCRA (1982-83 to 1990-91) (in numbers)

<table>
<thead>
<tr>
<th>Year</th>
<th>No. of target groups</th>
<th>Achievements (No. of groups)</th>
<th>3 as % of 2</th>
<th>No. of women beneficiaries</th>
</tr>
</thead>
<tbody>
<tr>
<td>1982-83 to 1984-85</td>
<td>6035</td>
<td>3038</td>
<td>50.33</td>
<td>52170</td>
</tr>
<tr>
<td>1985-86</td>
<td>5000</td>
<td>6008</td>
<td>120.16</td>
<td>101056</td>
</tr>
<tr>
<td>1986-87</td>
<td>7500</td>
<td>5545</td>
<td>73.93</td>
<td>96132</td>
</tr>
<tr>
<td>1987-88</td>
<td>7500</td>
<td>4949</td>
<td>65.98</td>
<td>83589</td>
</tr>
<tr>
<td>1988-89</td>
<td>7500</td>
<td>5968</td>
<td>79.57</td>
<td>98636</td>
</tr>
<tr>
<td>1989-90</td>
<td>7500</td>
<td>5551</td>
<td>74.01</td>
<td>90294</td>
</tr>
<tr>
<td>1990-91</td>
<td>7500</td>
<td>6835</td>
<td>91.13</td>
<td>108172</td>
</tr>
</tbody>
</table>

The financial disbursement for DWCRA scheme during 1985-90 is given in Table 3.10.

Table 3.10: Financial Disbursement under DWCRA (1985-90)

(Rs. in Crores)

<table>
<thead>
<tr>
<th>Year</th>
<th>Disbursement</th>
<th>Utilization</th>
<th>3 as % of 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>1985-86</td>
<td>5.05</td>
<td>6.30</td>
<td>124.75</td>
</tr>
<tr>
<td>1986-87</td>
<td>10.05</td>
<td>7.86</td>
<td>78.20</td>
</tr>
<tr>
<td>1987-88</td>
<td>10.08</td>
<td>6.07</td>
<td>60.21</td>
</tr>
<tr>
<td>1988-89</td>
<td>11.41</td>
<td>7.38</td>
<td>64.68</td>
</tr>
<tr>
<td>1989-90</td>
<td>11.49</td>
<td>9.01</td>
<td>78.41</td>
</tr>
</tbody>
</table>


Financial disbursement during 1985-86 was Rs. 5.05 crores which increased to almost Rs. 11.5 crores in the year 1989-90. The funds utilized during 1985-86 were Rs. 6.30 crores (Rs. 1.25 crore excess of the disbursement) which increased to Rs. 9.01 crores. It gives clear idea that funds are not at all fully utilized during the period 1986-87 to 1989-90 for the purpose in question.
In short, under DWCRA, the results have not been quite satisfactory, while the idea of organising women into groups to take up activities which yield supplementary income is sound. However it suffered on account of lack of adequate investment and selection of unviable activities. Therefore, it may be worthwhile to encourage formation of thrift and credit societies which will be entitled to receive matching contributions from the government.

3.13. Other schemes

During the Seventh Five Year Plan, two important schemes namely Group Life Insurance Scheme (GIC) and Land Purchase Activity are devised under IRDP for bringing higher rate of rural development.

(i) Group Life Insurance Scheme

A group life insurance scheme for IRDP beneficiaries aged not less than 18 years and not more than 60 years has been introduced with effect from 1st April 1988. This scheme will apply to those assisted under IRDP from 1.4.1988. The insurance cover will commence from the date on which the asset is disbursed to the beneficiary. The insurance will be operative till the date on which beneficiary completes the age of 60 years. A sum of Rs. 3000 shall become payable by LIC to the nominee of the deceased in case of natural death.
In the event of death due to accident a sum of Rs. 6000 shall become payable by LIC\textsuperscript{24}.

(ii) Land Purchase Activity

Government of India has decided that purchase of land would be a permissible activity under IRDP with effect from 28th February 1991 (Government of India letter No. 2802/16/90-IRD. III dated 28.2.1991) subject to the conditions listed below:

1) Land purchase under IRDP should be allowed only for the IRDP target group landless families.

2) The land to be purchased by beneficiary should be of his choice and negotiations with the land holders from whom the land is to be purchased will be done by him. The land should preferably have potential for irrigation.

3) The district collector or officer authorised by him will verify the quality and responsibility of price of land being altered for sale.

4) Tahsildar should certify that the land in question is not involved in land ceiling proceedings and division of the land consequent on such purchase does not violate the prevention of fragmentation laws in vogue in the state.

5) Land will not be purchased from marginal farmers and SC/ST land holders.

\textsuperscript{24} Government of India, op. cit. 1991, p. 27.
6) The link up for institutional credit maybe established with any recognised financial institution including National Scheduled Caste and Scheduled Tribe Finance and Development Corporation, Land Development Corporation, etc.

7) Land purchase for IRDP could also be dovetailed with governmental programmes like million wells scheme, community irrigation project, land development works and other permissible programmes under JRY.

8) Every effort should be made to see that the new land holder becomes a viable agriculturist by obtaining benefits of as many government schemes as possible. Thus, he should be in a position to make the repayment of the loan taken for land purchase and also raise his income level.25

Appendix 3-A

Administrative Structure of IRDP

Centre
Ministry of Rural Development (CLCC)

1. Chairman-Secretary, Dept. of Rural Development

Members
2. Secretary, Dept. of Agriculture & Cooperation or his nominee not below the rank of Joint Secretary
3. Adviser (RD), Planning Commission
4. Secretary, Expenditure
5. Secretary, D/o Women & Child Development
6. Secretary, D/o Small Scale Industries
7. Secretary, M/o Welfare
8. Director General
9. Additional Secretary, D/o R.D.
10. Additional Secretary, Banking Div.
11. Chief Executive Officer, KVIC
12. Managing Director, NABARD
13. Executive Director, RBI
14. Joint Secretary, Finance D/o R.D.
15. State Secretaries of R.D. of selected states
16. Joint Secretary, IRD, D/o R.D.

Object
The CLOC has the overall responsibility of policy formation, monitoring and evaluation of the programme and for release of centre share of funds.

State
State Level Coordination Committee (SLCC)

1. Chairman-Chief Secretary, Agricultural Production Commissioner/Development Commissioner

Members
2. Secretary, Department of RD
3. Secretary, Dept. of Finance
4. Secretary, Dept. of Planning
5. Secretary, In-charge of Women’s Programme
6. Head, Dept. of Agriculture
7. Head, Dept. of Animal Husbandry
8. Head, Dept. of Irrigation
9. Head, Dept. of Cooperation
10. Head, Dept. of Forest
11. Head, Dept. of Fisheries
12. Head, Dept. of Industries & Mines
13. Director, Institutional Finance
14. Managing Director, SC/ST Development Corporation
15. Managing Director, Women’s Development Corporation
16. Representatives of KVIC
17. Chief Executive Officer of KVIB
18. A representative of the Govt. of India, not below the rank of Deputy Secretary

Object
The SLCC approves the block level plans and schemes. It reviews the progress made in the implementation and monitoring of the programme.

District
District Rural Development Agency (DRDA)

1. Chairman - Collector

Members
2. All MPs and MLAs of the district
3. Head of the Central Coop. Bank
4. Chairman, EBs
5. Chairman of Z.P.
6. Lead Bank Officer
7. NABARD Representative of district level
8. General Manager, DIC
9. Representative of KVIB
10. District Officer in-charge of family welfare programme
11. District Employment Officer
12. Project officer
13. Regional/District Officer, Scheduled Castes Finance Corp.
14. APO (Women’s Development)
15. Representative of District Milk Union
16. Two representatives of the weaker sections. These representatives may be the beneficiaries of the programme
17. One Member Secretary-Project Officer-director, DRDA

Object
DRDA is the overall in-charge of the planning, implementation, monitoring and evaluation of the programme in the district.

Block
Block Development Officer (BDO) is chief of the block level. Along with him the eight extension officers

Object
Identification of beneficiaries and monitoring of IRDP.

These are:
1. Social education
2. Agriculture
3. Rural industries
4. Animal husbandry
5. Engineering
6. Cooperation
7. Panchayats
8. Programme for women & children

Besides, 10 Gram Sevaks and 2 Gram Sevikas employees.
Appendix 3-B

Chart

District Rural Development Agency

Chairman (District Collector)

Vice Chairman (Z.P. Chairman)

Project Officers

Assistant Project Officer (Agriculture)

APO Animal Husbandry APO Monitoring APO Credit

Economist or Statistician Credit Planning Officer Rural Industries Officer Managers (Expenditure)

Block Level Set up of DRDA

Block Development Officer

Extension Officers

Social Education Rural Industries Engineering Panchayat

Agriculture Animal Husbandry Cooperation Programming