This chapter is intended to discuss in detail relating to the employment programmes implemented in India for the purpose of rural development.

Creating jobs for millions of youths coming out of institutes of higher learning and those in the rural areas still mired in unyielding agriculture is as important as pushing the economy ahead with respectable GDP growth each year.

India is a developing economy the nature of unemployment therefore sharply differs from the one that prevails in industrially advanced countries D Card diagnosed unemployment in advanced economies to be result of a defiance of effective demand. It implied that in such economies machines become idle and demand for labor falls because the demand for the products of industry is no longer there. Thus, Keynesian remedies of unemployment concentrated on keep the level of effective demand sufficiently high so that the economies machine does not slacken the production of goods and services.

This type unemployment caused by economic fluctuation did arise in India during the depression in the 1930's which caused untold misery J. Pedersen but with the growth of Keynesian Remainders, it has been possible to mitigate cyclical unemployment. Similarly after the second
world war when war time industries were being closed there was a good deal of friction unemployment caused by retrenchment in the army ordnance factories etc. These workers were to be absorbed in India since 1950 also caused displayed of labor The flexibility of an economy can be judged from the speed with which it heals frictional unemployment.

T.M. Ander Sen observed that more than serious than cyclical unemployment or frictional unemployment in a developing economy like India is the prevalence of chromic under employment or disguised unemployment or in the rural sector and existence of urban unemployment among the educated classes it would be worthwhile to emphasize here that unemployment in developing economies like India is not the result of effective demand in the Keynesian sense but a consequence of shortage of capital equipment or other complementary resources.

VARIOUS SCHEMES TO REDUCE UNEMPLOYMENT UNDER EMPLOYMENT

Following the publications of the Bhagwathi committee report in 1973, the government took the following measures to provide employment and alleviate under employment.

Rural Works Programme:

The emphasis under the program me was on the construction of the scarcity condition in the areas concerned Marginal farmers and Agricultural Labours: Under the schemes, Families were to be assisted
with subsidized credit support for agricultural and subsidiary occupations like dairy poultry, fishery, piggers rearing, horticultural operations, etc.

Small farmers Development Agencies. The object of the scheme was to make available to small farmers credit to enable them to make use of latest technology to practice intensive agriculture and diversify their activities.

**Integrated Dry Land agricultural Development:**

Under the scheme, permanent works like soil conservation, land development water harnessing were undertaken, these programs were labor-intensive and were expected to generate considerable employment opportunities.

**Agro –Service Centers:**

The scheme provided for assistance for self employment to the unemployed graduates and diploma holders in mechanical, agricultural and electrical engineering and allied fields and graduate in agriculture and science with experience in industry or agriculture. It aimed to help in establishing work-shops, organizing agricultural machinery, repairing and hiring facilities and other technical services like supply of spare part, inputs, etc.

**Area Development Schemes:**

These schemes related to the development of adequate infrastructure facilities like roads, market complexes, etc., in area commanded by ten major irrigation projects.
**Crash Programme for Rural Employment:**

The primary objective of the scheme was to generate additional employment through a network of rural project of various kinds which are labor-intensive and productive the scheme had a Two-fold purpose. Firstly, A project in each block was to provide employment to 100 persons on an average continuously over working seasons of 10 months in year. Secondly, each project was to produce works or assets of durable nature in consonance with the local development plans, N. Srinivasan has observed that various types of projects included schemes relating to minor irrigation, soil conservation and a forestation, land reclamation, flood protection and anti-water logging, pisciculture, drinking water and construction of roads.

S. Thorat argued that various schemes under the fourth five year plan or the crash could not succeed in removing rural ‘unemployment and under-employment because ‘efforts were not made to organize the army of the rural unemployed into appropriate supply camps to be shifted to places of demand at the desired minimum wage. The auditor –general is report to the loksabha presented in august 1974 brought out the tragic fact that the various ‘crash’ and rural employment programs on which the central.

**RURAL LANDLESS EMPLOYMENT GUARANTEE PROGRAMME**

The rural landless employment guarantee program me (RLEGP) was launched on the 15th August, 1983 with the objective of generating gainful
employment creating productive assets in rural areas and improving the overall quality of rural life. The programme was funded by the central government on 100% basis. Resources were allocated to the states/union territories on the basis of the prescribed criteria giving 50% of weight age to number of agriculture laborers marginal workers and 50% weight age to incidents of poverty wages were paid to the workers under the Schedule of employment in the minimum wages Act. Parts of the wages were required to be paid in the form of subsidized food grains it was also stipulated that the wage component on a project should not be less than 50% of the total expenditure on the project. The programme included projects of social forestry, Indira Awaas Yojana and Million Wells Scheme.

The programme of RLEGP during the seventh plan (1985-86 to 1988-89) revealed that during the first four years, a sum of Rs. 2,412 crores was utilized and this helped to general employment to tune of 1,154 million Monday’s.

J. Krishnamurthy found that as a result of the RLEGP society forestry programme 5.2 lack hectares of land were covered and 533 million plants were planted during the 3-years period besides this 4.27 lack houses at accost of 425.5 crores were constructed up to Dec 1988 the cost per dwelling unit worked out at Rs. 9,954.

The government decided to merge NREP and RLEGP the merger was based on the premises that the objective and implementation in the field of these two programmers’ were by and large similar but A show 7 pointed
out that merger of NREP and RLEGP is merely tinkering with the Problem
A much more serious consideration should be given to develop a much
tighter administration of rural employment schemes to eliminate
malpractices so that real beneficiaries can be helped to cross the poverty
line. Improving effectively of implantation is the crux of the matter and not
administration reorganization.

NATIONAL RURAL EMPLOYMENT PROGRAMME:

The food work programme was restructured and renamed as
national rural employment programme (NREP) from October 1980 this
was implemented as centrally sponsored programme with 50 percent
central assistance; Additional employment of the order of 300-400 million
man days per year of the unemployment was envisaged under the NIREP
aimed to create community irrigation wells, village tanks minor irrigation
works, rural roads, schools and Balawadi building, Panchayat ghars etc.

A critical assessment of the projects undertaking brought out the
following shortcomings planning Commission 6 the plans state that

(1)“Works implemented through NREP are often not coordinated or
integrated with the requirements of families identified for
assistance under IRDP potentiality of NREP worked to assist to
newly liberated bonded laborers’ or to support the attempt of
agricultural workers to secure minimum wages fixed under the law
is also not always appreciated Stereo-typed earth excavation works
mainly relating to Kachaha villages roads, reminders of the old
famine relief works are undertaking ignoring the fact that this programme has a crucially supportive role to play for the beneficiary orientated development programme of IRDP and others area development programmers.”

(2) There is a tendency to go in for building construction with high material components this runs counter to the basis objectives of NREP the principal purposes of NREP is to utilize local resources, both in items of material and manpower towards the generation of more employment.

Total employment generation under NREP was 1,775 million Mondays as against the target of 1500-2000 million Monday’s during the sixth plan. The revised guidelines provided for earmarking 25% outlays for social forestry, 100% for works of direct benefit to schedules cases and scheduled tribes for ensuring the durability of assets created the ratio of wages and non-wage expenditure was prescribed to be maintained at 50:50.

Review of the progress of NREP during the first four years of the seventh plan revealed that Rs. 2,940 crores, was spent during 1985-86 but as against it, the employment generated was of the order of 1,477 million Mondays in other words while more funds have been pumped into the programme, commensurate increase in employment generation did not come about besides this, on basis of studies conducted by national institute of rural development8, Indian institute of public administration
and Gandhi labor institute highlighted some of the shortcoming of the programme: “it is revealed that employment being provided under the programme is for a very short duration and cannot make an impact on the levels of living of the rural people, the wages paid under NREP are often lower than the market wage rates the selection of the beneficiation is not proper, in as much the poorest of the poor whom the programme is meant are sometimes left out altogether.”

There is no doubt that NREP was a step in the right direction to supplement it, a new rural landless -employment guarantee programme (RLEG) was also launched IRDP, NREP, RURAL POVERTY AND EMPLOYMENT. Multi-objects’ of agencies have been carrying on the task of providing rural employment they include employment guarantee Schemes, food for work programme, small farmers development agency (SFDA), marginal farmers and agricultural laborers (MFAL), drought prone area programme (DPAP) and desert development programme (DDP) Command area development programme (CADP) etc., the sixth plan (1980-85) proposed that “such multiplicity of programme for the rural poor operated through a multiplicity of agencies should be ended and replaced by one single integrated programme operative throughout the country,” this programme was named as the Integral Rural Development Programme (IRDP).
Philosophy behind the IRDP programme:

Studies undertaken by C. Kumar have shown in his studies that whereas economic growth may be able to raise per capita income in developing countries, it may not be accompanied by a reduction of poverty as well as elimination of unemployment and under-employment. Rather, the process of economic growth in third world countries, India being no exception, has benefited relatively developed areas and better-off people. In other words, the percolation of benefits of economic growth to backward areas and the people have not taken place.

To remedy this situation, it was thought necessary that a direct attack on poverty should be made. This necessitated programmes for alleviating rural poverty by endowing the poor with productive assets or skill so that they can employ themselves usefully to earn greater income and thus cross the poverty line. To achieve this objective, the sixth plan conceived of two important programmes–IRDP and NREP. The basic strategy was to productive assets, they may earn income that helps them to cross the poverty level. The NREP (National Rural Employment Programme) was to provide wage employment to fill in the periods of seasonal and sporadic underemployment. It was also intended to enlarge absorptive capacity of labour in rural areas in non-agricultural the productive capacity of the economy.
**Targets and achievements:**

The IRDP was initiated on October 2, 1980 in all the 5,011 blocks in the country. During the 5 Year period (1980-85) in each block 600 poor families were to be assisted in this way, a total of 15 million families of about each block 75 million persons below the poverty line were targeted to be beneficiaries for each block a uniform allocation of Rs. 35 lack was to be shared between the center and the states on a 50-50 basis.

K. Sundram\(^9\) found with regarding data the programmer was based on a graded scheme subsides which amounted to 25 percent of the capital cost of small farmers, 33.3 percent marginal farmers, agricultural laborers and rural artistes and 50 percent for tribal beneficiaries following the Antyodaya principal, the programme was intended to reach the poorest households first and later to reach other poor people in an ascending order.

Community works were eligible for 50 percent subsidy nearly 20 percent of the outlay was to be utilized for administrative and infrastructural support and the balance of 80 percent is meant for subsidies to beneficiaries for acquisition of assets.

The major weaknesses of the programme were as under:

1) Selections of ineligible families though the government claims to be below 8 percent is in fact larger
2) Training was not imparted to majority of the beneficiaries
3) In about 22% cases, no incremental income was generated
4) Adequate infrastructure facilities were not available to beneficiaries.

The input facility was available to barely 40% cases, marketing in 14% cases and repair facilities in 5% cases.

The programme assisted a total of 108 lack families, out of which 50% of belonging to SC/ST categories thus achieving the target set for the plan percentage of women beneficiaries was only 34% which was below the target of 40%.

Besides this the government decides to introduce the family credit plan by enlarging its magnitude. Under the schemes multiple assets could be given to more than one member of the family to enable the household to cross the poverty line. The level of investment per family was targeted at Rs. 20,000-25,000 under the scheme with a view to encourage higher levels of to obtain mortgage of land as security for loans up to Rs. 2,000. This limit was raised to Rs. 5000 in addition banks were not to obtain collated security for movable assets up to 15,000.

The IRDP was started in 1980-81 in all blocks of the country and continued a major employment schemes till April 1, 1999. Then it was restructured as the Swaranjayanti Gram Swarozgar Yojana (SGSY) which aimed at self-employment of the rural poor (According to the mid-term appraisal of ninth five year plan (1997-2000) I. Mazumdar\textsuperscript{11} published in October 2000, since the inception of the programme till 1998-99, 53.50 million families have been covered under IRDP at an expenditure of Rs.
13,700 crores during the first two years of the ninth plan (1997-98 and 1998-99) about 3.37 millions families reported to have been covered.

The average investment per family remained at subcritical levels, too inadequate to generate income of Rs. 2,000 per family per months as the programmers had at beginning of the ninth plan an investment of Rs. 16753 per family was not much higher in real terms as compared with Rs. 7,889 at the beginning of the English plan. Such low level per family investment cannot finance self employment projects to adequate income on a sustained basis.

**Jawahar Rozgar Yojana:**

Prime Minister Rajiv Gandhi announced on 28 the April 1989 the launching of the Jawahar Rozgar Yojana (JRY) all the existing rural wage employment programmers were merged into JRY this implies that national rural employment programme (NREP) and rural landless employment guarantee programme (RLEGEP) have been merged so as brought under this umbrella programme referred to as Jawahar Rozgar Yojana.

G. Goel has result few main feature of the scheme as summarized below:

1) As a result of the operation reached of NREP and RLGEP during 1980-81 to 1988-89 rural employment programmers reached only 55 percent of the village panchayat around the countries. JRY aimed at reaching every single panchayat
2) The scheme will be administered by the village panchayat to implement rural employment programmes benefitting 440 lakh families below the poverty line in India.

3) Whereas in the earlier rural development programmes, Central and state assistance was provided on 50:50 basis, JRY has stipulated that Central assistance will finance 80 percent and the state share will be 20 percent.

**Objectives of JRY:**

Primary objective—generation of gainful employment for the unemployed and under employed, men and women in rural areas.

Secondary Objective – JRY had several secondary objectives:

1) Creation of sustained employment by strengthening the rural infrastructure;

2) Creating community and social assets

3) Creating assets in favour of the poor their direct and continuing benefits

4) To produce positive impact on wage levels; and

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

Target groups and special safeguards: JRY was specially target to help people below the poverty Line. Preference was to be given to schedule castes the tribes and freed bonded laborers. At least 30 Percent of the employee was to women under the JRY.
Modification under JRY:

Based on the experience gained in the implantation of the Jawahar Rozgar Yojana (JRY) and to achieve the objectives of providing 90-100 days of employment per person in backward districts, JRY modified from 1993-94 and was implemented in the following three streams:

First stream: On the existing pattern with two sub-schemes, namely Indira Awass Yojana (IAY) and million wells Schemes (MWS).

Second streams: An intensified JRY in 120 identified backward districts with additional allocation.

Third Stream: Special and innovative projects.

First Stream of JRY:

Under this stream of JRY, two sub schemes, viz., Indira Awaas Yojana (IAY) and Million Wells Schemes (MWS) were implemented. 10 percent of the total resources of JRY were earmarked for the JAY and 30 percent for the MWS.

Works undertaken first stream of JRY:

Works taken under JRY for first stream are social forestry workers on government and community lands belonging to panchayats etc., road side plantations along canal banks or on wastelands or on sides of railway lines, etc., soil and water conservation works, minor irrigation works such as, construction of community irrigation wells drains and field channel, Construction/renovation of village tanks for providing irrigation as well as drinking water, construction of community sanitary latrines construction
of house for scheduled castes/scheduled tribes and freed bonded laborers construction rural for roads, land development and reclamation of wastes lands or degraded lands, construction of community centers, panchayats ghar Mahila Mandals, market yards dispensaries, anganwadis, balawadis etc., construction of school buildings etc.

Million wells schemes (MWS):

The million wells schemes was launched as a sub-schemes of NREP/RLEG during 1988-89 to provide open irrigation wells, free of cost, to poor small and marginal farmers belonging to SCs/STs and freed bonded laborers.

Since the beginning of the programme in 1980-89 a total 10.0 lakh wells were constructed with an expenditure of 4,021 crores by 1996-97 additional 1.9 lakh wells were constructed during 1997-98 at a cost of Rs. 937 crores.

EMPLOYMENT ASSURANCE SCHEME (EAS):

On the model of the employment guarantee schemes of Maharashtra, the government introduced employment assurance scheme (EAS) effect from 2nd October 1993 in rural areas in 1,778 blocks of 261 districts. The scheme aimed at providing assured employment of 100 days of unskilled manual work to the rural poor who are in need of employment and seeking it. The assurance of 100 days extends to all men and women over 18 years and below 60 years of age a maximum of two adults per family were to be provided employment under the scheme.
The average employment provided per person was 41.3 days in year, as against the target of 100 days of 445 employments to make the scheme more enduring to enable beneficiation to cross the poverty line. It would me more desirable to reach the target of 100 days of employment per year.

**Evaluation of Jawahar Rozgar Yojana (JRY):**

During 1992, the government of India undertook concurrent evaluation of JRY through reputed research intuition like IGIDR covering all districts in the country more concerns of the concurrent evaluation were:

Areas of concerns pointed out by the Report of IGIDR¹³

a) In majority of cases, panchayat heads were not given any training for undertaking of the works

b) The workers who belonged to the category of ‘ineligibles’ also took advantage of the programme

To sum up, Jawahar Rozgar Yojana made some headway in providing employment but the target of providing 90-100 days of employment for every registered person is a distant goal judge by the achievement made so far. The total absence of voluntary organization in its implementation was a serious weakness of JRY to improve the quality of construction of houses more liberal amount per house should be provided failing which the poor quality houses would after a few years need heavy repairs.
**Jawahar Gram Smridhi Yojana (JGSY):**

Introduced in April 1999 as a successors to Jawahar Rozgar Yojana (JRY) is being implanted as a centrally sponsored scheme on a cost sharing ratio of 75:25 between the center and the states under the programme, all works that can result in the creation of durable assets are taken up under the scheme during 2000-01 with a central allocation of Rs. 1,650 crores 88.5 million man days of employment was generated.

**Swaran Jayanthi Gram Swarozgar Yojana:**

(SGSY) was introduced in April 1999 as a result of restructuring and combining the integrated rural Development programme (IRDP) and million wells scheme (MWS) into a single self-employment programme. It aimed at promoting micro-enterprises and helping the rural poor into self-help groups. It was implanted as a centrally sponsored scheme on cost sharing ratio of 75:25 between the centre and the states.

**Swaran Jayanti Shahari Rozgar Yojana (SJSRY):**

The urban self-employment programme of the Swarn Jayanti Shahari Yojana which substituted in December 1997 various programme operated earlier for poverty alleviation. SJSRY was funded on 75:25 basis between the center and the states during the 3-years period (1997-98 and 1999-2000), a total of Rs. 353 crores were spent of SJSRY generating 21.8 million of employment.
### Table - 3.1: Unemployment rates: Alternative measure

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Note: The estimates are based on NSS data combined with census data.
The above table illustrate the vicious circles of employment which has been ranging in the interval of 1.9% to 8.77% in the past 30 years but the present analysis confines to the unemployment rates from 2004 to 2012 during which the rate of unemployment in the terms of the principal status has come down from 3.06% to 2.7% but there is no statistical evidence either to support or to reject the weight age of national rural employment program in declaring the rate of unemployment to 2.7%. However, the daily current status has shown a huge difference in terms reduction of unemployment which 8.28% in 2005 has come down to marginal workers to find day wise livelihood.

POVERTY ERADICATION UNDER VARIOUS PROGRAMMES:

The poverty alleviation and employment programmes in India have been restructured and redesigned with a view to generating employment and income. The major schemes of poverty alleviation could be grouped under two heads, viz., and (1) self employment and (2) wage employment etc.

(1) SELF EMPLOYMENT PROGRAMMES:

Self employment programmers were introduced at the national level in the late 1970s, inutility the programmers were designed to provide skills, subsidized credit and infrastructure support to small farmers and agricultural laborers so that they could find new sources of income. In the 1980s the focus of the self employment programmes was extended to cover target groups such as scheduled castes and tribes,
women and rural artisans. The coverage also extended to specific sectors such as animal husbandry, forestry and fishery. The largest of these programmes was the integrated rural development programme (IRDP). According to a mid-term appraisal of the ninth plan done by the planning commission, SV Somani\textsuperscript{14} the IRDP suffered from several defects such as unviable projects illiterate and unskilled beneficiaries, and different delivery of credit by banks, overcrowding of lending in certain projects and under emphases on activities like trading and services, poor targeting and selection of non-poor and the like.

So in 1990 several self-employment programmes were into the Swarna Jayanthi Gram Swarojgar Yojana (SGSY) the key feature of the SGSY is that it does not seek to promote individual economics activities it seeks to promote self-help groups that are trained in specific skill so they can formulate micro enterprise proposals. Such projects are based on activities that are identified for each block on the basis of local resources, skill and markets the projects are supported by bank credit and government subsides while the SGSY is implemented by district rural developed agencies through panchayat, NGOs are expected to play a major role in the success of the programme.

2) WAGE EMPLOYMENT PROGRAMME:

The first major wage employed programme was introduced in the 1960s to provide employment to the rural un-employment during the lean agricultural seasons. Subsequently, several wage employment programme
were launched by the central and state government the largest of these was the Jawahar Rozgar Yojana (JRY), which was redesigned in 1999s the Jawahar Gram Samridhi Yojana (JRSY) other notable schemes of Maharashtra government. According to a midterm appraisal of the ninth plan done by the planning commission the JRY suffered from some of the defects such as inadequate employment provided limited resources spread violation of material labour norms and corruption and poor exestuation of projects by contractors through hired outside labourers at lower wages the (SGSY) and EAS were merged to form the Sampoorna Grameen Rozgar Yojana (SGSY). The cost rural areas Beneficiaries are temporarily to build community assets and infrastructure. The cost of the scheme which includes the distribution of food–grain is shared by the central and state governments in a ratio of 87.5:12.5.

3) RURAL WORKS PROGRAMME (RWS):

Works taken up towards the end of 1960-61 in 32 community development blocks on a pilots basis for utilizing rural man power to provide employment of 100 days to at least million persons by the last year of third five year plan.

4) CRASH SCHEME FOR RURAL EMPLOYMENT (CSRE):

The CSRE was initiated in 1971-72 for generating employment opportunities in rural areas the scheme was designed to generate on an average 2.5 lack man days of employment in every district its achievements are related to minor irrigation works, land development
including soil and water conservative, etc., the scheme was administrative by the department at but center and its counterparts at the state level.

5) PILOT INTENSIVE RURAL EMPLOYMENT PROJECTS (PIREP):

The PIREP was launched as an action-cum-research study in 1972 for a period of three years in 15 selected blocks in the country and one block was selected flow on each of the major states the workers selected under PIREP has been directly related to agriculture operation the programme gave top priority to minor irrigation strategies and roads.

6) EMPLOYEMENT GUARANTEE SCHEME (EGS):

EGS was launched by the government of Maharashtra in may 1972 the EGS aimed at providing employment to all those who seek it with special emphases on daily wages the aim is to provide manual jobs particularly during the lean and dry season.

7) FOOD FOR WORK PROGRAMME (FFWP):

FFWP taken up in 1997 an integral part of the strategy to tackle the problems of rural unemployment and poverty the workers taken up under the scheme were aimed at creating durable community assets and strengthening the rural planning implementation and monitoring the programme.

8) NATIONAL RURAL EMPLOYMENT PROHRAMMES (NREP):

The NREP was launched in act 1980 in places of the erstwhile food for work programme NREP was made an important part of the sixth plan in April 1981 it was implanted as a centrally sponsored programme on
50:50 financial sharing basis between state and central government the basis objectives of the programme is to provide gainful employment opportunities for the unemployment and underemployed persons in the rural area.

9) **RURAL LANDLESS EMPLOYMENT GUARANTEE PROGRAMMED (RLEGP):**

RLGEP came into being on 15\(^{th}\) August 1983 the specific objectives of this programmes were improving employment opportunities to at least one member of every landless with a view to providing guarantee of employment to at least one member of every landless household upto 100 days in a year and creating durable assets for strengthening the infrastructure in rural areas.

10) **JAWAHAR ROZGAR YOJANA (JRY):**

The JRY was launched on April 1 1989 by merging NREP with RLEGP. JRY was financial by the center and the states in a ratio of 80:20. It develop as a important schemes for employment generation meant for those below the poverty line the scheme for creation of durable community assets such as road and irrigation canals the primary objective of JRY was to generate additional gainful employment for un employ eyed and under employed persons with men in rural areas.

11) **JAWAHAR GRAM SAMRIDHI YOJANA (JGSY):**

The JRY converted into the rural infrastructure program me with a new name JGSY in 1999 the primary objective of this schemes was the
creation of demand driven community village infrastructure including durable assets at the village level and assets to enable the rural poor to increase the opportunities for sustained employment.

**UN-EMPLOYMENT ALLEVIATION PROGRAMMERS IN ANDHRA PRADESH**

The state of Andhra Pradesh was formed in 1956 and it is mainly rural in character. The three major regions viz., coastal Andhra Pradesh Rayalaseema and Telengana differ significantly with respect to resources endowments and inequalities and widespread on a number of socio economic parameters.

The concern efforts were made by the govt. of AP since the formatting of the state with regard to rural development. The board goals of rural natural development are to impress quality of life of rural masses to the sociality and economically weaker sections and to upgrade the quality of all resources so as to ensure sustainable socio economic development.

**UN EMPLOYMENT ALLEVIATION:**

Since the 70s Andhra Pradesh along with many other states has launched several different unemployment alleviation programme like self employment programme integrated rural development programme wage employment programme NREP/JRY and minimum need household level several million rupees have been invested and the financial agencies have also been made patterns in the rural development efforts depict leakages
efficiency of these poverty alleviation programmed have been increasing over time and these public interventions have been contributing to the reduction of as well as for closing the poverty gap one of better targeting thereby resulting in low resources –use efficiency this also it was argued restricts the funds available for other development works.

**EMPOWERMENT OF POOR:**

Since participation is a pre condition for recipient of development benefits a number of new organizing have been grounded and some of the existing ones have been provided support as to enable the weaker section like women SC and ST to take part in the development for process council for advancement of people’s action and rural technology (CAPART) has been established to provide financial and technical support to voluntary organization committee for the welfare of social and economically disadvantage groups separate corporation have been established to supplement the welfare activates relating to SC, STs and women the credit and thrift society of women in Andhra Pradesh have been gaining currency in view their success the development of women & children in rural area (DWCRA) programme also aims at bringing women together in small groups to include enterprising element among groups.

The 73rd constructional amendment and the panchayati Raj act of Andhra Pradesh (1994) can be viewed as a watershed in decentralizing the development administrators and enabling the people to decide the priories’ in planning process which will affect them directly.
Economy what steps are to be taken sustain poverty reduction is an issue which needs immediate attention given the unemployment level (1200 million persons days in 1989-90) and a growth rate 2.6% of labor force the provision of gainful employment is a major challenge for the policy markers. What should be the development strategy which provides productive employment and even distribution of development benefits?

R V Devi\(^{17}\) made an evaluation study and highlighted the deficiency in the design and implanted of integrated rural development (IRD) strategies the need for enhancement of productivity of IRD efforts those apart adversely and there by register a rise in poverty and unemployment to minimize the suffering of the poor in transition period the role of the government has to be refined and the need for laying greeter emphasis on the social development and better targeting of poverty alleviation program me has been stressed to maximize resources use efficiency and also to empower the poor in the backdrop of the 73 constructional amendment to strengthen the local institution and which renewed emphasis on the decentralized planning the expectation and aspiration of the people may get reflected in the ongoing planning process whether the intuitional framework laid out in the 73\(^{rd}\) constitutional Amendment adequate or not an issue for debate.

R Misra\(^{18}\) stated that “For sustainable development the human population has to be converted into a productive resources through investment in human capital which has been a neglected area so far as an
instrument for achieving higher economic growth the promotional preventive and protective measure for maximizing the investment in human capital have to be taken care of by the IRD policy in the coming years.

In 1997 the former chief Minister N. Chandrababu Naidu introduced Janmabhoomi programme the Janmabhoomi primarily related to ‘Shramadanam’ on the part of people it is to be reckoned as significant movement with economic, social and cultural and psychological education as significant movement with economic social and cultural value system to be observed and carried on in action for all room developed in the all rural & urban communities.

The concept of janmabhoomi it was adapted by the South Korean model of community development. It was adopted by South Korean government this has been a nation development movement under the slogan of diligence, cooperation and self-help.

R. Mishra, “Overview Rural Development Programmes in India”, all Indian First nationwide community development programme in Korea was launched late 1950’s after the Korean war. In the case of janmabhoomi it is being intimated by the State government mobilizing all administrative resources and soliciting motivating and encouraging the people to participate in the chosen programme there is a need for someone like the state authority to remind the people that they could do for themselves with particle assistance role it should become an
established tradition of continuous improvement in the quality of life rural and urban communities ties.

The panchayati Raj & Rural Development Department, government of Andhra Pradesh implemented various programmes to eradicate rural poverty and secure better quality of life to the rural poor challenging lie in harnessing the poverty within the poor and enabling the poor manage the natural resources for sustainable development. Enhancement of skill among the poor access to credit technology and markers has proved to be critical to economic empowerment of the poor.

World bank assisted Andhra Pradesh district poverty initiatives project and Andhra Pradesh rural poverty reduction project together called “Indira Kranti Patham” (rural) which is one of the biggest poverty driven reduction programme in the country this programme is focusing on formation development and strengthening of the organizing of the poor, expansion of assets of asset and skill base of the poor, particularly the poorest Indira patham has demonstrated sustained approaches to poverty reduction in the state.

The SGSY programmed of government of India is integrated with Indira Kranti Patham so that government strategy and approach to poverty reduction is continents Across the state Indira Kranti Patham is a state wide poverty reduction to enable the rural poor to improve their livelihood and quality of life through of life through their own organization it aims to cover all the rural poor households in the state with a special
focus on the poorest of the poor households it is implemented by society for elimination of rural poverty (SREP) department of rural development government Andhra Pradesh.

Society for elimination of rural poverty (SREP) is an autonomous body registered under the societies and act and implement through DRDAs at the district level the Chief Minister of Andhra Pradesh is the Chairman/Chairperson of the society IKP builds state wide rural women self-help groups movement the focus is on deepening the process providing an institutional structure and developing a framework for sustaining it for comprehensive poverty eradication it is the single largest reduction project in south Asia.

It work with self help groups federated into village organizations and mandal samakhyas the project mandate is to build strong institution of the poor and enhance their livelihood opportunities so that the vulnerabilities of the poor are reduced community involvement fund (CIF) is the major component of the project which is provided to the SHGs/VOs/MSs to support wide range of activities for socio economic empowerment of the poor.

Community involvement fund is provided to the groups that have formulated investment plans covering activities such as income generation activates (IGA) land purchase, skill development or enterprises development for securing jobs in private sector, social welfare activities marketing intervention and physical productive infrastructure to enable
the poor expands their livelihood option and improve their quality of life
the main objectivities of Indira Kranthi Patham project is to enable the
rural poor in the state particularly the poorest of the improve their quality
life.

Project implementation agency is the society for elimination of rural
poverty an independent autonomous society registered under public
societies act the general body consist of 25 member of whom 9 are ex-
officio members and 16 are non official members the chief minister of the
governing body non official members are from the participating
communities and are persons having experience in poverty reduction and
community development.

The management of the society is vested in the 7 member executive
council the vice chairman of the society is the president of the council and
the principal secretary to the government rural development department
is the vice president of the EC are commissioner rural development
commissioner tribal welfare and two non-official persons having
experience and reduction and community development sector.

At the state level there is a state project management unit
consisting of CEO additional CEO assisted by functional specialist in
institution building capacity building micro finance livelihood promotion
communication marketing partnership, disability gender etc at the district
level in addition to the DRDA staff district project managers representing
functional areas such as intuitional building microfinance community
investment fund livelihood, disabled persons’ empowerment marketing gender communication are employed by SERP to implement the project.

Society for elimination of rural poverty (SREP) department of panchayati raj and rural development is an implanting agency of world bank assisted Andhra Pradesh district poverty initiatives project (APDPIP) and Andhra Pradesh rural poverty reduction project (APRPRP) the general body and executive council with the following composition for smooth functional of society for elimination of rural poverty (SREP) and for effective implementation of programme entrusted for implementation to the SERP.

The general body of the society for elimination of rural poverty will consist of the following Table-2-2. The following composition for smooth functioning of society for elimination of rural poverty (SREP) and for effective implementation of programme entrusted for implantation to the SREP). The General Body of the Society for Elimination of rural Poverty will consist of the following table-3-2.

**Table - 3.2: General Body**

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Name</th>
<th>Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Chief Minister</td>
<td>Chairman</td>
</tr>
<tr>
<td>2</td>
<td>Minister for rural Development</td>
<td>Vice Chairman</td>
</tr>
<tr>
<td>3</td>
<td>Principal Secretary, Rural Development</td>
<td>Member</td>
</tr>
<tr>
<td>4</td>
<td>Commissioner, Rural Development</td>
<td>Member</td>
</tr>
<tr>
<td>5</td>
<td>Commissioner APARD</td>
<td>Member</td>
</tr>
<tr>
<td>6</td>
<td>Commissioner, Tribal Welfare</td>
<td>Member</td>
</tr>
<tr>
<td></td>
<td>The Executive Council of The SERP will consist of the Following Members</td>
<td></td>
</tr>
<tr>
<td>---</td>
<td>---------------------------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Minister, Rural Development</td>
<td>President</td>
</tr>
<tr>
<td>2</td>
<td>Principal Secretary Rural Development</td>
<td>Vice –President</td>
</tr>
<tr>
<td>3</td>
<td>2 Non-official experts from among the government body to be nominated by the government</td>
<td>Member</td>
</tr>
<tr>
<td>4</td>
<td>Commissioner, Rural Development</td>
<td>Member</td>
</tr>
<tr>
<td>5</td>
<td>Commissioner, Tribal Welfare</td>
<td>Member</td>
</tr>
<tr>
<td>7</td>
<td>CEO, SERP</td>
<td>Member Converter</td>
</tr>
</tbody>
</table>

**The Path Ahead**

Integrated development of rural areas is one of the abiding tasks before the Government of India. Addressing the challenge of unemployment in the rural areas of the country is central to the
development of rural sector for ameliorating the economic condition of the people. Wage employment is provided in rural areas under National Rural Employment Guarantee Act (NREGA) and Sampoorna Grameen Rozgar Yojana (SGRY) whereas self employment is provided under Swaranjayanti Gram Swarojgar Yojana (SGSY). Besides, generating employment these wage employment schemes also ensure creation of durable assets in rural areas. Initiatives are also taken to build and upgrade the basic rural infrastructure through various schemes. Under Pradhan Mantri Gram Sadak Yojana (PMGSY) construction and upgradation of rural roads are taken up to ensure rural connectivity. Similarly basic amenities for housing, drinking water and toilets, etc., are provided under Indira Awaas Yojana (IAY), Accelerated Rural Water Supply Programme (ARWSP) and Total Sanitation Campaign (TSC) to enhance the welfare and well being of the vulnerable sections of rural population. Area Development is encouraged through Watershed Programmes to check the diminishing productivity of wasteland and loss of natural resources.

The policy planners recognize that one of the major challenges of the 11th Plan will be to reverse the deceleration in agricultural growth from 3.2% observed between 1980 and 1996-97 to an average of around 2.0% subsequently. This deceleration is the root cause of the problem of rural distress that has surfaced in many parts of the country and reached crisis levels in some. Low farm incomes due to inadequate productivity growth have often combined with low prices of output and with lack of
credit at reasonable rates, to push many farmers into crippling debt. Even otherwise, uncertainties seem to have increased (regarding prices, quality of inputs, and also weather and pests) which, coupled with unavailability of proper extension and risk insurance has led farmers to despair. This has also led to widespread distress migration and a rise in the number of female-headed households in rural areas. A second green revolution is urgently needed to raise the growth rate of agricultural GDP to around 4%. This is not an easy task since the actual growth of agricultural GDP, including forestry and fishing, is likely to be below 2% during the tenth Plan period.

Doubling the growth of agricultural GDP to 4% per annum will improve rural employment conditions by raising real wages and reducing underemployment. The divide between urban and rural India has become a truism of our times. The central government has already adopted a multi-pronged strategy to reduce this divide in its various dimensions. For example, the Bharat Nirman programme addresses gaps in rural infrastructure and covers irrigation, road connectivity, housing, water supply, electrification, and telephony; the National Rural Employment Guarantee Act (NREGA) attempts to ensure a social safety net as it provides guaranteed employment in rural areas and at the same time has the capacity to build rural infrastructure especially if resources from other programmes are pooled in; the Sarva Shiksha Abhiyan and National Rural Health Mission are ambitious programmes for providing elementary
education and primary health services respectively. All these programmes indicate the priority being given by the Government to Rural Development and are meant to give a new hope to rural India.

**Gender and Land Rights**

So far, the strategy of land reforms has not given any cognizance to the existing gender inequalities in land inheritance laws and ceiling laws. In most regions of the country, women constitute a disproportionate number of poor. They are also more dependent on agriculture for a livelihood than men, as men shift to non-farm employment. Also, it is estimated that 20 per cent of the rural households are de facto female-headed. Yet, very few women have titles to land and even fewer control it. Hence, ensuring women's effective command over land will be one of the new priorities of the Ninth Plan.

**Mahila Utahan and Child Development Yojana**


2. Decentralization and devolution of powers, funds and functions to the Panchayati Raj Institutions with mandatory reservation for women.

3. Balika Smridhi Yojana
4. National Maternity Benefit Scheme


Rashtriya Mahila Kosh, Balika Smridhi Yojana, Kishori Shakti Yojana and Women Participation in Panchayats, municipalities, state legislatures and Parliament.

**Community Development and Panchayati Raj**

By the beginning of the fourth plan Community Development Programme that started in 1952 covered the whole country and the next step was that of attempting to weld together Panchayati Raj and Community Development programme. This objective followed from the acceptance of the recommendations of the Study Team of the Committee on Plan Projects (Balwant Rai Mehta Committee). The three-tier Panchayati Raj system, together with its modifications in different States, thus set the pattern of local development administration.

Democratic decentralization, symbolized by the establishment of Panchayati Raj institutions at the village, block and district levels in the wake of the Balwant Rai Mehta Committee Report (1958) was a natural extension of democracy at the national and state levels. Transfer of authority to and sharing of the state functions and responsibilities with the local communities and geographical units was considered crucial to the whole process and meaning of development. Besides having a better appreciation of local needs and capability of eliciting local participation in
the formulation and implementation of their plans called for a new administrative culture and a faith in the capacity of our people to take decisions and execute them and to consider decentralization of State’s power and functions to these institutions not only as a means of development but an end in itself.

Panchayati Raj Institutions are in existence in almost all the States and UTs but with considerable variations in their structure, mode of election, etc. In 14 States/UTs, the three tier system exists, while four States have two tier and nine states/UTs have one-tier system.

In Nagaland, Arunachal Pradesh, Meghalaya, Mizoram, a large part of Manipur and some other hilly areas of North-Eastern States, these institutions are established in accordance with the traditions and customs of the village. At the end of the Seventh Plan, there were 2,17,300 Gram Panchayats, 4525 block Panchayati Samities and 330 Zila Parishads in the country. The tenure of the elected bodies is between 3 and 5 years.

To revitalize the Panchayats, a Constitution Amendment Bill (Constitution 72nd Amendment Bill, 1991) was introduced in Parliament in 1991. The Constitution Amendment Bill itself provides for, inter-alia, a 'Gram Sabha’ in each village, constitution of panchayats at village levels, direct elections in all States to Panchayats at the village level and intermediate levels, reservation for scheduled castes and the scheduled tribes in proportion to their population and reservation of not less than one-third of the seats for women, fixing tenure of five years for local
authorities, and holding elections within a period of six months in the event of super session of any such authority. The State legislatures are required to devolve powers and responsibilities on the panchayats for preparation of plans for economic development and social justice and for implementation of development schemes.

**Delivery Mechanism**

Poverty alleviation programmes have been designed to address different facets of rural poverty. Micro credit-linked programmes provide a package of services including credit and subsidy to set up micro enterprises. Wage employment programmes address the issue of transient poverty. Besides, schemes for infrastructure development and provision of basic services contribute to the well being of the rural people. Successful implementation of these programmes requires an appropriate policy framework, adequate funds, and an effective delivery mechanism. Past experience shows that the mere availability of funds is not likely to eradicate rural poverty. Nor is the design of the rural development programmes, no matter how refined, a sufficient condition. The success of these programmes ultimately depends on the capability of the delivery system to absorb and utilize the funds in a cost-effective manner. An effective and responsive district-level field machinery with a high degree of commitment, motivation, professional competence and, above all, integrity has been recognized as one of the prerequisites for successful implementation of anti-poverty programmes.
An effective delivery system has to ensure people’s participation at various stages of the formulation and implementation of the programmes, transparency in the operation of the schemes and adequate monitoring. International experience shows that greater functional and financial devolution to local governments results in higher allocation of resources for social sectors and more efficient use of resources. Such trends in social spending have been witnessed in many Indian states as well. The gram sabhas in most states have been entrusted with only ceremonial functions. The power and functions of gram sabhas need to be enlarged by giving them effective powers of implementation and monitoring of developmental plans. Social audit of all development programmes by the gram sabha should be made mandatory. The committee system adopted in many states to facilitate a more participative decision-making process in the panchayats should be incorporated in the State Panchayat Acts. The powers entrusted to a gram sabha in a Scheduled V area could be extended to gram sabhas in non-scheduled areas as well.

Administrative and financial devolution by the states to the PRIs remains an area of major concern. The Constitution has placed onerous responsibilities on PRIs. They require financial resources to discharge the tasks assigned to them and emerge as viable institutions of self-government. Financial devolution is also desirable as the control of investment decisions by local communities leads to better utilization of scarce resources. Panchayats would need greater powers of taxation and avenues for non-tax
revenue. States could provide matching grants to panchayats to take up specific projects. Apart from the funds that flow to panchayats for centrally sponsored and state sector schemes, untied grants could also be provided to the PRIs. The PRIs need to raise resources from the local community and end their dependence on government funds. The functional domain of the PRIs can be enlarged only if they pay adequate attention to their resource base.

The 74th Constitutional Amendment Act provided for the constitution of District Planning Committees (DPC). However, the Constitutional provision on DPCs is rather weak as it provides for the preparation of only draft Plans by the DPCs. State governments have not given adequate attention to the DPCs and the Government of India’s guidelines on district planning have not been fully operationalised. DPCs should be set up and its functionaries must be trained in the basics of planning. The gram sabha/panchayat should be associated with the preparation of village development Plans based on the felt needs of the people. These Plans should be integrated with the panchayat samiti and district-level plans to make the grass root planning process a reality.

The voluntary sector has witnessed a phenomenal growth in the country in the last 20 years. These institutions have played an important role in community mobilization, providing technical support to the community for developmental projects, especially in the areas of health and education. It has been clearly established that where panchayats, community organizations and user groups have worked in close cooperation, people have benefited
immensely from developmental projects initiated either by the government or the communities themselves. People’s organizations, whether in the form of an NGO or a group of experts, provide expertise and competence to the panchayats that they otherwise may not possess. However, in many places, the emergence of Constitutionally-mandated PRIs has led to a conflict of interest as both voluntary organizations and these institutions occupy the same space. The voluntary agencies have to recognize that PRIs are institutions of governance and must work in close cooperation with them. The PRIs, for their part, have to recognize the critical role that voluntary organizations can play in enhancing their capabilities.

The delivery of programmes would improve only if the PRIs emerge as strong players in the social and economic life of the country. NGOs and other civil society organizations can facilitate the evolution of PRIs as institutions geared to promote the well being of the rural poor.
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