CHAPTER-VIII

PROBLEMS RELATING TO INTEGRATED RURAL DEVELOPMENT SCHEME IN UTTAR PRADESH
This chapter presents the practical problems regarding Integrated Rural Development Programmes. The problems are related mostly with the area under study. But they may be set to be problem related with whole of Uttar Pradesh.

The problems has been presented here in three groups:

✓ The problems that are concluded by the researcher during the course of study.

✓ The problem as presented through different news paper etc.

✓ The problem regarding Integrated Rural Development Programme as expressed by different agencies working in the field,, that is block development officers, planning officers, manager of different commercial banks, small and marginal farmers etc.
PROBLEMS CONCLUDED UNDER STUDY

1. The organisational set up of IRD Programme is such that the schemes are made directly by the central planning commission or state planning commission and are given directly for implementation in the villages. The scheme is thus left at the mercy of the BDO's or village level officers, who are not fully aware with the problem. There is no provision of expert or economist in the district, or the district development council agency. The governments takes the district magistrate or the sub divisional magistrate as the master of all the traders. The problem is that the scheme in not implemented in its true spirit.

2. The organisational set up is such that emphasis has been given on the administrative aspects of the scheme. The evaluation work is also done by the same officer who naturally makes the hell of this statistics and always shows that the scheme is very nicely working. There should be expert evaluation of all the district plan, not only by the
district officers by the independent research institution.

3. Block offices have been entrusted with the implementation of most of the subsequent development schemes ranging from S F D A to I R D P. They are however, ill equipped for this task in terms of quality, ability training and motivation of the available personnel. This is one of the problems facing the I R D P.

4. There is the problem of selection of beneficiaries. Although the beneficiaries are chosen at open meeting of "Gram Sabhas", there is no guarantee that only the genuinely poor would be chosen. The persons chosen by these "Gram-Sabhas", which does not have any individual responsibility are certified by the Government functionaries like the village development officer and "Lekhpal" as being below the poverty line. Later the application of these proposed beneficiaries are forwarded to the block development officer where the block development officer who is all the time under pressure to achieve the allocated target, takes
advantage of the illiteracy of the applicant all fill out the application forms himself and in the process, he is forced to accept some times wrong candidates who are not below the poverty line even.

5. The IRD Programme aims only those farmers who have annual income below Rs. 3,500/-. The Problem is of exact measurement of the annual income of Rs. 3500/-because mostly those persons who have their annual income above the margin, speak a lie and say that they are below the poverty line. Due to this the facilities does not reach the real needy persons.

6. The role of IRD Programme is increasing employment opportunities in rural areas has already been analysed in Chapter-V. It is observed that the IRD Programme has not generated enough employment opportunities in rural areas. What the scheme has mostly done has increased the no. of temporary man houses, either by the purchase of carts or milch cattle or show. The problem is that there is dearth of industrial opportunities in rural
areas which can provide permanent employment to rural unemployed.

7. The local based resources are not locally utilized because of the shortage of proper infrastructure like shortage of electricity, roads, means of transport, market and technical know.

8. Survey was also made of the rural youth who have taken loans under the Trysem scheme. But it is observed that the loan so taken is mostly for availability of the subsidy and very few of the persons under Trysem scheme has reported proper utilization of the amount.

9. Delay in taking important decisions have postponed the speedy implementation of the project. Difficulties in acquiring land in time is a constant complaint from the construction engineers. There has been many instances where the construction of a particular brand or distribution system was completed, but the benefits accrue because of a few gaps which have to be filled in the channels. To shorten land
acquisition procedure and to obtain possession of land acquired for construction purpose some measures need to be devised.

10. Non availability of scarce materials, materials delays almost every project. This problem of scarce material is in available in a developing society like ours.

11. Another problem faced by the tail-end cultivators is the mal distribution of available water.

12. The scheme of dairy development under Integrated Rural Development is also facing in different problems. It was found during the course survey that the scheme is full of different mal-practices. The scheme is providing good milch cattle to the beneficiaries, but it was reported by them that mostly inferior type of cows and buffaloes were provided to them at full costs. It was also reported that the scheme is full of difficulties at different levels that is at the block and at the bank levels.
13 Under mal practice reported regarding milch cattle was about its ineffective use. It was reported by different sources of the village, some time the beneficiaries summit a false certificate in canal, wings, with the veterinary officer that as such animal has died. In this way they summit claim from the insurance party. This practice in able the block and insurance authority to take their own shares before finalizing the case. This need to way seriously seen.

14. The poultry development is also a part of the IRD Programme. This scheme can increase the income as well as health of farmers in a very good way. The problem is that the scheme has not become popular at all. Mainly, because of religious regions.

1.5 The NREP Programme under IRDP aims at providing employment and income to the rural people. It was found during the survey that scheme has not benefited the rural people in the desired way. The problem is that very few roads has been constructed under this scheme. The employment generation has also been very low.
16. Integrated Rural Development Programme also aims at providing minor irrigation facilities to the farmer. What is seen that very few small and marginal farmer has taken facility under this scheme for purchasing small agricultural implements. The farmers has also to face problems for getting subsidy. They get it certified and paid. This problem should be checked at the very root.

17. Different business organizations like Commercial banks, IARI etc. has also helped in implementation of IRD Programme. They do adopt the villages and provide the assistance in their respective field. The problem is that only few villages and few persons has been benefitted through this schemes. The business organization should be asked adopt to more villages.

18. The commercial banks provides finance the persons under the IRD Programme through credits camps. They would be beneficiary under this scheme is selected by the Gram Panchyayat and the block. The problem is that the political interference
plays a meagre role in finalizing the lists. Sometimes persons with higher income group are included in the lists. It is also seen that sometimes persons take duplicate loan or they take loan on false names. This creates the problem in recovering the outstanding loan.

19. The credit provided to the small and marginal farmers under Integrated Rural Development Programme was reported in some cases to be inadequate. The small farmers reported that they get small amount of assistance as compared to bigger farmers.

20. There is a problem of the repayment of loans and advances taken by the farmers under IRD Programmes. Only 5 percent of the families surveyed reported that they are repaying the loan regularly. Rest of the family reported that they are expecting the loans to be executed by the Government.
Some of the observation regarding Integrated Rural Development Programmes made in various news papers and journals are as under:

**FINANCIAL EXPRESS NEW DELHI JULY 8, 1981**

"One basic problem with all developmental programmes to be implemented at the level of blocks is the inadequacy of the implementation machinery and powers at that level. The developmental blocks were created under community development programme in 1950s. After the C.D. Programmes floundered, the same set of functionaries in the block offices have been entrusted with the implementation of most of the subsequent development schemes ranging from S.F.D.A. to I.R.D.P. They are, however, ill equipped for this task in terms of quality, ability, training and motivation of the available personnel. This was the main reason for the failure of these programmes the benefits of which have not percolated down to the weaker sections of
society. Half of the money has gone into private pockets according to informed sources.

The authorities that implement the I.R.D.P. are unable to diagnose the fraud. They are at a loss to pinpoint whether it is some lacunae in this centrally sponsored scheme or the money-making propensity of those who execute the scheme which is responsible for the chaos.

Despite the implementation of the scheme in Uttar Pradesh since 1980, the poor have become poorer and those who execute it richer. District officials, the district rural development agency and bank staff who handle the loans and subsidies under the scheme are the real beneficiaries it is reported.

Because of poor results, the union government advised the state to administer a 'Second-dose' of financial assistance to such beneficiaries as had failed to come up above poverty line by the end of the 6th plan although the I.R.D.P. was known by different names then.
In the I.R.D. Programme, surfaced up when the centre advising the states to administer a second does of financial assistance to I.R.D. Programme families as had failed to come up above poverty-line, asked for lists of the families identified by the states for I.R.D.P. coverage. The evaluation division of the State Planning Institute had, incidentally found on survey that only 25 percent of the families covered by I.R.D.P. had managed to come up above the poverty line.

In the process of furnishing the list of I.R.D.P. beneficiaries to the centre it was discovered that either the families had been wrongly identified as poor or poorest of the poor, or only a portion, invariably half the quantum of the loan and subsidy was given to the beneficiary, or the beneficiaries themselves frittered away the assets provided for improving their economic lot or such items or assets were made available and in disproportionate numbers, that the benefits intended could not be consolidated by the beneficiaries.

For example, milch cattle provided to small and marginal farmers amongst the rural poor, could not be maintained by them because of their meagre means
and the cattle were sold off. Distribution of about 100 sewing machines in a village in suburban Lucknow by the Chief Minister recently a machine almost in every home-hardly left any scope for customers from the village population. Making available too many hackney carriages in a village could not get enough customers from the village to the rural market. The same fact met the distribution of "buggies"—a single bullock-dirven cart—when too many units were dumped in a single village.

Uttar Pradesh is in a dilemma. The first round of I.R.D.P. coverage 600 families per block—completed the targets on paper while hardly 25 percent families managed to come up above poverty line, according to the Evaluation Division of the State Planning institute. The problem is that the loans and subsidies were either not disbursed or only partly disbursed or the assets provided were found missing.

The economic upliftment of the rural poor since 1952 under various schemes has been full of setbacks. While the rural poor, weaker sections and the poorest of the poor have more or less remained where
they were more than 30 years ago. The centre has, in its latest directive asked the states to identify beneficiaries properly in open Gram-Sabha meetings, insisted on judicious distribution of assets and on choosing assets that can not be easily frittered away. It is not known when the rural poor will become rich, according to those who oppose pocketing of kickbacks in the I.R.D. Programme."

"Many of the short coming of the I.R.D. Programme forms the fact that a programme of massive dimensions was launched with very little preparation. The sixth plan period thus can be called a period of trial in which the programme, has gradually come to be known, understood and even established. The gaps that have been revealed and the weakness that have been experienced in the process will be remedied in the Seventh Plan so as to make the I.R.D.P.an effective instrument of poverty alleviation."

The programme will continue to aim at the poorest of the poor who will be identified by an annual
house hold income of Rs. 4,800/- which is substantially lower than the out-off income of around Rs. 6,400/- at the poverty line level. Towards achieving this end, much greater care will be exercised in the process of selection of beneficiaries.

THE PIONEER, SEPT. 12.87

"The Government has launched a number of schemes of rural development programmes with a view to alleviating poverty through these programme, Integrated Rural Development Programme (IRDP) in the highest."

The I.R.D.P. was introduced in the VIth plan (FYP) on a trial basis with the selection of 20 districts representing all the typical socio-economic and ecological zones of the country, so as to bring about development and use the experience so gained through out the country. The Seventh Plan, however, aims, at finding a remedy to the many snags in its implementation.
The implementation of I.R.D.P. aims at covering all the blocks through intensive area planning. The selection of beneficiaries was to be done according to the Antodaya principles. All poor house-holds were first to be identified and ranked and then the poorest of the poor was the first to be chosen as beneficiaries under this programme. The provision of assets for the identified house holds was to be made partly through bank loans and partly through subsidy.

**NABARD STUDY**

On the other hand, according to the NABARD study report, the extent of over dues has come down from 43 per cent in 1980-81 to 31 per cent in 1982-83, Surveys conducted in many parts of the country have shown that poor farmers have been more prompt in paying back loans than the affluent ones. The provision for the differential rates of interest is already there. Under it four per cent interest is charged for certain categories of poor house hold. The PEO study shows that 24 per cent of sampled house holds had been charged loans at the rate of four per cent and the remaining
were asked to pay interest at the normal rates prescribed by the banks.

Except Karnataka where identification of beneficiaries was done after conducting a detailed house to house survey, in most of the states the beneficiaries were picked up from master lists of small farmers development agencies. Many of the states had not yet introduced Vikas Patrika to be given to each beneficiary for monitoring the impact of the I.R.D. Programme.

There are differences between the findings of the PEO and the concurrent evaluation carried out by 29 research institutions about the effects of benefits from the I.R.D. programmes. While the PEO study covers the period upto March 1983, The concurrent evaluation study has covered the period upto November, 1985. About 90 percent of the sampled house holds, according to the PEO study, expressed that I.R.D.P. has improved their income and family employment, 17 percent of the selected house holds reported that their consumption level had increased. Nearly 49.4 per cent of the house holds were able to achieve an annual income level of Rs. 3,500/- and 26 per cent of the sampled house holds
were above Rs. 3,500/- even before the scheme started. Only 22 per cent house holds felt that the scale of financial assistance available under I.R.D.P. was inadequate.

As regards to the income PEO estimates seem to be on the higher side. According to concurrent study, 45 per cent of the beneficiaries assisted had annual income between Rs. 2,500/- and Rs. 3,500/-. A little less than 45 per cent had income between Rs. 1,000/- and Rs. 2,000/- at the time of assistance. Only ten per cent of the beneficiaries had income of less than Rs. 1,000/-. The percentage of scheduled caste beneficiaries was higher in lower income groups than the higher ones. In the case of scheduled tribes and women beneficiaries, the higher percentage was from higher income groups."

**THE PIONEER, SEPT. 30, 1987**

"The Government Integrated Rural Development Programme (I.R.D.P.), despite its intended benevolence in the uplift of the rural poor, is finding its arms too weak for this purpose due to its own defective policies as a consequence of which it has failed to
achieve any success in the eradication of poverty in the rural areas, specially in Uttar Pradesh."

Investigation have revealed that the programme is not only being politically encroached lack of research pertaining the rural socio-economic set-up has resulted in the description of the normal pattern of rural economy through this programme. Although the government had made a political commitment to achieve hundred percent eradication of rural poverty, lack of funds, not to speak of its mindless squandering has made it a far cry.

There is no doubt that the approach of the Uttar Pradesh Government towards this problem has been quixotic and touching more on the impossible. In subsequent years no new under poverty-line families were taken up for the purpose of financial alleviation proving thereby that the programme has become victim of high demand and low supply. Contrast to its drastically low assisting capacity of only 600 families per block per years Moreover, if one were to take up five persons per family in a development block having an average population of 1,25,000 people in an effort to
estimate how many people are living below the poverty line in this block. It would result to 25,000 people out of which a staggering 10,000 to 12,000 people out of which a staggering 10,000 to 12,000 are below the poverty line.

An experiment regarding this was conducted by the Government between 1980-83, after which it felt that the benefits provided to the selected poor was not adequate hence a second dose of loan should be given to these families only that the I.R.D.P. has assumed a political nature, there is no doubt that mostly persons with some influence are the fortunate one selected under this programme. Although the beneficiaries are chosen at open meeting of "Gram-Sabhas," there is no guarantee that only the genuinely poor would be chosen. The Persons chosen by these "Gram-Sabhas," which does not have any individual responsibility are certified by the Government functionaries like the village development officer and "Lekhpal" as being below the poverty line.

Later the application of these proposed beneficiaries are filed to the block development office,
where the block development officer, who is all the time under pressure to achieve the allocated target, takes advantage of the illiteracy of the applicants and fills out the application forms himself and in the process he instead of the applicants. Most of the time the block development officer imposes force on the applicant to accept his discretion, caring least whether the applicant is tailored for the particular vocation or not.

**THE ECONOMIC TIMES. OCTOBER 20, 1987**

"The implementation of the Integrated Rural Development (I.R.D.P.) in Uttar Pradesh has left much to the desired and is considered some what violative of the guidelines laid down by the centre."

According to the Union Minister of State for rural development, Mr. Ramanand Yadav, a mid-year review of the I.R.D.P. implementation in the state has revealed that only 49 per cent of the people benefited under the programme till August Last, belong to the target groups (poorest of the poor) while the central guidelines clearly envisage that 100 per cent beneficiaries must be from this category.
Mr. Yadav said as many as 64 per cent of the beneficiaries, covered under the programme in the current financial year, were not given after support much against the guidelines of the centre.

In 21 per cent cases, the loans given to the beneficiaries by the financial institutions were realised is less than three years period as against a period of five years fixed for the purpose, Mr. Yadav Said.

"The squeesing of "recoveries presented the beneficiaries from crossing the poverty line." Mr. Yadav said.

Zero incremental income was generated by the assets given to the beneficiaries under the programme in about 16 per cent cases, Mr. Yadav said, "This shows want of training, and improper handling and after care of assets," he pointed out.

The minister noted there was no organisation of the beneficiaries in the state as envisaged under the control guidelines. As result, there were no pressure groups to safeguard their interests, he said.
According to Mr. Yadav, only 9 per cent beneficiaries had crossed the revised poverty line upto June this year in the state.

In the year 1985 to 1996, he said the pace of implementation of the I.R.D.P. in U.P. was satisfactory, but in the current year upto August, the physical achievement was only 19.68 per cent, which was low. He disclosed that only 20.07 per cent of the total funds had so far been utilised.

The minister expressed satisfaction over the coverage of scheduled castes and scheduled tribes under the I.R.D.P. but pointed out that the coverage of women was only 6.02 per cent, which was again against the guidelines of the centre which said that at least 30 per cent of the beneficiaries should be women.

The minister emphasised prompt and proper implementation of various programmes, including N R F P and R L E G P and directed the state government that local labour force be employed instead of contractors and their agents and that the works under taken should be of durable nature."
OPINIONS OF EXPERTS AND FARMERS ABOUT
I.R.D. PROGRAMME

BLOCK DEVELOPMENT OFFICER SAHAR, ETAWAH

1. The people who are legally fit for the project, do not want to come into the project and other persons who are not fit and do not want to work according to project, take the loan any how.

2. To complete the target, it becomes necessary for us to select such persons who are not suitable for given benefits under I.R.D. Programme.

3. The method of selection is wrong under I.R.D. Programme.

BLOCK DEVELOPMENT OFFICER BHAGYANAGAR, ETAWAH

1. Mostly persons recommended by Gram Pradhan are selected in the beneficiaries lists.

2. The Rural Scheme which are going on, have to face the many problems. The raw materials for them are
not easily available. If there are any, they are not good in quality.

3. The problem is that the market for prepared materials are not available. Therefore this scheme is not successful.

**ASSISTANT DEVELOPMENT OFFICER SAHAR, ETAWAH**

1. Many beneficiaries have to go many times to the bank for getting the loan. They feel trouble in completing various types of paper demanded from the bank.

2. To solve these problems beneficiaries wants some helper and so the middlemen comes in the way. Those middlemen exploit the beneficiaries. They take commission in the purchasing of goods.

3. The loan sanctioned from the bank is not given timely to the beneficiaries.

4. The loan is sanctioned less than the project cost.
1. The process of selection of beneficiaries is wrong.

2. The allotment of the target should not be imposed.

3. In the special component plan the grant and the margin money should be deposited in the leading bank of the district for the adjustment. So that the bank may debit the money of grant and margin money in proper time. What happens is that the margin money and the grant is sent to every beneficiaries separately by cheque by the Uttar Pradesh schedule caste Finance Development Corporation. Therefore, beneficiaries get the benefit of subsidy after facing the trouble of 3 to 4 months. This delays the object of the project and also imposes surcharged by the bank.

4. In the Special Component "Free-Boring" is only for the members of schedule caste. The construction for schedule caste is being done by schedule caste poor housing corporation. In this way the department takes 10% surcharge from the
government. In this money sent direct the District Harijan Officer, the sur-charge can be abounded.

**RURAL DEVELOPMENT OFFICER, SAHAR, BLOCK**

1. Mostly people do not attend the meeting called for the selection of members.

2. In absence of members the accurate selection of beneficiaries is not possible.

3. After the selection mostly beneficiaries do not want to work according to rule.

4. Mostly people want cash payment.

**MANAGER, CENTRAL BANK OF INDIA, SAHAR, ETAWAH**

(Lead Bank)

1. Some target under IRDP is given to Rural Development Officers and banks, and they are forced to complete their target.

2. Mostly beneficiaries take the loan for subsidy.

3. Mostly People want cash payment.
4. The method of selection is wrong.

5. The mediator problems is also there. They mediate to get own share.

**MANAGER, STATE BANK OF INDIA, BIDHUNA, ETAWAH**

1. Mostly people do not want to work according to project guidelines and they get the loan.

2. They do not use the loan in the project and there is no earning, therefore they are not able to pay the loan in time. So they are always in debt.

3. The process of selection of beneficiaries is wrong.

4. Many beneficiaries take the loan only to get the subsidy.

**MANAGER, KSHETRIYA GRAMIN BANK DIBIYAPUR OF BHAGYANAGAR BLOCK**

1. The system of providing loan to farmers through credit camps is good, but due to political pressure the distribution of loan becomes improper, and
undesirable persons are selected under this schemes.

2. The time of implementation of loan is not suitable on account of political pressure.

3. In the credit camp, there is mis-utilization of loan.

4. Many beneficiaries take the loan only to get the subsidy.

MANAGER, KSHETRIYA GRAMIN BANK PHAPHUND OF BHAGYA-NAGAR BLOCK

1. The process of selection of beneficiaries is full of mistakes.

2. Mostly beneficiaries are uneducated and illiterate, therefore the project is not being carried in the desire way.
FIELD OFFICER, STATE BANK OF INDIA, BIDHUNA

The field officer said that:

1. There is misutilization of loan by the farmers

2. The mediator problems is also there, they mediate to get own share.

3. People want the loan only in cash, and not in kind. They want the loan in cash because they wish to utilize it on other unproductive work, and also just for getting subsidy.

4. The selection of beneficiaries also done on a wrong way.

Opinion regarding I R D Programme was also obtained from the surveyed families. The opinion at least one farmer from each surveyed village is given below:

LAHRAPUR:

HARI RAM S/o GANGA PRASAD, Lahrapur the I.R..D. Programme has benefited me much. I
had no Milch cattle before. Now I have purchased one buffalo, which is a source of my income.

**GULIRIYA:**

Ram Prakash S/o Ram Narayin, Gudriya I had to face much difficulty in getting the loan for establishing a carpentry shop. I also wish to open a soap manufacturing centre but no assistance of raw material is given under I.R..D. Programme.

**DEVRI:**

Gangadeen, Devri, The I.R..D. Programme provides loan for only one buffalo or cow. This is not enough. we should be provided loan for the purchase of 5 buffaloes or cows at a time.

**ASEANY:**

Jaggu Aseany, The scheme would have been much beneficial if we would have been provided training for cottage industries. We
are not able to utilise our local based resources.

HARPURA:

Ram Naresh S/o Sita Ram Harpura, The assistance to given to me for opening of shop is not enough. It should be at least Rs. 25,000.

PHAPHUND-DEHAT:

Durga Deen, Phaphund-Dehat, We are provided loans under various loans. The rate of interest is high. The provision of loans puts us in the vicious circle of debt. What is needed is not loans but availability of facilities to us for agricultural production.

KAKOR:

Guddu, S/o Jagjeewan, Kakor, Every village should be surrounded with fruit, trees. Besides, Gobor-gas scheme should be made available in every village by the Government free of cost.
NAGLA JAI SINGH:

Hari Ram, NaglaJai Singh I.R.D. Programme has helped us in obtaining fertilizer and seed at cheaper rates.

KHANPUR:

Ishhak, Khanpur, I am an agricultural labour of this village. I could not obtain any assistance under this scheme. My economic condition has remained as before.

PHAPHUND:

Durgavati, Phaphund, I am a widow, I have obtained a sewing machine under I.R.D. Programme. There is no provision of repairing in this village. I also find no market. This does not give me much income.