CHAPTER - I

INTRODUCTION
**Integrated** Rural Development is an important agenda of the total Strategy of development of almost all the developing countries of the Third World. All the developing Countries have adopted different sectoral programmes for the around development of their rural areas but the feedback supplied by different evaluation studies carried out by concerned governments and public institution highlighted the goals achieved, have been from satisfactory than the goals desired. As such, in recent years, the developing countries of Asia and Africa have laid sharper attention on rural development and have adopted a new strategy called integrated Rural Development, to improve the socio economic conditions of rural areas and to assess the conditions of the poorest of the poor. As regards development, it is a very elusive concept. In a technical sense, development refers to qualitative and structural change in the state of economy.

Rural Development has been the prime objective since the very commencement of planning in the country. Efforts were made in this regard and the
community development centres were established during the first plan period on 2nd October, 1952. The development programme brought significant impact on increasing the farm production and rural employment. But the benefits of the various development programmes accrued mostly to those who were better endowed with large land resources. It was realised that more was required to be done to help the landless, the rural unemployed and economically and socially disadvantaged of rural society.

In the realisation of the need to benefit the poorest of the poor programmes designed for small and marginal farmers, Agricultural labourers and the landless were taken up around the early seventies. During the Fourth five year plan (1969-74) programme such as small Farmers Development Agency (SFDA) and Marginal Farmers and Agricultural Labourers Scheme (MFAL) were initiated. In the mid-seventies a special programme for the development of Drought Prone Areas (DPA) was introduced and in late seventies the Desert Development programme was taken up. The ‘Food for work programme’
(Later developed in the National Rural Employment programme) was started in 1977, so as to provide work for rural poor particularly, during periods of slack employment of the year and at the same time to create durable community assets. During the Fifth five year Plan (1974-79) a command area Development programme was also launched in the above programmes covered the whole country. Besides, it was felt that in order to deal with the dimensions of rural poverty in the country a far more ambitious programme was required. Thus a new programme known as the Integrated Rural Development programme\(^5\) (IRDP) was launched in 1978-79.

The concept and approach under lying this new programme was out lined by the Union Finance Minister while presenting the Central Budget for 1976-77. When the programme was started in 1978-79 initially 2,300 blocks in the country were taken up. It may be mentioned that 2,000 blocks were already covered by special programmes, like small farmers development agency programme (SFDA), Drought Prone Areas
Programme (DPAP), and the Command Area Development (CAD).

We have to evolve operational district plans which fully take into every year the programme was to be extended to 300 new blocks, with the coverage of another 300 blocks during 1979-80 the IRDP got extended to a total of 2,600 blocks as on 31st March, 1980. Later during 1980-81 the Government of India took a major policy decision to extend the benefits of the programme to the target group families in all the 5,011 blocks in the country from 2nd October, 1980 with effect from the same date the small Farmers Development Agency (SFDA) Programme which has under implementation in selected areas was merged with IRDP. This programme was also included as a component of the new 20-point programme announced by the Prime Minister in January, 1982. The thrust has been on raising income generating opportunities for employment through schemes pertaining to agriculture and ancillary activities, Cottage and small scales industries as well as any other viable
forms of economic activities, suitable to the target group of families.

The Integrated Rural Development programme\(^7\) is a programme which was introduced in 1978-79 and which aimed at achieving full employment for the unemployed and raising income levels of the weaker sections of the rural community. At present it is being implemented in all the 895 development blocks of the state. It aims at raising the income levels of 600 householders each year above the poverty line. This also includes 200 household holds who have to be provided facilities for non-agricultural activities.

An outlay of Rs. 44.25 crores, was approved for the year 1980-81. Out of which Rs. 22.12 crores, on 50% basis was to be provided by the state Government. The actual expenditure however was Rs. 29.61 Crores. It was estimated that about 10 lakhs families have been benefited under the programme by the March, 1981.
IRDP - ANEW APPROACH IN SCIO-ECONOMIC PLANNING

Integrated rural development programme have laid down emphasis on wealth generation and not on distributive justice. One of the significant points which emerged out of the past attempt at implementing rural development programmes has been that the vast majority of small and marginal farmers, agricultural labourers and rural artisans have not been actually benefited out of past programmes in any substantial measures. The strategy of rural development from mid-80's has, therefore, begun to concern itself with channeling benefits etc these categories of rural people. In this backdrop, target group or beneficiary oriented approach to rural development has been evolved as the new strategy and named as Integrated Rural Development.

Integrated Rural Development is the development and utilization of local resources by bringing about necessary institutional, and structural changes and by creating infrastructural facilities for economic as well as social net works and programmes.
The ultimate objective of Integrated Rural Development is to improve the quality of life of the rural poor.

Under the IRD Programme any viable programme can be taken up which could raise the income levels of the beneficiaries for the purpose of the programme. A family constitutes a unit. Only those families are eligible to take benefits of the programme whose gross income does not exceed Rs. 3,500/- in a year.

The maximum amount of subsidy is Rs. 3,000/-. The rate of subsidy was 25% for the small farmers and 33-1/3% for marginal farmers and landless labourers. The amount of subsidy for the scheduled caste and tribe has now been raised to 50%.

The important programmes under the I.R.D. relate to agriculture, horticulture, agriculture service, soil conservation & leveling of land, animal husbandry, sericulture, farm forestry, minor irrigation works, community irrigation works, industry etc.
MEANING OF I.R.D.P.

To have a clear understanding of the concept of Integrated Rural Development, it is necessary to examine first the concept of development itself. To quote V.K.R.V. Rao ¹⁰. The development should no longer be identified with more increase in G.N.P. or even per capita National income. The increased income is expected to be so distributed as to result in significant diminution of inequalities of income and wealth.

In the recent past, different definitions and interpretation have been given to Integrated Rural Development. In the Indian context, it is defined as "Integrated Development of the area and the people through optimum development and utilisation (and conservation where--necessary) of local resources—physical biological and human, and by bringing about necessary institutional and structural changes and by delivering a package of services to encompass not only the economic fied, i.e. but also for the establishment of the required social infrastructure and nutrition, housing, drinking water and literacy with the ultimate objective of
improving the quality of life of the "Rural Poor" and the "Rural weak".

The Integrated Rural Development Programme (IRDP has been evolved as the main programme for the all round development of rural areas. In other words the Integrated Rural Development has been described as an attempt to implement Gandhian concept of ‘Sarvodaya’ i.e. promoting the welfare of each and of all individuals in the rural community and at the same time, ensuring accelerated development and welfare of the disadvantaged groups amongst the poorest of the poor to be benefited first. Thus Integrated Rural Development is an attempt toward the elimination of poverty by providing jobs to the majority of rural poor and other facilities towards their all round development.

**I.R.D.P. DEFINED**

Integrated Rural Development programme represents different approaches and lays an emphasis on particular aspects of the problems of rural development. It is also realised that unless the living conditions of the
majority of rural poor who live below the subsistence level are improved, there can not be development in its true sense. This highlights "The basic minimum need" approach to development. By and large, a consensus in recent years has emerged that Integrated Rural Development may offer an alternative strategy for development in these countries. Rural Development Specialists have defined rural development in many ways but the gist of these definitions boils down to a primary goal of providing an opportunity for decent living to the mass of low income population residing in rural areas on a self-sustained basis.

Integrated Rural Development as the development and utilization of local resources by bring about necessary institutional, structural and attitudinal changes and by creating infrastrutural families for economic as well as social net work and programme. The ultimate objective of Integrated Rural Development has been to improve the quality of life of the rural poor.
OBJECTIVES OF I.R.D.P.

Poverty and unemployment are the two sides of the same coin. The problems of unemployment and underemployment have two aspects. Firstly, the growth of labour has been sharp as compared to the generation of jobs. Secondly because of the failure of the plans. Through the estimates of unemployment and underemployment were made during the first three plans, it was however, owing to the statistical limitation as pointed out by the Experts Committee appointed by the planning commission. The draft of fifth plan indicated an increase of labour force of 16.2 million in agriculture only during the Fifty Plan period and 18.9 million in the Sixth Plan period. The sixth plan documents, therefore stressed "A major challenge of the decade in speedy expansion and diversification of opportunities for productive employment, specific employment generation programme like IRDP, NREP etc. were started during the sixth plan."

Successive plans of development have not generated gainful employment for all the net addition to
the labour and continue to add to the backlog of unemployment persons. The backlog of unemployment has increased in the rural and urban areas. Integrated Rural Development Programme has been adopted mainly with the purpose of increasing employment opportunities in rural areas.

(a) The removal of unemployment and under employment.

(b) An appreciable rise in the standards of living of the poorest sections of the population, increase in production and productivity, gainful employment, self reliance and provision by the state of the basic needs of the people for these income groups, like clean drinking water, adult education, elementary education health care, rural roads and housing for the landless.

STRATEGY OF INTEGRATED RURAL DEVELOPMENT PROGRAMME DURING FIVE YEAR PLANS

SIXTH PLAN

Under this new strategy, the emphasis under R.D.P. is on 'Block Planning' and intensive development
of the block. In Sixth Plan about 260 million persons or about 50 million families were living below the poverty line in rural areas. There are wide variations in the incidence of poverty in different states. There are also differences of opinion on the appropriateness of the current method of measuring poverty i.e. income needed to have a daily 2,400 calories food per person in rural areas, and 2,100 calories in urban areas. The quality of life index has been suggested as more reliable method of measuring the impact of development on the incidence of poverty.

**SEVENTH PLAN**

The main thrust of the Rural Development Strategy in the Seventh Plan is to reduce further the incidence of poverty and bring an improvement in the quality of life of the rural masses particularly of landless agricultural labourers scheduled castes/tribes, rural artisans and craftsmen, the Programme has been provided the productive assets technology and skill to indentified families of the target groups.
During the Seventh plan targets for the blocks are proposed to be fixed on the basis of micro level exercises with similar pattern at the district level. About 5,000 families are planned to be assisted during the period 1985-90 in a particular block at the rate of 1,000 families per year. An outlay of Rs. 483.78 crores has been earmarked for the Seventh Plan (1985-90) Period under IRDP with allocation of Rs. 442.25 crore for plains and Rs. 41.53 crore for hills.

The number of beneficiaries to be benefited during the plan period in all the 895 blocks of the state are estimated to be 44,75,000 at the rate of 5,000 beneficiaries per block out of which 50 percent beneficiaries would be from SC/ST families. The district Rural Development Agency has been strengthened and expertise provided for preparation of viable family plans and for providing infrastructural, raw material and marketing support.

For the year 1985-86 an outlay of Rs. 52.24 crore has been earmarked for Integrated Rural Development Programme out of which Rs. 8.24 crore has
been allotted for hill areas. About 8.95 lakh families are expected to be benefited during the year on the basis of 1,000 families annually for each block.

**FUNCTIONAL INTEGRATION AND CO-ORDINATION**

Prior to the introduction of the I.R.D. Programme there were as discussed earlier other programme like S.F.D.A., D.P.A.P., C.A.D.A., I.C.D.P., which were the main components of rural development. The introduction of IRD Programme with objectives more or less similar to these earlier programme created the necessity of suitably integrating these programmes to avoid duplication of contents as well as implementing agencies. Integration, it was also thought that this would result in different special programmes operating in the same area rationalise the different type of subsidies being given hither to under different programmes.

The SFDA by far has been the most important agency for implementation of the rural development programme. But it has now been merged under IRD Programme. The modified IRD agency has been
strengthened in several ways. It has also been attached with a planning wing to it for formulation of different block plans under Integrated Rural Development.

**IDENTIFICATION OF THE BENEFICIARIES**

The I.R.D. Programme has been accepted with the sole purpose of improving the living standards of the poorest of the poor for purpose of identification of beneficiaries, the family has been taken as a unit. Where members of the same family are living separately and as independent units, they have been identified as separate units for the purpose of I.R.D. Programme. The Income of wife and minor children has also been taken in to account and added to that of the head of the family in determining the status of the head of family as small or marginal farmer for the purpose of identifying a rural family having five members it has been seen that such family have income below Rs.7200/- per annum.

Poverty is related to inequality and has been identified with unemployment and under employment. The measurement of Poverty must contain the basic
requirements of food, clothing etc. That is how, why the per capita consumption has been taken as a basis for measuring poverty. The sixth plan document stated that the poverty line at 1979-80 prices worked out to Rs. 76 in rural areas and Rs. 88/- in urban areas and that on this basis 50.82% of our people in rural. The sixth plan aimed at limiting the incidence of poverty, through increased growth and redistribution. The redistribution effect was sought to be achieved through Integrated Rural Development Programme.

During the 7th five year plan the thrust has been on the poorest amount the poor. In order to achieve the objective of bringing down the poverty ratio to less-than 10 per cent by 1996-97. The Target is to assist about 20 million households during the 7th plan. About 50 per cent of the beneficiaries proposed to be assisted during the seventh plan.

**OBJECTIVE OF THE PRESENT STUDY**

The main objects of the present research work are as under:-
i. To study the need for the introduction of Integrated Rural Development Programme in Uttar Pradesh.

ii. To study the reasons for the integration of various development schemes like small farmers development agency scheme, drought prone area development scheme etc. into one i.e. integrated rural area development programme.

iii. To study the aims and objectives, characteristics, and also to study the various schemes and the main literatures of the integrated rural development Programme.

iv. To study the main characteristics of the area under study that is Sahar and Bhagyanagar blocks of District Etawah.

v. To study the methods by which research inventory of the block is prepared. It has also been observed as to how the resources inventory has been prepared in Sahar and Bhagyanagar blocks.
vi. To study the method for the adoption of beneficiaries and procedure for their identification.

vii. Previously districts were made as the centres for the development planning new blocks and also the villages are made the centres of the development. The object has been to study as to how far this new technique has been successful.

viii. The object has been to study how far this scheme has been successful theoretically and practically.

ix. To study as to how far scheduled castes and scheduled tribes has been benefited under the scheme.

x. The objects has also been to findout the main problems relating to integrated Rural Development Programme in Uttar Pradesh.

RESEARCH METHODOLOGY

The Object of the proposed research work has been to study the working of Integrated Rural
Development Programme in Uttar Pradesh. In order to study the actual working and impact of this scheme in rural area, special emphasis has been given for the macro study of I.R.D. Programme in Sahar and Bhagyanagar block of Etawah Distt. Huge funds have been allocated in this district under I.R.D. Programme during last few years. Etawah district has 15 blocks, Sahar and Bhagyanagar blocks of this district have only been selected for the study.

The selection of the identified families has been made on random sample basis. The selection has been made from the list of identified families maintained in the block. While selecting the families it was seen the selection be made from a poorest of the poor be marginal farmers, be agricultural labour, be marginal labour and be small farmer. It was also seen that only those persons are selected for the survey who come under the income group below Rs. 3,500/-

The details of Methodology are as under:
i. Reference will be made to the statutes for R.B.I. containing the provisions regarding I.R.D.P. on various district.

ii. Enquiries will be made from the Lead Banks regarding the disbursement of loans and advances under the I.R.D. Programme.

iii. Questionnaires will be prepared and send to the authorities of the banks and to the local authorities.

iv. Personal visits and interviews will be arranged with the bank authorities and local authorities in order to assess the implementation of I.R.D. Programme.

v. The Datas will be collected for the research purpose and Random Sampling Method will be adopted.

vi. On the basis of the data's collected, personal interviews and questionnaire, conclusions will be drawn and suggestions will be put forward in order to make the I.R.D. Programme more effective and useful.


7. Mehta Basant:

8. Integrated Rural Development Programme Raebareli, 6th to 15th May, 1982 P. 1-5.

9. Govt. of Uttar Pradesh Lucknow: (Planning Department) "Employment Impact of I.R.D. Programme in Kakori block of district Lucknow (U.P.)."


11. Seventh Five Year Plan in Uttar Pradesh".