CHAPTER-III

I.R.D.P. PLANNING LEVELS AND IMPLEMENTATION STRUCTURE
An attempt has been made in this chapter to analyse, the organisational set up of IRD Programme in Uttar Pradesh, particularly in Etawah district. In the district primary Development Centre, village, may be mentioned that the primary objective of planning for Integrated Rural Development has been to identified primary service centres and delimit their service areas which were viable enough to support a basic package of services within the reach of all villages people i.e. to bring elementary education, approach and pucca road linkage, Hcs and electricity within a reasonable walking or bicycling distance of all villages. The objective has also been (specially) to locate these services in the same place which had the facilities necessary for agricultural and economic development. The emphasis has been on the GSCP and its concomitant linkage system, thus integrating the agricultural service points with the other sectoral minimum needs service points.
Under the Integrated approach, ranking villages according to their infrastructure growth is taken as centre, its special reach on a map is examined and then the block is partitioned into viable micro regions.

This lowest unit is not only created but is Integrated vertically into the block and district units and is also given sufficient powers for horizontal Integration between the different sectors, on the recommendation of the Balwanterai Mehta Committee report and the National Development Council has also recommended that a three tier system of democratic decentralization of local institutions be evolved. In this way the local village development\(^2\) centre will be able to develop its resources and may provide sample scope for its development.

The three-tier system in fact has a foundation through which it can carry out a vertically and sectorally Integrated programme of rural development.
MULTI LEVEL PLANNING & INTEGRATED RURAL DEVELOPMENT PROGRAMME:

Integrated Rural Development Programme is in fact a multi-level, a multi-sector, and a multi-section concept. As a multi-level concept it encompasses rural development at various levels in the spatial hierarchy such as the viable cluster of village communities, block and district. As a multi-sector concept it encompasses development in various sectors or sub-sectors of the rural economy such as agricultural, industry, education, health and transportation. As a multi-section concept it encompasses socio-economic development of various poorer sections or sub-sections of the rural economy such as agriculture, industry, education, health and population. Such as land less labourers, artisans, small farmers, marginal farmers, scheduled tribes and scheduled castes. They represent different approaches and lay emphasis on particular aspects of the problems of rural development.

The three-tier truth level approach to rural development is adopted for Integrated Rural Development Programme can be seen from the following picture.
MULTI-SECTOR, MULTI-SECTION AND MULTI-LEVEL CONCEPT OF INTEGRATED RURAL DEVELOPMENT
MULTI-LEVEL PLANNING

Multi-level planning is basically an exercise for the decentralization of the planning process. It was realized that planning process cannot succeed purely on bureaucratic lines. Active participation, involvement and support of the local people are needed if planning and implementation are to succeed. It has been realized that under developing countries like India characterised by inter-regional disparities in development and heterogeneity in social structure, the problems of poverty and unemployment are "area-specific" and "group-specific". It has naturally necessitated the need for a decentralized approach toward their solution. The multi-level planning procedures has been adopted mainly due to the country's economic situation and its socio-political climate and its "development needs."

The concept of multi-level planning incorporates the principles that proper decision making is possible only if the strategy at each level is determined after a careful consideration of the potentials, needs and
limitations of the next higher as well as the next lower levels of planning.

The basic structure of multi-level planning in the early has been adopted as under:

A MULTI-LEVEL PLANNING ORGANISATION

National Development Council

- Approval of plan objectives and Strategy.
- Decisions on important policies and procedures.

PLANNING COMMISSION

CENTRAL MINISTER DEPTTS.

It will be seen that the multi-level planning organisation in the country has adopted the following levels for economic development:

(a) Nation
(b) State
(c) District
(d) Block
(e) Sub block (10 to 15 villages and population 20,000)
(f) Town
(g) Village and;
(h) Lastly the farm.
The district level planning is controlled by a District Rural Development Agency (DRDA)\(^7\) headed by the District Magistrate/Deputy Commissioner/or the CEO as the case may be. The agency has been provided a full time executive officer preferably, a senior-scale, IAS officer or an equivalent officer of the state services. It is also seen that the officers appointed to these positions are given a continuity of tenure.

Previously the District Rural Development Agency were set up in only 23 districts of the country. But now it has been set up in all the districts and has been given the authority to look towards decentralized planning. Almost all the D.R.D.A. agencies in the country have adequate to implement the plan. The Reserve Bank of India in its evaluation study Integrated Rural Development Programme in the country has given the staff position in different DRDA'S in different areas of the country. This can be seen from the table below:
**TABLE -3.1**

Staff Position of the D R D A's in the selected districts

By Area categories as on 31.3.1983

<table>
<thead>
<tr>
<th>AREA CATEGORY</th>
<th>PROJECT OFFICER</th>
<th>ASST. PROJECT OFFICER</th>
<th>INVESTIGATION RESEARCH ASSISTANT</th>
<th>ACCOUNTS OFFICER ACCOUNTANT</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Sanctioned</td>
<td>Imposition</td>
<td>Sanctioned</td>
<td>Position</td>
</tr>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>(a) TRIBAL AREAS</td>
<td>04</td>
<td>03</td>
<td>28</td>
<td>18</td>
</tr>
<tr>
<td>(b) Hill Areas</td>
<td>05</td>
<td>04</td>
<td>18</td>
<td>13</td>
</tr>
<tr>
<td>(c) AGRICULTURALLY DEVELOPED AREAS</td>
<td>06</td>
<td>06</td>
<td>37</td>
<td>26</td>
</tr>
<tr>
<td>(d) LESS DEVELOPED AREA</td>
<td>04</td>
<td>04</td>
<td>17</td>
<td>17</td>
</tr>
<tr>
<td>(e) DESERT AREAS</td>
<td>02</td>
<td>02</td>
<td>09</td>
<td>08</td>
</tr>
<tr>
<td>(f) AREA WITH GOOD ADMINISTRATIVE INFRASTRUCTURE</td>
<td>06</td>
<td>05</td>
<td>28</td>
<td>21</td>
</tr>
<tr>
<td>AREAS WITH POOR ADMINISTRATIVE INFRASTRUCTURE</td>
<td>06</td>
<td>06</td>
<td>22</td>
<td>15</td>
</tr>
<tr>
<td>TOTAL</td>
<td>33</td>
<td>30</td>
<td>159</td>
<td>118</td>
</tr>
</tbody>
</table>
ORGANISATIONAL CHART OF ETAWAH DISTRICT (RURAL DEVELOPMENT AGENCY)

Rural Development Agency, Etawah

Chairman (Collector/Deputy Commissioner/Disetrtic Magistrate)

(I) ADM (P.) or Project Director (DRDA)

(II) Additional Project Director

IRDP wing

APO (Agriculture) APO (Animal Husbandary) APO (Monitoring) APO

Economist or Statistician Credit Planning Officer Rural Industries Office Manager (Expenditure)

Accounts Staff Clerical Staff

Accounts Officer (I)

Accounts Officer (I)

Accountants Asstt. Accountant Asstt. Accountant Stenographer (I)

Disptacher Messenger Typist

APO-ASSISTANT PROJECT OFFICER

APO APO APO APO APO

NREP wing

Asstt. Engineer Invest Technical Junior Engineer

Accounts Staff Clerical Staff

Accounts Officer (I)

Accountant Asst. Accountant Junior Accountants Clerk

A.P.O.W A.P.O.W Gram Sevika

DWCRA

Pustahar Unisef scheme
At the district level the ministry of Rural Development had suggested that the District Rural Development Agency\(^9\) will have a governing body under the chairmanship of Collector/Deputy Commissioner/Chief executive officer, zilla Parishad with the following as members:

(i) A representative of the state Government;

(ii) A representative of the Central Co-operative Bank;

(iii) One representative of the land Development Bank;

(iv) Chairman of the Zilla Parishad or his representative.

(v) Representative of the land Bank;

(vi) General Manager, District Industries Centre;

(vii) General Manager, District Industries Centre;

(viii) M P S and M L A S of the area;

(ix) One representative of rural women;
(x) Two representative of the weaker sections; on of them to be drawn from scheduled castes and scheduled Tribes;

(xi) Project officer, D R D A member - Secretary.

The District Development Committees were headed by the District Collector/Deputy Commissioner and their meetings were attended by the district level heads of the Development Departments, BDO's, and representatives of the Banks and non-official bodies. Its main function was to enforce Co-ordinations between all the district level departments and other agencies like Khadi & Village Industries Board (K.V.I.B.); District Industries Centre, Banks etc; The District Development committee reviewed the working of all development programmes in operation in the District and attended day to day problems of implementation and administration of the I R D P as also of interdepartmental co-ordination.

In addition, District Etawah consultative committees has been formed to review the working of the financial institutions. District collector/Deputy Commissioner of Etawah is its chairman with the senior
most officer of the lead bank functioning as member secretary. This committee was represented by all the commercial and co-operative banks and the concerned district level offices. Besides, reviewing the progress of the working of various financial institutions, the committee also provided guidance in the formulation of district credit plan and its approval was done by the committee. Cases of the expansion of bank branches in the District were also pursued with higher authorities by this committee. At the district level, the D R D A's\textsuperscript{11} did not have technically qualified and motivated specialists who could prepare the perspective plans on the lines recommended by the Ministry of Rural Development.

The problem of co-ordination at the district level was being experienced in spite of the governing body and the District Development Committees constituted by the state Governments.

**BLOCK LEVEL SET-UP**

The ministry of Rural Development had visualised\textsuperscript{12} that the adequate and responsive Block level extension machinery is a sine quo non for the successful
implementation of I R D P as this machinery to be primarily responsible for:

1) Identification of families:

2) Preparation of bankable schemes/Projects for them; and

3) Monitoring of the implementation of the Programme.

The functionaries of the Block administration were also expected to play an important role in maintaining liaison with the banks and other financial agencies for credit mobilisation, supply of inputs, organisation of marketing arrangements, etc; and to undertake periodic follow up of the schemes drawn up for the families. They were also expected to assist the financing institutions in the recovery of loans given to the beneficiaries.

According to the original schematic pattern, a block was to have one B D O, 8 extension officers. (i) one each for agriculture, (ii) Animal Husbandry, (iii) Co-operation, (iv) Panchayat, (v) Rural Industries (vi)
Engineering (vii) Social education and (viii) Programme for women and children. Besides 10 Gram Sevaks, 2 Gram Sevikas, one progress Assistant, one store-keeper-cum-Accountant, one senior clerk, one cashier, one Typist, one driver and fourth class (iv) staff.

One organisational set up at Block level in each block under IRD Programme in Uttar Pradesh Particularly in Etawah district can be seen from the following chart:

**Organizational chart of Block Development Agency**

```
Block Development Officer

<table>
<thead>
<tr>
<th>ADO (Ag.)</th>
<th>Animal Husbandry</th>
<th>ADO Cooperative</th>
<th>ADO</th>
<th>ADO Panchayat</th>
<th>ADO Rural Industry</th>
<th>Social Education</th>
<th>ADO Programme for Women &amp; Children</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Account</td>
<td>Statician</td>
<td>Officer Staff</td>
<td>Office Staff</td>
<td>Peon</td>
<td>Zamadar</td>
<td></td>
</tr>
</tbody>
</table>
```

At block level the IRD programme is implemented under the guidance of block development officer who is also assisted by trained officers who are expert in different fields.

The Revaluation Report of the Reserve Bank of India points out that the organisational set up in IRD programme in different states are not functioning properly. The committee points out different reasons in this regard. The Ministry of rural development had, however, reviewed the set up at the block level early and found that most of the functionaries were not in position. Many blocks did not have posts of extension officers for industries, co-operation and Animal Husbandry. Some of the posts had been transferred to the respective technical department on the introduction of T & V system, the Agriculture extension officer and 70 to 80 percent of the V L W’s had also been taken away from the block establishment. Consequently the block administration had got considerably eroded.

The study revealed that most of the states taken advantage of the assistance offered for the strengthening of the field staff. The state-wise review of
the position at the block indicated that the Madhya Pradesh Government had crested a post of Lady Social Education Organiser (LSEO) in each of the blocks and raised the strength of the VLWS to 10 per block. In the state of Jammu & Kashmir the new staffing pattern had been sanctioned for the majority of the blocks and a part from the BDO provided for one assistant veterinary surgeon, one agriculture extension officer, one assistant registrar (Co-operatives). In Uttar Pradesh, it was reported that the Government had decided to post one Assistant development officer in each of the blocks. The Rajasthan government had strengthened the block level team by upgrading the post of BDO to the State Administrative service and providing at least four extension officers representing the discipline of Co-operation, agriculture animal husbandry and statistics.

A few state government reported that they were not in a position to share the burden of even 50 percent of the cost of the additional staff due to paucity of resources although they raised the need to provide additional staff for the effective implementation of the programme.
As regards the block level machinery, the BDOs generally regarded IRDP as just one more activity in addition to several other diverse programmes for which they carried the responsibility for implementation at the ground level. The block machinery was thus found to be quite weak for providing an appropriate and integrated delivery system. This was possibly due to control and multiplicity of other sectoral programmes being administered by 'line' departments of the respective state level organisation / departments. Besides strengthening of the machinery, there was the basic problem of the administrative control of project officers of D R D A s over the BDOs who continued to remain under the development department. Some positive steps therefore need to be taken to ensure that B D O s are fully answerable to the project officers in respect of implementation of IRDP. The BDOs in turn, must have control over the block team of the technical staff.

**CLUSTER OF VILLAGES**

It has been realised in course of this survey that the block organisation in Uttar Pradesh, particularly in sahar and Bhagyanagar blocks of Etawah district are
also not well equipped with staff. There is only one statistician at the block which needs to be increased. The elemenrty work of IRD at the block level should also be entrusted to independent agencies like research Institutes Universities & Colleges.

The Village has been taken to be centre for development under IRD programme. Under this IRD programme the resources of the village are estimated then schemes are made for its utilization at local level.

The main activity of the village development is formulated by Gram Sabha, headed by Gram - Pradhan assisted by 10 members.

The gram Sabha is expected to do following function under IRD programme:

(i) The Gram Sabha helps the officers in selecting persons who are qualified to be given benefits under IRD schemes.

(ii) The sabha is also responsible for enacting road, school etc. under IRD programme in the village.
(iii) The sabha also helps the officers in doing different developmental work under IRD programme.

The village is evolved at the Block level and then finances for the scheme are finalized.

**IMPLEMENTATION AGENCIES**

I.R.D. programme has been implemented by different agencies. They have to discuss it in the following lines the names and functions of all these agencies working under the I.R.D. programme.

First of all in 1972 a Small Farmer Development Agency (S.F.D.A.) was established under poverty removal programme launched by the government in the district Etawah.

After the establishment of small farmer development agency and when it was failed, I.R.D. Programme was established on 2nd Oct. 1978, this agency worked in Etawah district, the blocks were Mahewa and Achhalda. This scheme was applied in these two blocks. In 1979-80 this agency worked in a large area and other three blocks were included. The name of these blocks were Bidhuna, Auraiya and Ajeetmal.
Government gave the work of Integrated Rural Development Programme to any lead Bank. The Central Bank was the lead Bank in this district. In 1980-82 this lead Bank has Started to implement this scheme under the programme district credit plan. After the successful programme of this plan the lead Bank included other 14 Blocks under this Scheme.

This programme was launched by the order of Central Government of India and Reserve Bank. The detailed description of this programme is given under.

**TABLE- 3.2**

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Blocks</th>
<th>Total Villages</th>
<th>Villages Under The I.R.D. Programme</th>
<th>Percentage of Integrated Village</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Jaswantnagar</td>
<td>131</td>
<td>100</td>
<td>76.34</td>
</tr>
<tr>
<td>2.</td>
<td>Barhpura</td>
<td>88</td>
<td>77</td>
<td>87.05</td>
</tr>
<tr>
<td>3.</td>
<td>Basrehar</td>
<td>142</td>
<td>88</td>
<td>61.97</td>
</tr>
<tr>
<td>4.</td>
<td>Bharthana</td>
<td>94</td>
<td>77</td>
<td>81.91</td>
</tr>
<tr>
<td>5.</td>
<td>Takha</td>
<td>64</td>
<td>64</td>
<td>100.00</td>
</tr>
<tr>
<td>6.</td>
<td>Mahewa</td>
<td>118</td>
<td>100</td>
<td>84.75</td>
</tr>
<tr>
<td>7.</td>
<td>Chakarnagar</td>
<td>64</td>
<td>43</td>
<td>67.19</td>
</tr>
<tr>
<td>8.</td>
<td>Achhalda</td>
<td>116</td>
<td>81</td>
<td>69.83</td>
</tr>
<tr>
<td>9.</td>
<td>Bidhuna</td>
<td>111</td>
<td>89</td>
<td>80.18</td>
</tr>
<tr>
<td>10.</td>
<td>Airwakatra</td>
<td>108</td>
<td>61</td>
<td>56.48</td>
</tr>
<tr>
<td>11.</td>
<td>Sahar</td>
<td>95</td>
<td>73</td>
<td>76.84</td>
</tr>
<tr>
<td>12.</td>
<td>Auraiya</td>
<td>168</td>
<td>57</td>
<td>33.92</td>
</tr>
<tr>
<td>13.</td>
<td>Ajeetmal</td>
<td>110</td>
<td>78</td>
<td>70.90</td>
</tr>
<tr>
<td>14.</td>
<td>Bhagyanagar</td>
<td>134</td>
<td>90</td>
<td>67.16</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1543</strong></td>
<td><strong>1078</strong></td>
<td></td>
<td><strong>69.86</strong></td>
</tr>
</tbody>
</table>

**Sources:** District Sankhiki Patrika And Rural Development Authority District Etawah.
The fulfillment of the programme is administered under the district Magistrate. D.M. is supported by other officers such as District Development Officer. The scheme is approved by N.A.B.A.R.D. This scheme is implemented by the lead Bank. Long term loan is given to Land Development Bank and short term loan is given to Co-operative Bank, Nationalised Bank and Regional Rural Banks.

Integrated Rural Development Programme is implemented in beneficiaries by the following schemes -

1. Small Farmers
2. Marginal Farmers
3. Agricultural Labours
4. Non Agricultural Labours
5. Minorities
**SOURCES**


4. Multi-level planning procedures- the case of Maharashtra in this volume and the paper by V.S. VYAS on "Development Administration at the Taluka-level" may be cited as example.

5. V.K. Nataraj: Decentralisation of planning in India; Institute of Development Studies Mysore, June 1974. Full employment Aug. 17.18.1977. Planning Commission, (New Delhi). A working group appointed by the planning Commission under Prof. Dantwala has advocated the strengthening of the planning machinery at the district level in order to promote planning at the Block-level.

6. Mishra, K.P. and Sundaram, K.V. "Multi-level planning & Integrated Rural Development in India".


10. It is however, stated that the strategy contemplated in the draft fifth five-year plan of the districts formed the basis of formulating annual plans of the districts.


12. This review was undertaken by Mr. K.V. Sundaram for a seminar on Block Level Planning for Full-Employment held in Planning Commission on Aug. 17-18, 1977. The author acknowledges with gratitude the assistance that the received in the analysis of the plans from his colleagues, Messrs Sahi, Mehra, Saigal, Sharma, Dua and Mrs. Malhotra in the Planning Commission.


15. "Socio-Economic Development of a dacoit affected area in Chambal valley (1976), Joura Block, Morena District, Madhya Pradesh".