Chapter - II

Integrated Rural Development Programme in India
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INTEGRATED RURAL DEVELOPMENT PROGRAMME IN INDIA

Rural development has been drawing attention even before independence. In course of time, it has emerged as a strategy to improve the social and economic conditions of the rural people particularly rural poor. It aims at the extending of benefits of development to the poorest of the poor and the optimum utilisation of the natural and human resources for the enrichment of the quality of life of its population. Thus the main objective of rural development has been the elimination of rural poverty and unemployment. Several anti-poverty programmes were implemented during the Five Year Plans so as to reduce the intensity of rural poverty. But several of these programmes were based on 'trickle down' process and the benefits were not percolated to the lower strata of the society. In this chapter, an attempt is made to highlight the genesis and objectives of the Integrated Rural Development Programme and to analyse its progress and achievements which facilitates better understanding of the impact of IRDP on rural poverty alleviation.

2.1 Pre-Independence Efforts

Before going into the details of IRDP, a brief review of the pre-independence efforts facilitates justification of the introduction of IRDP. Some of the early experiments on rural development date back to 1920s. The Sriniketan and Santiniketan experiments of Ravindranath Tagore, the Martandam project of Spencer Hatch of the YMCA and Brayne's Gurgaon experiment were initiated in 1921. Krishnamachari's Baroda Rural Reconstruction Movement was started in the early thirties. Mahatma Gandhi also initiated several experiments and the particular mention may be made to that in Champaram in 1917 and at Sevagram in 1936. There were few articles and books containing the relevant literature emphasising the basic philosophy and ideals of those experiments. There was little or no information
on financial aspects. Some studies, however, give insight into the nature of activities undertaken and their approaches to rural problems. These experiments were carried out under the British colonial rule which lacked depth and vision devoid of any scientific and technological perspective. Both Tagore and Gandhi were observed to have realised that India lived in villages and they wanted villages to be the growth cones of India. They believed in decentralization and gram swaraj. But they were silent on the aspect of absorption of western technology into India and instead they laid emphasis on spiritual aspects of life. The Santiniketan experiment of Tagore had a very little to do with rural development during the first two decades because of its emphasis on spread of education in a rural setting.

Over the years, Sriniketan became a centre of research, extension and education. It maintained a demonstration farm, a dairy and a poultry unit, an outdoor clinic, a department of cottage industry and a village school. These agencies were expected to treat the villages as their laboratory to identify problems and test their ideas and provide solution to the problems of villagers. Though the experiment was able to pave the way for the development of education and social activities, they could do little in the form of economic progress through development of enterprises, exploitation of natural resources, generation of rural employment and development of new skills. Thus the Santiniketan experiment met with only a partial success.

Dr. Spencer Hatch, an American with the Secretary of National Council of YMCA, Mr. K.T. Paul have set up a Rural Reconstruction Centre at Martandam. The main focus of the Centre’s activities was to improve people’s welfare through their own efforts. Like the Sriniketan experiment, this Centre has also taken up stereotype activities like bee keeping, poultry and dairy units, handicrafts and literacy. This experiment could not yield the expected results.
Brayne, the then Deputy Commissioner of Gurgaon district has initiated a scheme called "Gurgaon Scheme". Under this scheme, a School of Rural Economy was set up for training the village guides so as to develop cooperatives, take up public health works, cleaning of villages, use of improved tools and improved seeds, etc. In 1926, a Domestic School of Economy was set up to train women in women and child welfare activities, in primary teaching, serving, knitting, cutting, embroidery, toy making, cooking, hygiene, sanitation, first aid and child welfare, etc. A health association was also formed which ran five health centres in the district. Gurgaon scheme was a definite departure in rural development. But there was no coordination between agricultural production and marketing activities which were the main areas of concern of the farmers.

The Baroda experiment was started in the early thirties. Baroda was a princely State under the rule of Maharajah Sri Sivaji Rao Gaekwar. The State has made considerable progress in the field of education, agriculture and welfare. The Baroda experiment was not confined to few villages and few activities but covered the entire State. It covered human development, infrastructure development, education, etc. Emphasis was laid on agricultural development through demonstration, extension and training of farmers on new varieties and practices. The Baroda experiment was also not free from its own failures. But it was successful in moving the society on the path of economic progress.

In 1917 Gandhiji has started his experiment in Champaram. The emphasis was on child and adult education. Adults were taught hygiene, road construction work, digging of wells, etc. Gandhiji has also launched the programmes of Gram Swaraj (self rule) and Swadeshi movements. Through these programmes he has popularised the use of charka and khadi and maintenance of village sanitation and hygiene. During 1936, he has settled at Sevagram. He served the villages by
undertaking various activities like road sweeping, revival of handicrafts, introduction of improved agricultural practices and new crop varieties. Gandhi advocated that villages should be self sufficient and self reliant and emphasised the utilisation of local resources for development.

Thus several experiments were carried out during the pre-independence days for development of rural areas. These projects were confined to few selected areas and there was no financial support on a large scale. They were successful in the sense they motivated the rural people in the direction of development.

2.2 Post-Independence Strategies

Development of the rural areas has been the one of the abiding concerns of the successive Five Year Plans. Beginning with the Community Development Programmes in the early 50's which helped to establish a net work of basic extension and development services in the villages, thereby creating awareness in the rural communities of the potential and means of development which made quicker adoption of major technical advances later in the mid 60's in agriculture possible, reinforced with abolition of intermediary land lords and reform of land tenure systems, the investments in the successive Five Year Plans have led to the creation of essential physical and institutional infrastructure of socio-economic development in many rural areas. Unfortunately the CDP could not bring the expected results neither in the improvement of living conditions of the rural masses nor in achieving higher levels of agricultural development. The Intensive Agricultural District Programme (IADP) was introduced during 1960-61 to increase agricultural production covering 16 selected districts. Based on the performance of this programme, the Government has extended it to 114 districts in 1964 under the name of Intensive Agriculture Area Programme (IAAP). Severe drought conditions that have
prevailed during that period have led to food crisis. To solve this problem, High Yielding Varieties Programme was introduced by the Government of India in 1964-65 which ushered in green revolution and there was significant growth in food grains production.

2.2.1 Target Group Oriented Programmes

These growth oriented approaches were not able to tackle the problem of rural poverty and unemployment as expected. The benefits of these development programmes were derived by the large farmers and dominant caste groups. The technological changes that have taken place in the agricultural sector were observed to have contributed to the widening income inequalities and regional disparities. It was felt that there was a need to specially design the programmes suitable to different target groups i.e., small and marginal farmers and landless labourers who constitute the bulk of the rural poor.

The Small Farmers' Development Agency (SFDA) programme was launched during the Fourth Plan on the recommendations made by the Rural Credit Review Committee (1969). The activities taken up under this programme include identification of eligible small farmers, identification of their problems, formulation of suitable programmes, arranging supply of various inputs, helping the small farmers in securing institutional loans, arrangement of marketing facilities, etc. This programme has been merged with IRDP in 1980. The Marginal Farmers and Agricultural Labourers Agency (MFAL) was also set up along with SFDA to assist the marginal farmers in taking up productive activities like horticulture, animal husbandry, dairying, etc., and helping the marginal farmers in securing institutional credit and other
improved inputs. The agency also aims at assisting agricultural labourers by creating employment opportunities through rural works. The MFAL programme has been in operation in those areas where marginal farmers and agricultural labourers are predominate.

With a view to tackle the problem of rural poverty, Antyodaya scheme was launched during 1977. This programme aimed at the upliftment of the last man in the row and it is based on Gandhian philosophy. Its objective was to raise the living standards of the poorest of the poor in the villages. It helps the rural poor in making them self-reliant. The block level administration has been entrusted with the responsibility of proper identification of the beneficiaries and implement and supervise the Antyodaya Programme.

A Food for Work Programme was initiated in 1977-78, which aimed at creation of additional employment in rural areas on works of durable utility to the community with the use of surplus food grains available in the bufferstock for payment as wages. Beginning somewhat haltingly, the programme gained momentum in 1978-79 where over 12 lakh tonnes of food grains were utilised creating 372.8 million man days of employment. The programme besides creating substantial additional employment in the rural areas during lean employment periods, has made a favourable impact on stabilisation of wages in the rural areas and also helped check the rise in prices of food grains. However, the programme suffered from severe limitations in respect of planning and supervision of works. The operation of the programme on year to year basis had resulted in uncertainty and the State Governments were disinclined to extend the needed support to effectively plan, monitor and oversee the programme.

Minimum Needs Programme (MNP) was introduced during Fifth Five Year Plan with an objective of establishing a network of basic services and facilities of
social consumption designed to assist in raising consumption levels of those living below the poverty line and thereby to improve productive efficiency of the people. The programme is essentially an investment in human resources. The basic needs of the people identified for this programme are elementary education, adult education, rural water supply, rural roads, rural electrification, rural housing, environment and nutrition. During the Seventh Plan it was proposed to integrate this programme with anti-poverty programmes.

The Crash Scheme for Rural Employment was introduced during the year 1971-72 as a non-plan programme and later it was upgraded as a Central Plan programme. The basic objective of the programme was to generate employment in productive rural works creating 1000 man days of employment in each district in a day and on an average 2.50 lakh man days of employment should be generated in every district.

2.2.2 Area Development Programmes

After the review of the implementation of the target group oriented programmes, the Government of India realised that the above programmes could not effectively tackle the problem of the eradication of poverty in certain areas and felt the need of introducing the specific area development programmes. This strategy envisages development of local resources which is a multi-disciplinary, multi-sectoral but not beneficiary oriented. It is basically infrastructural development strategy. The major area development programmes include (a) Drought Prone Area Programme (DPAP), (b) Integrated Tribal Development Agency (ITDA), (c) Hill Area Development Programme (HADP), (d) Command Area Development Programme (CADP) and (e) Desert Development Programme (DDP).
Drought Prone Area Programme (DPAP)

In 1970, the Government of India launched the Rural Works Programme (RWP) in the drought hit areas as an employment oriented programme with special emphasis on labour intensive employment opportunities in soil conservation, afforestation, road construction and provision of irrigation facilities. In the Fourth Five Year Plan, after mid-term appraisal, this programme was reoriented as an area development programme under the name of Drought Prone Area Programme in 1973. This programme was originally designed as an employment generation programme but later on its focus was shifted to development works so that it could provide a permanent solution to the problem of drought rather than piecemeal solution to the problem of unemployment. The programme was confined to arid and semi arid areas with poor natural resource endowments. The objective was to promote more productive dry land agriculture by better soil and moisture conservation, more scientific use of water resources, afforestation, and livestock development through development of fodder and pasture resources and in the long run to restore the ecological balance. The DPAP covers 615 blocks of 91 districts in 13 States. The Sixth and Seventh Plans have allocated Rs.350 and 462.76 crores respectively for this programme.

Integrated Tribal Development Agency (ITDA)

This Agency was mainly intended to promote integrated development of tribal areas. The Integrated Tribal Development Programme (ITDP) was launched in 1974. The blocks, where more than 50 percent the population comprises of tribals, were to be included in the sub-plan for the implementation of ITDP. The basic objective of sub-plan and ITDP has been to narrow the gap between the backward tribal areas and the economically and socially developed areas, with a view to improve the
quality of life of these disadvantaged groups. Further, elimination of exploitation in all forms, speeding up the process of socio-economic development and improving their organisational capacity are the major objectives of the agency. In the Fifth, Sixth and Seventh Plans, an amount of Rs.1,182 crores, Rs.5,500 crores and Rs.10,500 crores was allocated for this programme. For the operational purpose, 178 projects were organised in the Fifth Five Year Plan and it rose to 181 in the Sixth Five Year Plan and 191 projects in the Seventh Plan with a coverage of 313.21 lakh tribal population.

**Hill Area Development Programme (HADP)**

This programme was launched in 1972-73 through three projects covering 20 blocks in two States. This programme emphasised the partial utilisation of the resources of the hill areas through specially designed programmes for the development of horticulture, plantations, agriculture, animal husbandry, forestry, soil conservation and suitable village industries. An allocation of Rs.170 crores was earmarked during the Fifth Five Year Plan and Rs.560 crores and Rs.870 crores in Sixth and Seventh Five Year Plans respectively.

**Command Area Development Programme (CADP)**

Considerable investment has been made on major, medium and minor irrigation projects in order to create irrigation potential for increased agricultural production. The utilisation of the potential created has lagged behind for various reasons. For obtaining maximum benefits from irrigation water, it is essential that the command area of the project is fully ready to receive and beneficially use the supplies. For this a comprehensive programme of Command Area Development which includes systematic programme of land consolidation, the scientific land
shaping construction of water sources and field channels to carry water to individual fields, field drains to carry surplus water away from the fields and a system of roads which will enable farmers to carry the produce to the market was felt necessary. Besides the above measures, adequate and timely supply of inputs has to be ensured and marketing and other infrastructure facilities have to be created so that the farmers are able to derive optimum benefits from available land and water. For removing the above deficiencies and in order to optimise the agricultural production, during the Fifth Plan, a programme for integrated development of command area was launched and Command Area Development Authorities were set up for identified projects.10.

**Desert Development Programme (DDP)**

As per the recommendations of the National Commission on Agriculture, this programme was started in 1977-78 as a subsidiary to the DPAP, covering 131 blocks of 21 districts in 5 States. This programme is designed to control the process of desertification and restoration of ecological balance so as to improve the living conditions of the people of these areas. In the Seventh Plan, an amount of Rs.192.30 crores was allocated and the irrigation potential was created to 232.3 thousand hectares.

**2.2.3 Integrated Rural Development Programme (IRDP)**

The various programmes so far discussed and their approaches were selective, sporadic, piecemeal or sectoral in nature. The programmes were designed in different years by the Government for eradication of rural poverty. Though they recorded considerable progress, they suffered from several defects and administrative loopholes and did not succeed in achieving the desired result, both
None of these programmes have covered the whole country though the large number of blocks have more than one of these programmes. This has reduced considerably the effectiveness of the programmes and it was felt by all the need for introduction of a comprehensive scheme which can remedy the defects and gaps that existed and can help in the alleviation of rural poverty.

Getting disenchanted with the existing approaches to rural development on account of their inadequacies in dealing with the problems of rural poverty and slow economic growth, several countries have been shifting their policies and strategies towards an integrated approach to rural development. Towards the end of the seventies, it has been increasingly felt, that the trickle down theory should be abandoned and there should be a direct attack on rural poverty and unemployment. Further the Government also thought that many programmes with similar objectives should be unified and a total approach to rural development should be adopted through one single programme. The Sixth Five Year Plan therefore proposed that such a multiplicity of programmes operated by multiplicity of agencies should be ended and replaced by one single programme throughout the country. Thus there is a shift in the strategy from indirect to direct approach for the poverty eradication from the Sixth Plan onwards. As against this background the Integrated Rural Development Programme (IRDP) was introduced by the Government of India.

According to V.K.R.V. Rao, integrated development is not done in isolation through the project approach or even the programme approach, but is integrated to take account of their mutual interaction and their linkages forward or backward, temporal or spatial friendly or hostile, with a view to achieve the total result, which is universalisation of health and enrichment of the quality of life.
Integrated rural development is a multi-faceted framework involving a multidisciplinary approach. In this process, self help and community participation have a paramount role to play. IRDP implies functional, spatial and temporal integration of many parameters. It integrates sectoral programmes and rural development programmes in a single framework at the block level to improve the quality of rural life. Integration refers to the merger of various rural development programmes into an unified pattern on one hand and the integration of strategies and objectives of all those programmes implemented earlier, on the poor.

Genesis and Evolution of IRDP

The concept of Integrated Rural Development was first emerged at the annual conference of the Indian Science Congress at Waltair in January 1976. Basing on the proceedings of the conference, in March 1976, the Union Finance Minister presented a paper on “The strategy of Integrated Rural Development” with details of the programme with an integration with other departments for the benefit of the rural people. Later in May 1976, the Government has appointed a Working Group to recommend the norms and select one district in each State. This Working Group comprises of the representatives of the Departments of Rural Development, Agricultural Research and Education (DARE), Science and Technology (DST), Planning Commission and Council of Scientific and Industrial Research (CSIR). Basing on the recommendations of the Committee, the Government has initiated the IRD Programme in 1976-77 on a pilot basis in the 20 selected districts representing different socio-economic and ecological conditions with an adhoc budget provision of Rs.15 crores. Based on the experience in these districts, the programme was extended to 2,300 blocks in the country during the year 1977-78 with an idea to extend it to 300 blocks every year. On October 2, 1980, it was extended to all the 5,011 blocks in the country. Until 1978-79 IRDP was a Central scheme and 100
percent funds were provided by the Central Government. Since 1979-80 though it is a Centrally sponsored scheme, funds are to be shared on 50:50 basis between the Central and State Governments. But for the Union Territories the funds are provided by the Centre.

Objectives

As already mentioned that IRDP is essentially an anti-poverty programme which helps to raise the levels of living of the people of rural areas by improving their income and employment by providing the durable productive assets. The following are objectives of IRDP.

1. It aims at raising the level of per capita income and standards of living of rural masses below the poverty line.

2. Maximising production in agriculture and allied activities in the rural areas and development of rural industries.

3. Generating maximum possible employment opportunities in rural areas especially for the weaker sections of the rural society so as to enable them to improve their lot.

4. Concentrating on the fuller utilisation of local resources right in the area itself as far as possible.

5. To provide certain basic amenities like drinking water, electricity especially for productive purposes, laying of roads connecting villages to market centres, health care and education centres.

6. Diverting the heavy burden of population on agriculture through development of animal husbandry programmes and cottage and rural industries.
7. Harnessing the transfer of science and technology by way of providing improved equipment, tools and technology that can be absorbed by the poor farmer.

8. It intends to evolve a mechanism for people's participation in the development process.

**Strategy of IRDP**

The strategy of IRDP represents a synthesis of approaches that were tried and found successful in India’s agricultural and rural development programmes. There are three main basic elements in this approach.

1. Cluster approach
2. Anthyodaya approach
3. Package approach

The cluster approach is used for selection of cluster of villages for the programme. This is based on the experience of the programmes such as DPAP and CAD. The Anthyodaya approach is based on the Rajasthan experience which is used for the selection of the beneficiaries who are the poorest among poor. The package approach implies that each identified beneficiary should be provided with a complete package of necessary inputs, raw material and services.

**Selection of Beneficiaries and Schemes**

The target groups for IRDP assistance comprises of small and marginal farmers, agricultural labourers, rural artisans and families belonging to scheduled castes and tribes whose family income is below the cut-off line. The programme
takes ‘family’ as a unit but not the individual into consideration for assistance under the programme. The cut-off line is revised to Rs.6400 in the Seventh Plan, but priority was given to those families whose income falls below Rs.3500 in conformity with the Antyodaya Programme.

Out of the total beneficiaries assisted, at least 30 per cent should belong to scheduled castes and scheduled tribes according to the Sixth Plan and it was revised to 50 per cent in the Eighth Five Year Plan. To avoid gender discrimination and to bring the women into main focus in the development process, 30 per cent of the beneficiaries should be women during the Seventh Plan and the percentage has been increased to 40 per cent from the Eighth Plan onwards. It is also mentioned that at least 3 per cent of the beneficiaries should be from the physically disabled persons. Proper identification of the beneficiaries in the target group is crucial for the success of the programme. Hence the following procedure has been adopted for the selection of beneficiary households.

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

b. The lists prepared should then be placed for approval in the Village Assembly (Gramasabha).

c. The Village Assembly should be attended by bank officers, block officers, voluntary action groups, local people, non-officials and should be convened by the Block Development Officer concerned.

d. The list of beneficiaries selected in the meeting should be displayed on the notice board of the village panchayat for verification and clarification of doubts to prepare the final list by the Project Director, D.R.D.A with the consent of the Black Development Officer.
For the selection of cluster of villages, the following criteria are to be adopted: (1) the availability of infrastructure, (2) the availability of credit institutions, (3) present level of development, (4) proportion of scheduled castes and tribes and other weaker sections to total population who are below the poverty line and (5) other criteria which ensure optimum use of resources. The cluster of villages selected are then allocated to the nearest branch of commercial/cooperative bank.

Depending upon the locally available resources, suitable schemes are selected which fall in the area of agriculture, animal husbandry and the ISB sectors. Identification of the schemes is done in consultation with the beneficiaries. Identification of the relevant schemes require analysis of local resources and planning. Two types of plans are generally prepared one for the district and the another for each block. The first one is the Perspective Plan and the second is the Annual Action Plan. The Perspective Plans of the blocks are aggregated to the District Plan. The Perspective Plans contain the inventory of local resources, information on the ongoing schemes, assessments of the different departments on the likely activities to be undertaken in the next five years and the evaluation reports on the impact of IRDP schemes already undertaken.

The Annual Action Plan contains the details regarding the economic profile of the block/district, the profile of the beneficiaries and their options for the schemes, the areas and nature of coordination with different departments and agencies, sources and mechanism for mobilisation of raw materials and marketing of the finished products, linkages with other schemes like DPAP, DDP, RLEGP, NREP, MNP, etc and the assessment of the impact of the schemes on the income of the families and the overall economy of the area.
Provision of subsidy and credit

One of the aims of IRDP is to provide subsidy to the beneficiaries for landing of the schemes. The cost of the unit will be financed partly by the subsidies and partly by the financial institutions. The volume of subsidy depends on the value of the scheme and category of the beneficiaries. Subsidy for individuals varies from 25 per cent to 50 per cent of the capital. It is assumed that on an average the subsidy rate should not exceed 1:2. Subsidy provided by the Government is released to the financing agency which provides the balance of the unit cost as a term loan. A family could be provided with a maximum of Rs.3000 as subsidy and it is upto Rs.4000 in the case of drought prone areas and provision is made for Rs.5000 to the scheduled castes and scheduled tribes. The details of subsidy admissible to the different categories are shown in the Table 2.1.

Table 2.1: Details of Subsidy Admissible Under IRDP.

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Type of Beneficiary</th>
<th>Proportion of Subsidy to Total Cost</th>
<th>Ceiling of Subsidy Per Individual</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Small Farmers</td>
<td>25 per cent</td>
<td>Rs.3000 (Rs.4000 in case DPAP blocks)</td>
</tr>
<tr>
<td>2.</td>
<td>Marginal Farmers</td>
<td>33 1/3 per cent</td>
<td>Rs.3000 (Rs.4000 in case DPAP blocks)</td>
</tr>
<tr>
<td>3.</td>
<td>Agricultural/Non-agricultural Labourers</td>
<td>33 1/3 per cent</td>
<td>Rs.3000 (Rs.4000 in case DPAP blocks)</td>
</tr>
<tr>
<td>4.</td>
<td>Rural Artisans/Rural Industries</td>
<td>33 1/3 per cent</td>
<td>Rs.3000 (Rs.4000 in case DPAP blocks)</td>
</tr>
<tr>
<td>5.</td>
<td>S.C., S.T. Beneficiaries</td>
<td>50 per cent</td>
<td>Rs.5000</td>
</tr>
</tbody>
</table>

From the table, it is observed that the proportion of subsidy to total cost is 25 per cent in the case of small farmers and 33 1/3 per cent in the case of marginal farmers, agricultural labourers and rural artisans and for rural industries. In the case of scheduled castes and scheduled tribes, the subsidy admissible is 50 per cent.

Implementation and Monitoring

IRDP is being implemented through a single agency known as District Rural Development Agency at the district level. The agency is registered under the Registration of Societies Act and the District Collector is the Chairman of DRDA. It has a Governing body which meets once in three months. The Chairman of the DRDA is empowered to form an Executive Committee to assist the DRDA which should meet once in a month. The Executive Committee consists of all the district level officers. The organisation of DRDA is shown in the following chart.

**ORGANISATIONAL CHART OF DRDA**

- District Collector (Chairman)
- Zilla Parishad Chairman (Vice-Chairman)
- Project Officer
- APO (Agrl)
- APO (A.H.)
- APO (Ind)
- APO (Co-ops)
- Credit Planning Officer
- Project Economist/Statistician

Assisted by the Sub-Committee (Panchayat Level)
The chairman is assisted by the committee consisting of the following members.

1. All the Mandal Development Officers of the District.
2. All the members of the Panchayat Samithis.
3. Secretary, Dist. Co.op Central Bank Ltd.
4. A Representative of A.P. Central Co.op. Agricultural Development Bank Ltd.
5. The General Manager, Dist. Industries Centre.
6. Dy. Chief Officer of the RBI, Incharge of Agricultural Credit Department.
7. The District Lead Bank Manager.

The programmes are also monitored by the District Rural Development Agency (DRDA). Monitoring is an internal tool for controlling and supervising the programme. The identity-cum-monitoring card called 'Vikas Patrika' will be issued to the beneficiaries. The duplicate copies of the Vikas Patrika will be given to the bankers and are also maintained at the block and DRDA level. A Monitoring Cell will be operating in DRDA under the incharge of Assistant Project Officer (APO). As per the schedule drawn, the monitoring officers will be visiting the areas to supervise the grounding of the schemes and to suggest the proper maintenance of the unit for longer retention.

At the State level, there is a Coordination Committee to provide guidance to DRDA in monitoring of the IRDP and to secure inter-departmental coordination and linkage for the programme. At Central level, the Department of Rural Development in the Ministry of Agriculture is responsible for policy planning, training and periodic revision of the programme and for ensuring effective implementation of the
programme throughout the country. Thus, the planning and implementation of IRDP machinery is working in four stages viz., Central, State, District and Block levels.

2.2.4 Progress and Performance of IRDP

In this part, an attempt is made review the performance of IRDP in India in terms of its physical and financial targets and achievements, sector-wise allocation of resources, category-wise coverage of beneficiaries along with the supporting programmes of IRDP.

Table 2.2 shows the performance of IRDP during Sixth Plan period.

Table 2.2: Performance of IRDP in Sixth Five Year Plan (1980-85)

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Items</th>
<th>Unit</th>
<th>Target</th>
<th>Achievement</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Total Allocation</td>
<td>Rs. Crores</td>
<td>1500.00</td>
<td>1766.81</td>
<td>117.79</td>
</tr>
<tr>
<td>2</td>
<td>Central Allocation</td>
<td>Rs. Crores</td>
<td>750.00</td>
<td>901.08</td>
<td>120.13</td>
</tr>
<tr>
<td>3</td>
<td>Central Release</td>
<td>Rs. Crores</td>
<td>750.00</td>
<td>788.39</td>
<td>105.12</td>
</tr>
<tr>
<td>4</td>
<td>Total Expenditure</td>
<td>Rs. Crores</td>
<td>1500.00</td>
<td>1661.17</td>
<td>110.74</td>
</tr>
<tr>
<td>5</td>
<td>Total Term Credit obtained</td>
<td>Rs. Crores</td>
<td>3000.00</td>
<td>3101.61</td>
<td>103.39</td>
</tr>
<tr>
<td>6</td>
<td>Total Investment Mobilised</td>
<td>Rs. Crores</td>
<td>4500.00</td>
<td>4762.78</td>
<td>105.84</td>
</tr>
<tr>
<td>7</td>
<td>Total Number of Beneficiaries</td>
<td>Lakhs in Nos.</td>
<td>150.00</td>
<td>165.62</td>
<td>110.41</td>
</tr>
<tr>
<td>8</td>
<td>No. of SC/ST Beneficiaries</td>
<td>Lakhs in Nos.</td>
<td>50.00</td>
<td>64.63</td>
<td>129.26</td>
</tr>
<tr>
<td>9</td>
<td>Per Capita Subsidy</td>
<td>Rupees</td>
<td>1000.00</td>
<td>1003.00</td>
<td>100.30</td>
</tr>
<tr>
<td>10</td>
<td>Per Capita Credit</td>
<td>Rupees</td>
<td>2000.00</td>
<td>1873.00</td>
<td>93.65</td>
</tr>
<tr>
<td>11</td>
<td>Per Capita Investment</td>
<td>Rupees</td>
<td>3000.00</td>
<td>2876.00</td>
<td>95.87</td>
</tr>
<tr>
<td>12</td>
<td>Subsidy-Credit Ratio</td>
<td>1:2</td>
<td>1:1.87</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

From the table, it is evident that during the Sixth Plan, total allocation was Rs.1500 crores. But actual allocation during the Plan was Rs.1766.81 crores as against the target of Rs.1500 crores. The achievement exceeded the target by 18 per cent. Total expenditure on implementation of the programme during the Sixth Plan period amounted to Rs.1661.17 crores against the target of Rs.1500 crores which exceeded the target by 11 per cent. The total credit provided by financial institutions amounted to Rs.3101.61 crores as against the target for Rs.3000 crores. The investment mobilised has also exceeded the target by 5 per cent which implies that the growth in expenditure was higher than that of the target. With regard to physical achievement, the target was to assist 150 lakh families during the Plan period, but the assistance was provided to 165 lakhs which is 11 per cent higher than that of the target. With regard to the coverage of the scheduled castes and scheduled tribes, the achievement exceeded the target by 30 per cent. The volume of per capita credit and investment fell by 6 per cent and 4 per cent respectively. The per capita credit has been worked out to Rs.1873 as against the target Rs.2000 and the per capita investment was Rs.2876 as against the target of Rs.3000. The subsidy credit ratio was 1:1.87 as against the target of 1:2. On the whole, the performance of IRDP during the Sixth Five Year Plan was more than the expected.

Table 2.3 provides the details of the performance of IRDP during the Seventh Plan period.

The development strategy of Seventh Five Year Plan aimed at a direct attack on the problem of poverty, unemployment and regional disparities. Anti-poverty programmes were important elements of its strategy. The experience gained in the
Table 2.3: Performance of IRDP in Seventh Five Year Plan (1985-90)

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Items</th>
<th>Unit</th>
<th>Target</th>
<th>Achievement</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Total Allocation</td>
<td>Rs.Crores</td>
<td>2358.81</td>
<td>3000.27</td>
<td>127.20</td>
</tr>
<tr>
<td>2.</td>
<td>Central Allocation</td>
<td>Rs.Crores</td>
<td>1186.79</td>
<td>1513.84</td>
<td>127.56</td>
</tr>
<tr>
<td>3.</td>
<td>Central Release</td>
<td>Rs.Crores</td>
<td>-</td>
<td>1465.26</td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>Total Expenditure</td>
<td>Rs.Crores</td>
<td>-</td>
<td>3315.81</td>
<td></td>
</tr>
<tr>
<td>5.</td>
<td>Total Term Credit Mobilised</td>
<td>Rs.Crores</td>
<td>-</td>
<td>5372.53</td>
<td></td>
</tr>
<tr>
<td>6.</td>
<td>Total Investment</td>
<td>Rs.Crores</td>
<td>4000.00</td>
<td>8668.34</td>
<td>217.2</td>
</tr>
<tr>
<td>7.</td>
<td>Total Number of Families Assisted</td>
<td>Lakh Nos.</td>
<td>200</td>
<td>181.17</td>
<td>90.5</td>
</tr>
<tr>
<td>8.</td>
<td>Number of SC/ST Beneficiaries Covered</td>
<td>Lakh Nos.</td>
<td>-</td>
<td>81.97</td>
<td></td>
</tr>
<tr>
<td>9.</td>
<td>Number of Women Beneficiaries Covered</td>
<td>Lakh Nos.</td>
<td>-</td>
<td>34.33</td>
<td></td>
</tr>
<tr>
<td>10.</td>
<td>Per Capita Subsidy (Gross)</td>
<td>Rupees</td>
<td>-</td>
<td>1824.00</td>
<td></td>
</tr>
<tr>
<td>11.</td>
<td>Per Capita Credit (Gross)</td>
<td>Rupees</td>
<td>-</td>
<td>2956.00</td>
<td></td>
</tr>
<tr>
<td>12.</td>
<td>Per Capita Investment (Gross)</td>
<td>Rupees</td>
<td>-</td>
<td>4780.00</td>
<td></td>
</tr>
<tr>
<td>13.</td>
<td>Subsidy-Credit Ratio</td>
<td>-</td>
<td>-</td>
<td>1:1.98*</td>
<td></td>
</tr>
</tbody>
</table>

* : Net Subsidy - Credit Ratio.


Sixth Plan was proposed to be used to restructure the programmes so as to improve their effectiveness and ensure that the benefits flow to those for whom they are intended\textsuperscript{16}. 
Larger amounts were allocated for IRDP during the Seventh Plan keeping in view the experience and success during the Sixth Five Year Plan and it was viewed that the IRDP will become an effective device to alleviate poverty in rural areas. An amount of Rs.3000.27 crores was allocated in the Seventh Plan as against the target of Rs.2358.81 crores which is 27 per cent higher than the target. An amount of Rs.3315.81 crores was incurred as total expenditure and mobilised Rs.5372.53 Crores as term credit during this Plan. Total investment incurred was Rs.8688.34 crores which is 117.2 per cent higher than the target of Rs.4000 crores. The total number of families assisted was 181.17 lakhs which is 9.5 per cent less than the target of 200 lakh families. With regard to the SC/ST beneficiaries, the coverage was 81.97 lakhs constituting 45.24 per cent of the total families assisted and the women beneficiaries covered was 34.33 lakhs accounting for 18.95 per cent of the total families assisted.

The per capita investment was Rs.4780.00 and the per capita credit and subsidy were Rs.2956 and Rs.1824 respectively. The subsidy-credit ratio was 1:1.98. Keeping the important role of investment, the Public Accounts Committee suggested in April 1987 to raise the average assistance from Rs.7000 to Rs.9000 per family. On the whole, the performance and implementation of IRDP in the Seventh Plan can be considered to be a success.

Table 2.4 presents the data relating to physical and financial performance of the IRDP during the Sixth and Seventh Plans.
Table 2.4: Physical and Financial Performance of IRDP in Sixth and Seventh Five Year Plans.

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Year</th>
<th>Beneficiaries Assisted (in Lakhs)</th>
<th>Total funds (Rs. in Crores)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Target</td>
<td>Achievement</td>
</tr>
<tr>
<td>1.</td>
<td>1980-81</td>
<td>30.00</td>
<td>27.27</td>
</tr>
<tr>
<td>2.</td>
<td>1981-82</td>
<td>30.00</td>
<td>27.13</td>
</tr>
<tr>
<td>3.</td>
<td>1982-83</td>
<td>30.00</td>
<td>34.55</td>
</tr>
<tr>
<td>4.</td>
<td>1983-84</td>
<td>30.00</td>
<td>36.85</td>
</tr>
<tr>
<td>5.</td>
<td>1984-85</td>
<td>30.00</td>
<td>39.82</td>
</tr>
<tr>
<td>6.</td>
<td>1985-86</td>
<td>24.71</td>
<td>30.60</td>
</tr>
<tr>
<td>7.</td>
<td>1986-87</td>
<td>35.00</td>
<td>37.47</td>
</tr>
<tr>
<td>8.</td>
<td>1987-88</td>
<td>39.64</td>
<td>48.47</td>
</tr>
<tr>
<td>9.</td>
<td>1988-89</td>
<td>31.94</td>
<td>37.72</td>
</tr>
<tr>
<td>10.</td>
<td>1989-90</td>
<td>29.09</td>
<td>36.96</td>
</tr>
</tbody>
</table>

**Source:** Government of India, Seventh Five Year Plan (1985-90), Planning Commission, New Delhi, pp.52-53.
During the decade the coverage of beneficiaries exceeded the target except for the two years i.e., 1980-81 and 1981-82. The percentage of achievement is higher at 132.73 during 1984-85 than the other years. It is evident from the table that in all the years of the Seventh Plan, achievement exceeded the targets.

With regard to the utilisation of funds, the target was not achieved in three years of the Sixth Five Year Plan, i.e., 1980-81, 1982-83 and 1983-84. During 1980-81 and 1984-85, the achievement is above the target whereas the achievement exceeded the target in all the five years of the Seventh Plan when compared to Sixth Plan. The highest percentage of success was in the year 1984-85 which is 115.92 per cent. Therefore, the achievement in terms of physical and financial targets during the Seventh Plan was better and consistent than in the Sixth Plan.

Sector-wise coverage of beneficiaries of IRDP is presented in Table 2.5.

Table 2.5: Sector-wise Coverage of Beneficiaries Under IRDP.

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Year</th>
<th>Primary Sector</th>
<th>Secondary Sector</th>
<th>Tertiary Sector</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1980-81</td>
<td>93.56</td>
<td>2.32</td>
<td>4.12</td>
<td>100</td>
</tr>
<tr>
<td>2</td>
<td>1981-82</td>
<td>83.02</td>
<td>4.92</td>
<td>12.06</td>
<td>100</td>
</tr>
<tr>
<td>3</td>
<td>1982-83</td>
<td>68.70</td>
<td>15.70</td>
<td>15.60</td>
<td>100</td>
</tr>
<tr>
<td>4</td>
<td>1983-84</td>
<td>58.90</td>
<td>13.20</td>
<td>27.90</td>
<td>100</td>
</tr>
<tr>
<td>5</td>
<td>1984-85</td>
<td>54.50</td>
<td>15.70</td>
<td>29.80</td>
<td>100</td>
</tr>
<tr>
<td>6</td>
<td>1985-86</td>
<td>48.62</td>
<td>17.18</td>
<td>34.20</td>
<td>100</td>
</tr>
<tr>
<td>7</td>
<td>1986-87</td>
<td>45.30</td>
<td>18.55</td>
<td>36.15</td>
<td>100</td>
</tr>
<tr>
<td>8</td>
<td>1987-88</td>
<td>41.16</td>
<td>18.54</td>
<td>40.30</td>
<td>100</td>
</tr>
<tr>
<td>9</td>
<td>1988-89</td>
<td>41.81</td>
<td>19.32</td>
<td>38.87</td>
<td>100</td>
</tr>
<tr>
<td>10</td>
<td>1989-90</td>
<td>43.05</td>
<td>19.39</td>
<td>37.56</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: Government of India, Seventh Five Year Plan, 1985-90, Planning Commission, New Delhi, pp.52-53.

One of the objectives of the IRD Programmes is to bring the structural changes in terms of employment and income generation in the rural sector. From the table, it is evident that there is a gradual shift from primary to secondary and tertiary sectors which is one of the indicators of economic development of the country. The percentage of beneficiaries assisted in the primary sector works out to 94 per cent and the share of the secondary and tertiary sectors was recorded at 2.3 per cent and 4.1 per cent respectively during 1980-81. During 1989-90, the share of primary sector was only 43 per cent. Therefore, there has been a steady decrease in the percentage of beneficiaries in the primary sector during the decade. There is a steady increase in the coverage of beneficiaries in the secondary and tertiary sectors except in one or two years. The data from the above table clearly indicate that there has been diversification of schemes to secondary and tertiary sectors from the primary sector.

Table 2.6 gives an account of the coverage of scheduled castes and scheduled tribes and women beneficiaries under IRDP.

Table 2.6: Coverage of Scheduled Castes, Scheduled Tribes and Women Under IRDP.

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Year</th>
<th>Total Beneficiaries</th>
<th>Scheduled Castes and Scheduled Tribes</th>
<th>Percentage</th>
<th>Women</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1980-81</td>
<td>27.27</td>
<td>7.81</td>
<td>28.64</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>2</td>
<td>1981-82</td>
<td>27.13</td>
<td>10.01</td>
<td>36.90</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>3</td>
<td>1982-83</td>
<td>34.55</td>
<td>14.06</td>
<td>40.09</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>4</td>
<td>1983-84</td>
<td>36.85</td>
<td>15.37</td>
<td>41.71</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>5</td>
<td>1984-85</td>
<td>39.62</td>
<td>17.38</td>
<td>43.65</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>6</td>
<td>1985-86</td>
<td>30.60</td>
<td>13.23</td>
<td>43.23</td>
<td>3.03</td>
<td>9.90</td>
</tr>
<tr>
<td>7</td>
<td>1986-87</td>
<td>37.47</td>
<td>16.80</td>
<td>44.84</td>
<td>5.67</td>
<td>15.13</td>
</tr>
<tr>
<td>8</td>
<td>1987-88</td>
<td>48.47</td>
<td>18.99</td>
<td>47.71</td>
<td>8.30</td>
<td>19.54</td>
</tr>
<tr>
<td>9</td>
<td>1988-89</td>
<td>37.72</td>
<td>17.50</td>
<td>46.39</td>
<td>8.74</td>
<td>23.17</td>
</tr>
<tr>
<td>10</td>
<td>1989-90</td>
<td>36.96</td>
<td>15.45</td>
<td>46.11</td>
<td>8.59</td>
<td>25.63</td>
</tr>
</tbody>
</table>

One of the primary objectives of IRD Programmes is to cover the beneficiaries from the disadvantaged groups including scheduled castes, scheduled tribes and women. From the table it is evident that the coverage of scheduled castes, scheduled tribes beneficiaries has been steadily increasing from 29 per cent in 1980-81 to 48 per cent in 1987-88 and there was a slight decrease in the last two years and the percentage in the year 1989-90 was 46 per cent. The women were given separate allocation from the Seventh Five Year Plan and their share has increased from 10 per cent in 1985-86 to 26 per cent in 1989-90. Thus these groups together account for 72 per cent of the total IRDP beneficiaries.

2.2.5 Supporting Schemes of IRDP

The following are the supporting schemes of IRDP.

a. Training of Rural Youth for Self Employment (TRYSEM).

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

c. National Rural Employment Programme (NREP).

d. Rural Landless Employment Guarantee Programme (RLEGP).

e. Indira Awaas Yojana (IAY).

f. Jawahar Rozgar Yojana (JRY).

Training of Rural Youth for Self-Employment (TRYSEM)

This programme was launched on 15th August, 1979 with the objective of training the rural youth below the age of 35 years to equip them with necessary skills and equipment so as to enable the rural youth across sectors by giving them assistance under IRDP to take up self-employment in primary, secondary and tertiary sectors. It was proposed to train two lakh rural youth every year in the country at the rate of 40 persons per block. Income is the criteria for the selection of beneficiaries.
and only one member will be selected from each family who has an aptitude for entrepreneurial ability. However, while selecting the beneficiaries, priority will be given to scheduled castes, scheduled tribes, women and physically handicapped persons to enable them to come into the mainstream of life. After the selection of the beneficiaries, training will be imparted in their selected trade. During training, they will be provided with stipend at the rate of Rs.150 per month and in addition, Rs.75 per month per trainee to meet the training costs. On the successful completion of the course, the trainees will be provided with a tool kit which costs between Rs.400 to Rs.500 depending on their selected trade. Besides, they are extended necessary help to get bank loans and subsidies for setting up of their own units for self-employment.

An outlay of Rs.5.00 crores has been provided for this programme during the Sixth Plan. Against the target of 10.05 lakh youth to be trained during the Sixth Plan, 9.4 lakh youth were actually trained which accounts for 93.3 per cent of the target. Of the 9.4 lakh youth trained, 49.4 per cent were self-employed, 31.5 per cent of the persons trained belonged to SC and ST, while women accounted for 34.8 per cent of the total number of persons trained. During the Seventh Plan, 10 lakh youth were trained under TRYSEM of which 47 percent took up self-employment and 12 per cent wage employment. During 1990-91, the number of youth trained were 2.6 lakhs, of them 70 per cent got employed.

Development of Women and Children in Rural Areas (DWCRA)

During the first half of the Sixth Plan, it was noticed that the benefits under the IRDP were not flowing to women in adequate measure. Therefore, a programme for Development of Women and Children in Rural Areas (DWCRA) was introduced in September 1982 in 50 blocks on a pilot basis with a view to increasing their income
and also to provide support services needed to enable them to take up income generating activities. For this purpose assistance could be given either to individual women or to those organised into homogenous groups to take up economically viable activities on a group basis together with the provision of support services and child care facilities for the women so organised.

The Sixth Plan outlay for the scheme was Rs.15.60 crores which was to be shared equally by the Centre and the States. In addition UNICEF assistance was to be made available to the extent of Rs.5.40 crores. During the Sixth Plan, 3308 groups covering 52170 women beneficiaries were organised under the programme. During the Seventh Plan, it was proposed to extend the programme to 1000 blocks. At the end of the Seventh Plan, the programme was in operation in 161 districts. In the Seventh Plan, about 28,000 groups could be formed against the target of 35,000 with a membership of 4.6 lakh women. During 1990-91 against a target of 7500 groups, 7139 were actually formed. It was remarked in the Eighth Plan that under DWCRA, the results have not been quite satisfactory. While the idea of organizing women into groups to take up activities which yield supplementary income is sound one. But it has suffered on account lack of adequate investment and selection of unviable activities.

Rural Landless Employment Guarantee Programme (RLEG) 

RLEG was introduced on August 15, 1983 with the objective of (a) improving and expanding employment opportunities for the rural landless with a view to providing guarantee of employment to at least one member for every landless household upto 100 days in a year and (b) creating durable assets for strengthening the infrastructure so as to meet the growing requirements of the rural economy. An outlay of Rs.500 crores to be fully financed by the Central Government was provided.
under this programme in the Sixth Plan. The target for employment generation in 1983-84 and 1984-85 was fixed as 360 million mandays against which 260.18 million man days of employment was actually generated22.

Suggestions have been made to merge RLEGP with the NREP during the Seventh Plan. However, considering that a substantial part of the RLEGP funds would be committed to the on-going projects and also since it has not been found feasible to introduce a full guarantee of employment programme even to a limited section, it was decided this programme would continue as a separate entity for the time being. In the meanwhile, it was proposed in the Seventh Plan to implement a limited guarantee for providing 80 to 100 days of employment to the landless labour households through RLEGP. An outlay of Rs.1743.78 crores has been provided for RLEGP to be borne entirely by the Centre. Under RLEGP, a total employment of 1013 million mandays is likely to be generated during the Seventh plan23. In the Seventh Plan, Rs.2412 crores were spent and 1154.39 million mandays of employment were generated during the first four years of the Plan24.

**National Rural Employment Programme (NREP)**

A large number of people in the rural areas are without assets or with grossly inadequate assets and need to be provided wage employment. This segment of the rural poor which largely depends on wage employment virtually has no source of income during the lean agriculture period. Hence National Rural Employment Programme (NREP) has been conceived in 1980 in the main to take care of this segment of the rural poor. Under this programme, development projects and target group oriented employment generation projects would be closely intertwined. NREP is implemented as a centrally sponsored scheme on 50:50 sharing basis between the Centre and the States. The Centre will provide its share in the form of food grains to the extent surplus food grains are available and the rest in cash25. Under this
programme, district level employment plan disaggregated block-wise will be formulated. This plan will estimate the numbers likely to be seeking work, separately for skilled and unskilled workers, and the work opportunities likely to be available under various plan and non-plan works in the district. The work opportunities and shortfalls will be identified, preferably in terms of blocks and the programme of works under NREP formulated accordingly. The aim of the NREP should be to provide employment opportunities during the lean agricultural period26.

The implementation agencies would be required to give priority to works relating to social forestry and pasture development, soil and water conservation, irrigation, flood protection and drainage, field channels in irrigation command areas, construction and improvement of village tanks and ponds, school and dispensary buildings and works to improve village environments, hygiene and sanitation. In order to ensure that benefits of this programme reach the weaker sections of the society, at least 10 per cent of the allocation under the programme would be earmarked for utilisation exclusively on programmes of direct benefits to scheduled castes, viz., drinking water wells in Harijan Bastis, community irrigation schemes in which majority of the beneficiaries are Harijans, environmental improvement works in Harijan localities and houses/sites/group housing for the Harijans27. An outlay of Rs.1620 crores was provided under this programme, out of which the outlay from 1981-82 onwards (Rs.1280 crores) was to be shared equally between the Centre and the States28. An amount of Rs.1843.78 crores has been spent and 1774.37 million mandays of employment was generated during the Sixth Plan period29.

The NREP was proposed to be continued in the Seventh Plan as an important component of the anti-poverty strategy. An outlay of Rs.2487.47 crores was provided for NREP during the Seventh Plan. An amount of Rs.2839.87 crores was spent and 1477.53 million mandays of employment were generated during the Seventh Plan period30.
Indira Awaas Yojana

This became an important component of RLEGP with effect from 1985-86. The main objective of this scheme is to provide shelter at free of cost to the poorest of the poor families belonging to the scheduled castes, scheduled tribes and freed bonded labourers. Under this scheme, houses will be constructed in clusters, so that common facilities can be provided. During the period 1985-90, 6,87,839 houses were constructed with an expenditure of Rs.677.43 crores. From 1989-90, the scheme was being implemented under Jawahar Rozgar Yojana.

Jawahar Rozgar Yojana (JRY)

In the last year of the Seventh Plan, Jawahar Rozgar Yojana (JRY) was launched with a total allocation of Rs.2600 crores to generate 931 million mandays of employment. The primary objective of the programme is generation of additional employment in productive works which would either be of sustained benefit to the poor or contribute to the creation of rural infrastructure. Under this programme, Centre’s contribution is 80 per cent and 20 per cent is the State’s share. The JRY is implemented in all villages in the country. Central assistance is provided on the basis of proportions of the rural poor in the State to total poor in the country. Of the total allocation at the State level, 6 per cent of the resources are earmarked for housing under Indira Awaas Yojana (IAY) which are allotted to the scheduled castes, scheduled tribes and freed bonded labour. In addition 20 per cent are earmarked for Million Wells Scheme (MWS). Out of the remaining funds, 20 per cent are retained at the district level and 80 per cent are allocated to village panchayats.
Under this programme, works can be taken up for execution during any part of the year whenever the need for generating supplementary employment is felt, preferably during the lean agricultural season. During 1989-90, an amount of Rs.2458.54 crores has been spent creating employment to the tune of 8843.87 lakh man days of employment. During 1990-91, the amount spent on JRY was Rs.2600.02 crores which generated 8745.59 lakh mandays of employment\textsuperscript{31}.

2.2.6 Conclusion

During the First Three Five Year Plans, growth oriented programmes were implemented to tackle the problem of poverty, but they have mostly benefitted the large farmers and the benefits have not percolated to the poor. So, there was a shift in the strategy towards target group oriented schemes like SFDA, MFAL, Minimum Needs Programmes, Crash Scheme for Rural Employment, etc. Besides these, several area development programmes were also introduced. The implementation of multiplicity of programmes through multiplicity of agencies has led to duplication and confusion and concentrating on few selected areas to the neglect of some regions. From the Sixth Plan, there was a shift in the strategy from indirect to direct approach for poverty eradication. The Integrated Rural Development Programme (IRDP) was introduced during 1978-79 in selected blocks and all the target oriented programmes were brought under one umbrella. The IRDP has been extended to all the blocks in the country from 1980. Several supporting schemes like RLEGP, NREP, DWACRA, FRY, etc. are also implemented for the benefit of the rural poor. A review of the progress and performance of these schemes reveals that the achievements exceeded the targets.
REFERENCES


23. Ibid., pp.60-61


27. Ibid., p.175.


29. Ibid., p.29.


31. Ibid., pp.30-31.

* * *
