Chapter - 6

Development Programmes
Development of women raises problems of women and problems of development. To understand how and in what manner development has impinged upon women’s life, it would be necessary to briefly dwell on the development models.¹

In the first twenty years after independence Indian economic policy makers were primarily concerned with overall economic growth. The third decade of independence witnessed an increase in concerns for equity and poverty alleviation. But even at this stage, gender issues were subsumed by poverty related concerns. As a result, policies and programmes specially aimed at women were limited in scope and resources. It is only in the last ten years that it has been recognised that though women constitute an overwhelming majority among the poor, programmes of economic and social development are structurally biased in favour of men. This bias is now being increasingly acknowledged and corrective policies and programmes are being formulated.²

Any development programme launched to improve the nutritional level of the family will have to begin with the welfare of the rural women. In all the programmes for promoting opportunities for gainful employment for small and marginal farmers, rural artisans, landless labourers and those engaged in fisheries, forestry and animal husbandry, women would need special attention. The actual Five Year Plans, started in 1951-52, but for the first time in the history of planning in India, a separate chapter on the development of women includes in the Sixth Five Year plan. The basic objective of Five Year Plans is to provide foundations for sustained economic growth, for increasing opportunities for gainful employment and improving the living standards and working conditions of the masses.\(^3\) The plans were also introduced to secure rapid economic growth, reduce disparities in income and wealth, prevent concentration of economic power and to create the values and attitude of a free and equal society, through democracy and widespread public participation.\(^4\) The programmes for reduction of poverty in India have to be viewed in the wider perspective of the socio-economic transformation in the country.

Some of the important programmes designed and implemented to better the lot of women have been explained in the following paragraphs.

1. THE RURAL WORKS PROGRAMME (RWP) (1961)

The Rural Works Programme provided additional employment opportunities and cared for the welfare of agricultural labourers in densely populated areas during the lean agricultural season. During its operation period of this scheme from 1961-62 to 1965-66, a total expenditure of Rs.1932.97 lakhs

3. Third Five Year Plan, Government of India, p.6.
4. Ibid.
was incurred and provided additional employment to the tune of 824.33 lakhs man-days.\(^5\)

2. THE RURAL MAN-POWER PROGRAMME (RMPP) (1967-70)

The Rural Man-Power Programme was originally a centrally sponsored programme which turned into state owned programme. Its main objective was to provide employment to agricultural labour through works based on community action resulting in community assets under the Panchayat Raj organisations. The size of employment generated under this programme declined steeply after 1967-68 in which year Rs.551.09 lakhs were spent to create 198.53 lakhs man days of employment.\(^6\)

3. EMPLOYMENT GUARANTEE SCHEME (EGS) (1981)

In continuation of the Food for Work Programme another scheme to generate employment was launched in the name of Employment Guarantee Scheme. On the basis of experience at Maharashtra, the Andhra Pradesh Government has started this programme in 1981 to cover a minimum of three villages in each of the three hundred blocks in the State.

Under this scheme, villages were selected from dry and drought-prone areas where the agricultural labourers were more in number. Its aim was to provide employment to every adult person in the selected village for doing unskilled manual work and to receive wages therefore weekly or in any case not later than a fortnight.\(^7\) Besides, the creation of assets in the rural areas was also the objective of the Employment Guarantee Scheme.

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6. Ibid. During the year 1969-70 and extent of 7171 ha. land was covered by minor irrigation, 199 ha. by soil conservation and afforestation and 1339 ha. by land reclamation, flood protection anti water logging measures etc. and 5358 kms. of roads of different types were constructed or improved.
Under this scheme, regularised person upon being provided with employment on works sanctioned under Employment Guarantee Scheme funds shall be paid wages of Rs.4 (in cash or in kind or partly in cash and partly in kind) per day for seven hours of work for which a minimum turn-out also be prescribed.  

Though this scheme was launched after gathering experiences from SFDA, MFAL, Crash Scheme for Rural Employment, one important conclusion of study made in Maharasra revealed that the benefits of the Employment Guarantee Scheme (EGS) have gone to the medium and big farmers. Another important finding of the study is that medium and large farmers were the beneficiaries of the EGS.  

Inspite of EGS, however, 90 per cent of the households of EGS workers lived below the poverty line. To raise them above the poverty line, they would have to be provided with work for 300 days rather than the present 160 days on a wage rate of Rs.4 per day. A husband and a wife who totally depend on such wages could earn Rs.2,400 a year maintaining only 1.3 dependents above the poverty line, since Rs.720 a year per capita were needed for the very minimum food needs. A wage rate of Rs.6 for 300 days alone could help the couple to bear the present load of a family of five above the poverty line.  

As it was introduced on an experimental basis all the villages were not covered under this scheme. Similarly the sample villages of present study in the irrigated or unirrigated region were not covered under this scheme.

8. Ibid., p. 8.  
But from the latter part of the sixties and the earlier part of the seventies, the thrust of the rural development changed achieving balanced development both in area and target group terms. Hence, the area development programmes, target group programmes and employment generation schemes were launched. The Rural Works Programmes, Crash Scheme Rural Employment, Pilot Intensive Rural Employment Programme, Food for Work Programme were more welfare-oriented. In an anxiety to eradicate large scale unemployment in the rural areas, the various programmes that were introduced had any coordination in tackling the problem. The programmes could not generate adequate employment to the needy and deserving persons. On the other hand, its fruits were enjoyed by the influential sections of the society and ultimately the poor became poorer. Thus neither income was generated nor adequate employment was assured of in a year under any of these schemes.

4. NATIONAL RURAL EMPLOYMENT PROGRAMME (NREP) (1979-80)

National Rural Employment Programme was launched during the Sixth Five Year Plan. Its main aim is to eradicate rural poverty by generating employment avenues to the rural poor. The main objective of the programme is to create additional employment avenues to all the unemployed men and women, taking up of community programmes to strengthen the rural infrastructure and to increase the nutritional value and living standard of the rural poor. 11

A variety of activities are taken up under NREP. The construction and repair works of roads and highways, plantation, digging of community wells, irrigational wells, tanks, repairs, taking up medium and minor irrigation works,

canals, soil and water conservation and land reclamation, construction of school buildings, Panchayat Raj buildings, Platforms, Urinals and Establishment of Balwadies, Poultry-farms, Piggeries and Community Bio-gas Plants are some of them.

Though NREP is centrally sponsored scheme, it receives funds from both the Central and State Government in 50:50 ratio. In this scheme there is a provision for paying the wages in the form of food grains. The money is to be spent on food grains and wages in cash in the ratio of 40:60. But in none of the villages more than 33 per cent of money is spent on foodgrains.\(^\text{12}\)

However, a number of administrative agencies share the responsibility of the implementation of the schemes. Under this programme, an amount of Rs.1600 crores and man-days of 300 to 400 million have to be generated every year.

In Andhra Pradesh, the scheme was launched in 1981 originally for a period of 3 years from 1981-82 to 1983-84 and an amount of Rs.11,738 lakhs was allocated by the Central and State Governments to generate 1661 lakhs of man-days in the State. If these days were to be distributed among 829,91,642 agricultural labourers in the state each would get just 20 days. On an average, each person gets just 0.07 man-days.\(^\text{13}\)

5. DISTRICT RURAL DEVELOPMENT AGENCY (DRDA) (1976)

This Agency, known as the Small Farmers Development Agency (SFDA) previously, was established mainly to launch special programmes for the

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13. Ibid., p. 29.
welfare of small and marginal farmers and the weaker sections of the rural areas. Its main aim was to identify the problems of the small and marginal farmers and agricultural labourers to provide them with financial assistance to improve their economic status. The agency offered 25 per cent of subsidy to the small farmers and 33.3 per cent to the marginal farmers and to the agricultural labourers. The subsidy amount was intended to provide relief and stimulate investment by the co-operative and commercial banks in agricultural in the case of small and marginal farmers and in livestock or subsidiary occupations in the case of agricultural labourers.¹⁴

The Government of Andhra Pradesh introduced the SFDA in 16 districts. The Agency in the districts have indentified 8,10,639 small farmers; marginal farmers and agricultural labourers forming 38 per cent under various programmes of the agencies were benefited.¹⁵

6. THE INTEGRATED RURAL DEVELOPMENT PROGRAMME (IRDP) (1979)

The Integrated Rural Development Programme (IRDP), launched in 1979, is by far the largest credit-based poverty alleviation programme of the Government of India and it may well be the largest such programme in the world. The IRDP provides loans through commercial banks to households officially identified to be below the poverty line, to finance purchase of an asset which serves as the basis for self-employment. The assets for which loans are commonly disbursed include pumpsets, milch animals, draft animals, carts, equipment for cottage industry, provision shop, repair centre etc. The loan for the asset is


subsidized by the government through an initial capital subsidy of between 25 per cent to 50 per cent depending on the occupational and economic status of the beneficiary. To date, real expenditures under the IRDP have been estimated at Rs.77 billion. The IRDP has a target of 30 per cent female beneficiaries.\textsuperscript{16}

In this scheme, the family is taken as the unit. It aimed at the welfare of selected families with the intention of improving their income levels through the provision of loans and subsidies. This programme was implemented through the District Rural Development Agency.\textsuperscript{17}

Regarding the success of the scheme, the Prime Minister claimed that "120 million people had been brought above the poverty line".\textsuperscript{18} The total number of families assisted up to January 1983 since 1980-81 are 7.4 million. Gamaste opines that if this were to be true the IRDP helps those who are closer to the poverty line than going further down.\textsuperscript{19}

It is to be seen how far the IRDP helps those who are in the income group of Rs.2501-3500. The total financial allocation under the programme is Rs.4500 crores for the period of five years. For the period of five years, for 15 million families in 5011 blocks. 600 families in one block in one year would get about Rs.18 lakhs, which means roughly Rs.3000 per family per block in a year and of this amount, Rs.2000 is given as loan and Rs.1000, as subsidy. If a beneficiary's family buys, for example, a cow with this money, and repays the

\textsuperscript{18} Quoted by G. Pandey, Op.Cit., p. 25.
\textsuperscript{19} Ibid.
loan in instalments, the money left over for a month comes to only Rs.75 per month. And then an individual belonging to the beneficiary family would stand to gain an income of Rs.15 per month. This income of Rs. 15 will be of some help to one whose existing monthly income is in the range of Rs.60-65. Thus it is clear that the IRDP does not uniformly benefit all those who are below the poverty line. There is a built-in-bias in favour of those who are close to the poverty line.20

7. THE WOMEN'S CO-OPERATIVE FINANCE CORPORATION

Andhra Pradesh is one of the two states in the country which set up a Finance Corporation for providing institutional credit facilities exclusively for women for organising home-based or community based economic projects. As many as 100 schemes have been formulated by the corporation and a great number of them are suited to the semi-skilled and unskilled women. The Women and Child Welfare Department diversifies its programmes and through this corporation, it provides credit facilities to women who wish to employ themselves gainfully either under the existing schemes or under the new schemes proposed by the loanees themselves. Commercial banks share in the loan amount with the corporation which sanctions only one-fifth of the loan amount called the margin money.

8. RURAL LANDLESS EMPLOYMENT GUARANTEE PROGRAMME (RLEGP)

The RLEGP was started mid-way through the Sixth Plan, with the objective of providing 100 days of assured employment to at least one member of each household of landless agricultural labour. The wage paid was the minimum wage for agricultural labour. The funding for the scheme was provided entirely by the Government of India. Funds under the programme were sanctioned

against specific schemes drawn up by the State Government. Allocation to each state was made on two criteria; number of agricultural labourers and marginal farmers (with a weight of 75 per cent) and incidence of poverty (weight of 25 per cent). For allocation between districts in Andhra Pradesh the State Government used backwardness (weight of 70 per cent) and number of agricultural labour (weight 30 per cent). During the Sixth Plan the following six schemes were approved for implementation under this programme:

1. Construction of school buildings,
2. Laying rural link roads,
3. Community irrigation wells,
4. Construction of school buildings in Scheduled Caste areas,
5. Ashram schools in tribal areas, and

During this plan an amount of Rs.45 crores and 31000 tonnes of foodgrains were utilised to generate 218 lakh person days of employment. The main items of assets created were about 8000 school buildings and 300 km of roads.

During the first three years of the Seventh Plan, an amount of Rs.180 crores and 251 mt of foodgrains were used under the scheme to generate 702 lakh person days of employment. Irrigation wells and weaker sections housing were given priority under the titles Million Wells Programme and Indira Awas Yojana. The achievement under these two components was 23 thousand wells and 42000 houses. In addition, 47 thousand hectares were covered under social forestry, 4000 school buildings were covered under social forestry, 4000 school buildings were built and 5000 kms of roads laid.
These two rural employment programmes, it is generally considered, contributed considerably to generate purchasing power among the poor. However, it has also been assessed that the assets created often did not fulfil the felt needs of the local people. They did not succeed in generating sustainable employment opportunities, not having been conceived as part of an integrated development plan for a given region. The greater participation of the local people, it was generally suggested, would increase the efficiency of the schemes in these respects. The key element, therefore, was identified as devolution of necessary funds to the lowest representative body, namely, the Gram Panchayats without too many guidelines and constraints. The Jawahar Rojgar Yojana (JRY) was therefore initiated in 1988 absorbing the two schemes. The Jawahar Rojgar Yojana also insisted on at least 60 per cent of the outlay being spent on wages. The wage to be paid was the maximum wage prescribed for the specific employment. In the last four years of its operation (1989-90 to 1992-93), an amount of Rs. 763 crores has been spent on Jawahar Rojgar Yojana (JRY) in Andhra Pradesh. The expenditure on wages has generally been around 60 per cent as required under the scheme. During the four years nearly 29 crore person days of employment have been generated. Women accounted for about 29 per cent of the employment generated and Scheduled Castes accounted for 31 per cent. These figures of employment generated are derived by dividing wage expenditure by the prescribed minimum wage for agricultural field labour or for agricultural operations even though higher market wages may have been paid. In the four years ending 1992-93, the principal assets created were over 5000 irrigation wells, 2600 irrigation tanks, 330 km of the field channels, 14700 drinking water wells, 32000 km of rural roads, 11600 school buildings and about 9000 sanitary latrines.
The JRY has become a decentralised programme for creation of assets. It has generated enthusiasm at the grass roots level and the assets created have generally been found more relevant to local needs than under earlier programmes. However, a general preference for visible assets has resulted in an emphasis on construction of buildings. This has reduced the employment potential both in the short run and in the long run. Generation of sustainable employment opportunities has suffered even more by the design of the scheme. Since each and every village is to be provided funds, the average amount is too meagre to create assets that will have an impact on the under employment situation in the village.

The Government have provided additional allocations for certain areas under the title Intensified Jawahar Rojgar Yojana in 1993-94. Another new scheme 'Employment Assurance Scheme' (EAS) has been started from 1st October, 1993. Under this scheme a maximum of two adults per household will be provided assured employment for 100 days in a year during the lean seasons. The wages to be paid will be the minimum wages for unskilled agricultural labour. Those seeking work are to be provided work within two weeks. There is no compensation for failure to provide work. Employment will be provided on ongoing public works and when all seekers are not absorbed, new works under the EAS will be taken up. All works to be taken up under EAS should have 60 per cent unskilled wage component. The percentage of distribution suggested out of the total value of works taken up under the EAS is 40 for water and soil conservation including afforestation, agro-horticulture and silvipasture and 20 each for (a) Minor irrigation (b) Link roads, and (c) Buildings for primary schools and anganvadis.
This scheme is to be operated at the block level by the DRDA. Thus, there is a scope for taking up projects of necessary size that will generate sustainable employment which will benefit more than one village, advances as compared to JRY. However, the EAS, as announced, does not have the decentralisation aspect of JRY. The resources utilised and the principal items of assets created in the state are shown in Table 6.1

**TABLE 6.1**

PERFORMANCE UNDER EMPLOYMENT GENERATION PROGRAMMES

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Item</th>
<th>Unit</th>
<th>Sixth Plan</th>
<th>Seventh Plan</th>
<th>1990-1993 JRY</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Resources utilised</td>
<td></td>
<td>NREP</td>
<td>RLEG</td>
<td>NREP</td>
</tr>
<tr>
<td>1.1</td>
<td>Expenditure</td>
<td>Rs. Cr.</td>
<td>163</td>
<td>45</td>
<td>178</td>
</tr>
<tr>
<td>1.2</td>
<td>Food grains</td>
<td>tonnes</td>
<td>120</td>
<td>31</td>
<td>229</td>
</tr>
<tr>
<td>1.3</td>
<td>Distributed Employment</td>
<td>Lakh person days</td>
<td>1367</td>
<td>218</td>
<td>784</td>
</tr>
<tr>
<td>2.</td>
<td>Assets Created</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.1</td>
<td>Social Forestry</td>
<td>000 Ha</td>
<td>20</td>
<td></td>
<td>47</td>
</tr>
<tr>
<td>2.2</td>
<td>Minor Irrigation:</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.2.1</td>
<td>Number of Works (00’s)</td>
<td>NA</td>
<td>--</td>
<td>23</td>
<td>NA</td>
</tr>
<tr>
<td>2.2.2</td>
<td>Ayacut</td>
<td>00 Ha</td>
<td>23</td>
<td>--</td>
<td>NA</td>
</tr>
<tr>
<td>2.3</td>
<td>House Sites</td>
<td>00’s</td>
<td>242</td>
<td>--</td>
<td>-</td>
</tr>
<tr>
<td>2.4</td>
<td>Houses</td>
<td>00’s</td>
<td>--</td>
<td>42</td>
<td>2</td>
</tr>
<tr>
<td>2.5</td>
<td>School Buildings</td>
<td>00’s</td>
<td>12</td>
<td>8</td>
<td>4</td>
</tr>
<tr>
<td>2.6</td>
<td>Other Works</td>
<td>00’s</td>
<td>10</td>
<td>--</td>
<td>7</td>
</tr>
<tr>
<td>2.7</td>
<td>Drinking Water Sources</td>
<td>00’s</td>
<td>--</td>
<td>--</td>
<td>--</td>
</tr>
<tr>
<td>2.7</td>
<td>Roads</td>
<td>000 kms</td>
<td>23</td>
<td>--</td>
<td>5</td>
</tr>
</tbody>
</table>

Sources: Sixth Plan: Review of progress, Planning Department, Government of Andhra Pradesh, Hyderabad.

A major poverty alleviation scheme in operation in Andhra Pradesh in the last 15 years is the Rice Subsidy Scheme. It was started towards the end of the 1982 and covered all those whose income was below the defined poverty line of Rs.6000 per annum. It provided 5 kgs of rice per person, subject to a maximum of 25 kgs per month to every such poor household. In the first year of its operation the subsidy provided by the State was Rs.0.43 per kg, by January 1992 it was Rs.2.85 per kg. In January 1992 Government rose the subsidy (instead of the sale price) at Rs.1.25 per kg and the sale price was raised to Rs.3.50 per kg. Since January 1993 the subsidy has again gone up to Rs.1.85 per kg and the sale price was raised to Rs.3.50 per kg. Since January 1993 the subsidy has again gone up to Rs.1.85 per kg. The beneficiary households numbered 96 lakhs in 1983 and 107 lakhs in 1993 i.e., about 80 per cent of all households in the State. Only half of these may be below the defined poverty line. The present eligibility criteria is households with an annual income of Rs.6000 or less or small/marginal farmers (defined as those with 1.5 acres of irrigated land under other assured sources or 2.5 acres of irrigated land under other sources of three acres of unirrigated land under commercial crops or five acres of dry land under other crops).

The quantity distributed under the scheme was 18 lakh tonnes in 1983-84, and 22 lakh tonnes in 1991-92. The grains are procured partly through the Food Corporation of India and partly directly by the State Civil Supplies Corporation. The procurement methods and the price and other incentives provided to rice millers to supply the grain were modified from time to time. The present procedure is to procure about 30 lakh tonnes of which 20 lakh tonnes are allotted to the State and the rest to the Central pool. As against this
procurement the rice millers are permitted to sell an equal quantity in the open market and to sell half of the open market sale quantity outside the State. The grains are distributed through a large network of 37000 fair price shops.

The scheme has been found to have resulted in a significant welfare gain for the poor. It has also been found that the gain for the poor can be increased either by discriminatory prices between the poor and the non-poor covered under the scheme or by exclusion of the non-poor.

10. DEVELOPMENT OF WOMEN AND CHILDREN IN RURAL AREAS (DWCRA)

During the decade of eighties, a programme for the rural women was launched as a sub-component of IRDP named as Development of Women and Children in Rural Areas (DWCRA). The DWCRA was started as a pilot project in 50 selected districts in all states in 1982-83 and was extended to one district in each Union Territory during 1985-86. Twenty-four additional districts in the States were covered during 1986-87. During the Sixth Plan period, 3308 DWCRA groups were formed, covering 52170 and the number of DWCRA groups touched a figure of 5545 as against the target of 7500 in 1986-87.

The objective of the programme is "to organise women in socio-economic activity groups with the dual objective of providing self-employment opportunities and to socially strengthen them (Seventh Plan Document). DWCRA's aim therefore, is to organise women into groups for the effective utilization of credit under IRDP. Besides providing financial support for income generating activities, DWCRA also aims to increase women's access to other government programmes and welfare services. The scheme envisages formation of a group of 15 to 20 women. While the common interest that brings the group together
may or may not be income generation, the support provided by DWCRA is intended to enhance the income generating capability of the women in the group. Mukhya Sevikas and Gram Sevikas in the development blocks are expected to spend adequate time in educating the women and to give special attention to problems of the women's groups and discuss the proposed solutions. Each group is expected to identify a group organiser, who will take the responsibility of liaison work.

**ACTIVITIES COVERED UNDER THE DWCRA**

Following is the list of 44 economic activities covered under the scheme of DWCRA in the Country and in the State of Andhra Pradesh.

1. Tailoring  
2. Embroidery  
3. Readymade garments  
4. Knitting  
5. Weaving  
6. Carpet weaving  
7. Khadi spinning  
8. Fibre making  
9. Hand printing  
10. Bead making  
11. Palm leaf mat making  
12. Bamboo basket making  
13. Pickles making  
14. Food processing  
15. Bakery products  
16. Vegetable growing  
17. Fish net making  
18. Fishery  
19. Poultry  
20. Goat rearing  
21. Duckery  
22. Dairying  
23. Piggery  
24. Bee-keeping  
25. Paddy pounding  
26. Brush making  
27. Book-binding  
28. Hand-made paper making  
29. Candle making  
30. Leather works  
31. Plastic/polythene works  
32. Agarbatti making  
33. Match making  
34. Stone cutting  
35. Pottery  
36. Leaf plate making  
37. Chalk making  
38. Paper bag making  
39. Envelope making  
40. Basket making  
41. Soap making  
42. Fruit and Vegetables/fish preservation  
43. Decoration Pieces / toys, etc.  
44. Wood works.

A grant of Rs.15000 has been some fined to each group for a revolving fund to be used for purchase of raw materials, marketing, Children, etc. This amount is shared equally by the Central Government, the State Government and the UNICEF.

DEVELOPMENT PROGRAMMES IN CHITTOOR DISTRICT

Chittoor is one of the seven districts in the country that were affected by drought. Most of the people live in abject poverty in the district. And unemployment problem is one of the most serious problems in the district. With the intention of improving the economic status of the people have various employment generation programmes have been launched from time to time. The main programmes that were implemented in the district happened to be Integrated Rural Development Programme (IRDP), National Rural Employment Programme (NREP), Training Rural Youth for Self Employment (TRYSEM) and Development of Women and Children in Rural Areas (DWCRA). Besides these programmes, Drought Prone Area Programme (DPAP), Employment Assurance Scheme (EAS) and Jawahar Rojgar Yojana (JRY) have been also implemented for the upliftment of rural poor in the district. The implementation of all the programmes in the district is being done by the District Rural Development Agency (DRDA).

INTEGRATED RURAL DEVELOPMENT PROGRAMME (IRDP)

Of all the Rural Development Programmes under implementation, the IRDP is the most "Visible" anti-poverty programme with a fair amount of 'notoriety' attached to it over the years. Both the visibility and notoriety are primarily attributable to the vast coverage envisaged under the programme.
The main objective of the programme is to improve the economic and social conditions of the poorest sections of the rural society. It aims at providing additional employment and raising of income of all the poor families who live below the poverty line. The thrust of the programme is on the poorest of the poor, consisting of small and marginal farmers, agricultural and non-agricultural labourers, rural artisans and craftsman, Scheduled Castes and Scheduled Tribes. This is the only programme wherein 30 per cent of women have been covered under this programme. Table 6.2 shows that physical and financial targets and achievements according to social status under IRDP during 1994-95.

**TABLE 6.2**

CASTE-WISE PHYSICAL AND FINANCIAL TARGETS AND ACHIEVEMENTS UNDER IRDP DURING 1994-95

(Rs.in lakhs)

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Category</th>
<th>Physical targets and achievements</th>
<th>Financial target and achievement</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Family benefited (No.)</td>
<td>Subsidy component released</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Target (No.)</td>
<td>Achievement (No.)</td>
</tr>
<tr>
<td>1.</td>
<td>SC</td>
<td>3970</td>
<td>3565</td>
</tr>
<tr>
<td>2.</td>
<td>ST</td>
<td>794</td>
<td>1005</td>
</tr>
<tr>
<td>3.</td>
<td>BC</td>
<td>--</td>
<td>3085</td>
</tr>
<tr>
<td>4.</td>
<td>OC</td>
<td>--</td>
<td>2544</td>
</tr>
<tr>
<td>5.</td>
<td>Women beneficiaries</td>
<td>3176</td>
<td>2914</td>
</tr>
</tbody>
</table>

Source: District Chief Planning Office, DRDA, Chittoor.

The caste-wise analysis of the beneficiaries reveals that the highest priority is given to Scheduled Castes and Scheduled Tribe families. It is evident from Table
6.2 out of 3970 target group. 3565 Scheduled Caste families are covered under this programme. Scheduled Tribe families are covered more than the target group. Further, the Backward Caste beneficiaries are greater in number than Other Castes. Out of 3176 target group of women beneficiaries, 2914 are benefited under this programme.

Table 6.3 shows the sector wise targets and achievements under IRDP for the year 1994-95.

**TABLE 6.3**
SECTOR WISE TARGETS AND ACHIEVEMENTS UNDER IRDP
FOR THE YEAR 1994-95.

<table>
<thead>
<tr>
<th>Sl. No</th>
<th>Sector</th>
<th>Target Beneficiaries</th>
<th>Finance Subsidy Component</th>
<th>Achievement Beneficiaries</th>
<th>Finance subsidy Component</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Agriculture</td>
<td>720</td>
<td>52.80</td>
<td>788</td>
<td>18.76</td>
</tr>
<tr>
<td>2.</td>
<td>Horticulture</td>
<td>961</td>
<td>50.08</td>
<td>90</td>
<td>3.32</td>
</tr>
<tr>
<td>3.</td>
<td>Sericulture</td>
<td>953</td>
<td>37.20</td>
<td>663</td>
<td>29.17</td>
</tr>
<tr>
<td>4.</td>
<td>Minor Irrigation</td>
<td>1429</td>
<td>140.64</td>
<td>1869</td>
<td>100.41</td>
</tr>
<tr>
<td>5.</td>
<td>Animal husbandry</td>
<td>1370</td>
<td>95.03</td>
<td>3687</td>
<td>163.43</td>
</tr>
<tr>
<td>6.</td>
<td>Fisheries</td>
<td>34</td>
<td>6.86</td>
<td>19</td>
<td>0.98</td>
</tr>
<tr>
<td>7.</td>
<td>Industry, Service and Business</td>
<td>1838</td>
<td>117.79</td>
<td>3083</td>
<td>99.22</td>
</tr>
<tr>
<td>8.</td>
<td>C.J.F.S.</td>
<td>635</td>
<td>28.80</td>
<td>--</td>
<td>--</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>7940</strong></td>
<td><strong>529.20</strong></td>
<td><strong>10199</strong></td>
<td><strong>415.29</strong></td>
<td></td>
</tr>
</tbody>
</table>

Source: District Chief Planning Office, DRDA, Chittoor.

The sector wise sanction of loans in Chittoor (Table 6.3) shows that out of 720 target group, 788 beneficiaries benefited for agricultural purpose. Out of 1370 target group, 3687 beneficiaries benefited for animal husbandry. The analysis reveals that, high priority given to industries, services and business
sector. Very few women from the agricultural labour class were benefited under this programme. Table 6.4 shows the caste wise beneficiaries in the study area under IRDP.

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Caste</th>
<th>Total respondents</th>
<th>Beneficiares</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>SC</td>
<td>197</td>
<td>29</td>
<td>15</td>
</tr>
<tr>
<td>2.</td>
<td>ST</td>
<td>35</td>
<td>5</td>
<td>14</td>
</tr>
<tr>
<td>3.</td>
<td>BC</td>
<td>49</td>
<td>5</td>
<td>10</td>
</tr>
<tr>
<td>4.</td>
<td>OC</td>
<td>19</td>
<td>1</td>
<td>5</td>
</tr>
</tbody>
</table>

Source: Primary data

Table 6.4 depicts that out of 197 Scheduled Caste respondents only 15 per cent of them were benefited under the IRDP scheme. Out of 19, only 5 per cent of Other Caste respondents were benefited. Most of the beneficiaries gave more preference to buy milch animals. The majority of the women agricultural labourers are overlooked by the Government. Further, no elaborate arrangements were made to publicise and popularise the programmes in the rural areas. Most of the respondents in the study area, do not aware of the development programmes for their economic upliftment.

DEVELOPMENT OF WOMEN AND CHILDREN IN RURAL AREAS (DWCRA)

DWCRA programme is especially meant for women. This Programme has been introduced in the district with the intention of improving the social, economical and nutritional status of the family specially for their children.
The main aim of the programme is to provide income generating activities to women.

For the DWCRA Programme during the year 1994-95 in Chittoor district the target of 1200 groups was sanctioned, but was achieved only 930 groups. An amount of Rs 156.53 lakhs has been sanctioned and Rs 127.16 lakhs utilised under DWCRA in Chittoor district till the end of 1994-95.

The situation in sample villages, almost all the respondents never heard of this scheme nor were they ever provided financial assistance under DWCRA programme.

DROUGHT PRONE AREAS OF DEVELOPMENT

Special attention to drought prone areas grew out of the famine/drought relief expenditures that had become almost a regular feature since the nineteenth century. The number of blocks included in the programme in Andhra Pradesh were 69 located in 8 districts viz., Anantapur (all 16 blocks), Chittoor (8 out of 20), Cuddapah 6 out of 12), Kurnool (all 13), Mahaboobnagar (12 out of 16), Nalgonda (2 out of 15), Ranga Reddy (3 out of 10), and Prakasam (9 out of 17).

For DPAP during 1994-95 in Chittoor district, a total expenditure of Rs 412.60 lakhs was incurred under scheme and employment to that of 6.445 lakh man days was created. The sample women agricultural labour were not benefited under this scheme.
EMPLOYMENT ASSURANCE SCHEME (EAS)

The Government has provided additional allocations for certain areas under the title, "Employment Assurance Scheme" has been started from 1st October, 1993. Under this scheme a maximum of two adults per household will be provided assured employment for 100 days in a year during the lean seasons. The wages to be paid will be the minimum wages for unskilled agricultural labourers. Those seeking work are to be provided work within two weeks. There is no compensation for failure to provide work. Employment will be provided on ongoing public works and when all seekers are not absorbed, new works under the EAS will be taken up. All works to be taken up under EAS should have 60 per cent unskilled wage component. The percentage distribution suggested out of the total value of works taken up under the EAS is 40 for water and soil conservation including afforestation, agro- horticulture, silvipature, and 20 each for a) minor irrigation, b)link roads, and c) buildings for primary schools and anganvadis. This scheme is to be operated at the block level by the DRDA.

For EAS during 1994-95 in Chittoor district, Rs.1390.70 lakhs were spent to create 23.834 lakhs man days of employment. Sample women agricultural labour was not aware of this scheme.

The various evaluation study groups are of the opinion that the implementation of the development schemes in the country did not yield the anticipated results, especially the agricultural labourers in the rural areas. The schemes launched by both the Central and the State Governments were defective and failed to generate adequate employment avenues for the improvement of the conditions of agricultural labourers particularly women agricultural labour. Thus none of the schemes launched and implemented by the
Government seem to have failed to completely eradicate abysmal poverty and generated employment opportunities to the rural masses in general and to the agricultural labourers in particular.

A careful study of the development schemes reveals that none of the schemes is directly related for the improvement of the economic conditions of the women agricultural labour, except the loans sanctioned to women in rural areas to buy the milch animals under the IRDP scheme.

Almost all the schemes are either land-based or property based, and naturally a large number of the women agricultural labour feel that they are out of their reach. Though the schemes are launched to help the weaker sections to cross the poverty line by improving their economic position the schemes neither assured them of any sustainable work nor generated any income. Hence the schemes have, in a way, widened the gap between the peasantry and the landless poor. Thus the majority of the agricultural labourers want that they should be given tiny bits of land for cultivation in the manner in which the agricultural implements like the plough are supplied to them as this would enable them engage in their own work during the slack season when they do not find any employment. That means strict enforcement and land reforms would certainly better the living conditions of the ruralites.

Several women agricultural labour felt that natural calamities and unforeseen events in the village should be taken cognizance and the agencies concerned--both Governmental agencies and voluntary organisations--should advance loans and grant subsidies to tide over the adverse situation.
The Integrated Rural Development Programme though meant to extend financial assistance to small farmers and marginal farmers and agricultural labourers, only some insignificant number of people were benefited out of the total target. Among the sample mandals only 40 women agricultural labourers received some financial help under IRDP scheme. As many of the programmes of DRDA were asset-based or land-based, women were deprived of its benefits as they never owned any land nor were they heads of this families. Thus the programmes of DRDA benefited the affluent sections of the society and they were also male-biased in approach. Some of the schemes like SC Action Plan and Yanadi Action Plan were meant to cover exclusively launched for the betterment of women for to speak of the welfare of the women agricultural labour. Ignorance and illiteracy of the labourers also caused the failure of the scheme.

Again the overall analysis revealed that the women agricultural labour were not given adequate attention in the various schemes launched by the development agencies.