Chapter No. 04

Various Schemes for Rural Development Implemented by Zillha Parishad.

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**Introduction:**

Development of rural areas has always been one of the paramount concerns of the various India’s five years plans. Not only during plan era, but also during pre-independence period, a lot of attention was paid to up-lift rural poor. In this regard, several rural development programmes were launched in India, especially to provide job opportunities to raise their income. Hence these programmes enabled rural poor’s to improve their standard of living. These programmes are designed for getting following two objectives.¹

1. **Creation of socio-economic infrastructure:**

The Government of India has launched various poverty alleviation programmes. In this connection development of fundamental infrastructure in rural areas was given a first priority by inducing minimum needs programme. This is being done by under the programmes like water supply and sanitation, schemes relating to land reforms, agricultural marketing, rural godowns and development of roads in rural areas. These programmes is
supposed to provide to villages certain economic and social infrastructure, ensuring facilities like roads, electricity, transport, drinking water, medical care and primary school etc. such type of facilities are basic requirements of development of a particular regions. These are also essential for the successful implementation of poverty elimination programmes.

2. **Increasing income of rural people, by providing job:**

For the implementation of this objective, Programmes Like – Integrated Rural Development, Development of Women and Children Development Programmes, Drought Prone Area Programme, National Rural Employment Programme, Desert Development Programmes, Rural Landless Employment Guarantee Programme and Training of Rural Youth for self-Employment are in operation. IRDP aims at lifting the beneficiary family above the poverty line by providing them with financial assistance (partly by way-of loan and partly by way of subsidy) to enable them to acquire productive and income generating assets. The NREP has been designed to provide wage employment opportunities, particularly to
that segment of the rural poor, who are without assets, has launched to supplement the IRDP as a part of the wider strategy of rural development. The RLEGP is designed to provide short term job for one hundred days to one member of a landless family in rural areas.

**Rural Development Programmes in India:**

Rural development programmes were introduced in the last decade of the 19th century. The misery and the poverty of the rural people led the Government to make conscious efforts in this direction and with the help of technical knowledge; schemes for rural development were planned. Community development programme came into its own in 40s of the last century.

The systematic and comprehensive schemes were introduced, both by the Government and some voluntary organization. However, they were not successful and various pitfalls came to light. In order to ensure that the fruits of economic reform are shared by all sections of societies five elements of social and economic infrastructure, critical to
the quality of life in rural areas, were identified. These are Health, Education, Drinking water, Housing and Roads. To impart greater momentum to the efforts in these sectors the Government had launched the various rural development programmes. During the Ninth Plan period, several anti-poverty programmes have been restructured to enhance the efficiency of the programmes for providing increased benefits to the rural poor. ‘Self-Employment Programmes’ have been revamped by merging the ‘Integrated Rural Development Programme’ (IRDP), the ‘Development of Women and Children in Rural Areas’ (DWCRA), the ‘Supply of Improved Tool-Kits to Rural Artisans’ (SITRA), the ‘Training of Rural Youth for Self Employment’ (TRYSEM), the ‘Ganga Kalyan Yojana’ (GKY) and the ‘Million Wells Scheme’ (MWS) into a holistic self-employment scheme called ‘Swarnjayanti Gram Swarozgar Yojana’ (SGSY). The following rural development programmes implemented by Central and State Government in India since 1952.
## Table No. 4.01: National Rural Development Programmes.

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<td>1</td>
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<td>9</td>
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<td>49</td>
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**Source: Five Years Plan of India, 1950 to 2007.**

**High Yield Variety Programme:**

The breakthrough in rural development came about with the onset of the green revolution involving the use of high yielding varieties of seeds in 1966 accordingly during the fourth plan a new agriculture strategy was contemplated combining HYV seeds with a package of complementary input in selected areas with assured irrigation facilities a large area was brought under HYV and vast increases particularly in wheat output were secured the focus of the new agriculture strategy was on rich and progressive farmers like IADP and IAAP the new agriculture strategy served to widen inequalities between small and large farmers.
Tribal Area Development Programme:

The programme was launched in 1974-75 to fulfill the constitutional commitment towards the tribal population. The areas identified were tehsils / development blocks having 50 percent or more of the total population as tribal. The basic strategy of tribal area development was to eliminate exploitation of tribal by money lenders, middlemen, affluent farmers. Special economic programmes suited to the socio cultural and ecological situation were developed and are being implemented through special agencies. The need for suitable infrastructure and provision for basic social services and amenities were recognized. The items included were wide ranging covering rural roads, schools, drinking water, hostels, large multipurpose cooperatives, animal husbandry, soil conservation, minor irrigation etc. In addition, scheduled tribe families belonging to small and marginal farmers and agricultural labourer categories of SFDA district were entitled for subsidies at a rate of 50 per cent for various items of individual benefits.
Command Area Development Programme (CADP):

On the recommendation of the irrigation Commission and the National Commission on Agriculture, the command Area Development Programme was introduced in 1974-75 during the Fifth Plan as a centrally sponsored scheme. The principal objective of the programme was to increase the utilization of the irrigation potential below the outlet command there by increasing productivity per unit of land water. This was to achieve through as integrated system of effective water distribution and efficient soil-crop-water management practices.

Integrated Rural Development Programme (IRDP):

IRDP launched on 2nd October 1980 all over the Country. The I.R.D.P. continues to be a major poverty alleviation programme in the field of Rural Development. The objective of I.R.D.P. is to enable identified rural poor families to cross the poverty line by providing productive assets and inputs to the target groups. The assets which could be in primary, secondary or tertiary sector are provided through
financial assistance in the form of subsidy by the Government and term credit advanced by financial institutions. The programme is implemented in all the blocks in the country as a centrally sponsored scheme funded on 50:50 basis by the Centre and State. The Scheme is merged with another Scheme named S.G.S.Y. since 01.04.1999.

**Training Of Rural Youth For Self Employment (TRYSEM):**

The Training of Rural Youth for self-employment (TRYSEM) is a supporting component of the IRDP, started as a centrally sponsored scheme on 15th August, 1979. It aims at providing technical and entrepreneurial skills to rural un-employed youths in the age group of 18-35 years from the families below the poverty line to enable them to take up income generating activities. This scheme is no more in operation. It is merged with S.G.S.Y. since 01.04.1999.

**National Rural Employment Programme (NREP):**

A substantial reduction in poverty can be achieved only if there is determined effort on the distribution on income and consumption in favour of poorer sections of the population. This calls for significant
increase in employment opportunities in rural areas. A number of programs were launched in the past with this end in view. The NREP was launched in Oct. 1980 as a centrally sponsored programme with the objectives as:6

- Generation of additional gainful employment for the unemployed and underemployed persons in rural areas.
- Creation of productive community assets for strengthening rural economic and social infrastructure.
- Improvement of overall quality of life in rural areas.

**Million Wells Scheme (M.W.S.):**

Million Wells Scheme was taken up as a sub-scheme of National Rural Employment Programme (N.R.E.P.) and Rural Landless Employment Guarantee Programme (R.L.E.G.P.) during the year 1988-89 has continued under J.R.Y. Till 1989-90, the objective of the scheme was to provide open irrigation wells to small and marginal farmers amongst the Scheduled Caste/Scheduled Tribes and freed Bonded Labourers who are below poverty line, free of cost. From 1990-91
onwards, under Million Wells Scheme, the following works were also included - Construction of open irrigation wells for the target group; Where wells are not feasible, other scheme of minor irrigation like irrigation tanks, Water Harvesting Structures for the benefit of target group can also be taken up. The provision under M.W.S. can also be utilized for the land development of the target groups. From 01.01.1996, this scheme had been delinked from J.R.Y. and made an independent scheme by itself. Now the scheme is no more in operation and merged with S.G.S.Y. since 01.04.1999.

Jawahar Rojagar Yojana (J.R.Y.):

Alleviation of rural poverty has been one of the main objectives of the development programmes. Since independence various schemes of employment generation were taken up from time to time in the country. The Eight plans has also stressed the need for having a larger focus on the programmes aimed at giving self-employment and wage employment to the poorer section of the community. During the first four years of the Seventh Five Year Plan, two Wage-employment
Programmes viz; National Rural Employment Programme (N.R.E.P.) and Rural Landless Employment Guarantee Programme (R.L.E.G.P.) were in operation in the country. From 01.04.1989 i.e. last year of the Seventh Five Year Plan, these programmes were merged in to a single wage employment programme known as Jawahar Rojagar Yojana (J.R.Y.). The primary objectives of J.R.Y. are generation of additional gainful employment for the un-employed and under-employed men and women in rural areas. The secondary objective of this programme is creation of sustainable employment by strengthening the rural economic infrastructure.

**Operation Black Board (O.B.B.):**

Universalization of primary education is the basic input for acquisition of functional skills which are absolutely essential for promoting self-reliance of the rural poor and their children. Primary education pre-supposes a basic infrastructure i.e. a school building with a library, facilities for drinking water, toilet etc. A large number of primary schools in the state do not have buildings. To fill up this gap
construction of primary school buildings was taken up under O.B.B. 
programme from the year 1990-91. Sixty percent of funds for the 
scheme are met by additional JRY grant and 40 per cent from the grant 
of State School and Mass Education Department.

Supply of Improved Tool-Kit’s To Rural Artisans (SITRA):

The programme is implemented as a part of IRDP. At the district 
level, the DRDA is the nodal agency. The scheme is formulated and 
circulated to all the State Governments on 20th July, 1992. Under this 
programme any suitable improved hand tool is to be provided. All the 
prudential rural artisans will be able to enhance the quality of the 
product to increase their production and their income and lead a 
better quality of life. The scheme is no more in operation; it is merged 
with S.G.S.Y. since 01.04.1999.

Employment Assurance Scheme (E.A.S.):

The Employment Assurance Scheme aims at providing wage 
employment in unskilled manual works to the rural poor who are in 
need of employment and seeking it. The secondary objective is to
create economic infrastructure and community assets for sustained employment and development. The Employment Assurance Scheme for generating employment opportunities to the rural poor on an assured basis has been launched from 2nd October, 1993. The scheme is the single wage employment programme implemented at the district/block level throughout the country. A maximum of two adults per family are provided 100 days employment on an assured basis, who need and seek wage employment during the lean agriculture season. The resources under the scheme would be shared between the Centre and the State in the ratio of 75:25 respectively. Men and women over 18 years of age and below 60 years of age normally residing in the village are covered.

**Intensified J.R.Y. (I.J.R.Y.):**

The second stream of JRY called Intensified J.R.Y. has been introduced from December, 1993. The objective of the scheme is to intensify the efforts for rural employment. All employment works resulting in creation of durable productive community assets providing employment on sustained basis may be taken up under the scheme.
The basket of schemes may include construction of all-weather road, minor irrigation works, soil and water conservation works, water harvesting structures, watershed development, farm forestry etc. Works for strengthening rural infrastructure like primary schools, markets in especially different tribal areas with appropriate supplementary funds from other sources are also taken up. Wage and non-wage ratio under the work should be 60:40.

**Development of Women And Children In Rural Areas (DWCRA):**

The Development of Women and Children in rural areas (DWCRA) programme was launched as a sub-component of IRDP and a centrally sponsored scheme of the Department of Rural Development with UNICEF cooperation to strengthen the women's component of poverty alleviation programmes. It is directed at raising the income levels of women of poor households so as to enable their organized participation in social development towards economic self-reliance. The DWCRA's primary thrust is on the formation of groups of 15 to 20 women from poor household at the village level for delivery of services
like credit and skill training, cash and infrastructural support for self-employment. Through the strategy of group formation, the programme aims to improve women's access to basic services of health, education, child care, nutrition and sanitation. It is merged with S.G.S.Y. since 01.04.1999.

**Indira Awas Yojana (I.A.Y.):**

Indira Awas Yojana (I.A.Y.) which was launched during 1985-86 as a sub-scheme of R.L.E.G.P. has continued as part of J.R.Y. since its launch on April, 1989. However from 01.01.1996, I.A.Y. has been made a separate scheme. The objective of I.A.Y. then was to provide dwelling units, free of cost to the members of Scheduled Caste / Scheduled Tribes and freed Bonded Labourers living below the poverty line. From 1993-94, the scheme has been extended to non-S.C./S.T. rural poor also. Indira Awas Yojana is a centrally sponsored scheme funded on cost sharing basis between the Government of India and the State Govt. in the ratio of 75:25. The cost of I.A.Y. houses have been enhanced from Rs.14,000/- to Rs.20,000/- in hilly and difficult areas.
Ganga Kalyana Yojana (G.K.Y.):

It is a centrally sponsored scheme, being launched with effect from 01.02.1997. The objective of the scheme is to provide irrigation through exploitation of ground water (bore wells and tube wells) for individual and group of beneficiaries belonging to the target group. This scheme is no more in operation. It is merged with S.G.S.Y. since 01.04.1999.

Rural Connectivity Programme (R.C.P.):

The broad objectives of the Rural Connectivity Programme in the State is to provide all weather connectivity as per the prescribed specification from the district to Sub-divisional headquarters, Block headquarters to Tehsil headquarters and from Panchayat Samiti headquarters to Gram Panchayat headquarters in order of priority, in original Guidelines of Rural Connectivity Programme (R.C.P.). RCP funds received for connectivity under 10th plan. Finance Commission Award will be utilized for construction of all-weather roads as per action plan approved by the Zilla Parishad. The scheme is implemented since 1996-97.
Swarnajayanti Grama Swarojagar Yojana (S.G.S.Y.):

The objective of Swarnajayanti Grama Swarojagar Yojana (S.G.S.Y.) is to provide sustainable income to the rural poor. The programme aims at establishing a large number of Micro-enterprises in the rural areas building upon the potential of the rural poor. It is envisaged that every family assisted under SGSY will be brought above the poverty line in a period of three years. This scheme is launched on 1st April, 1999, the programme replaces the earlier Self Employment and allied programmes IRDP, TRYSEM, DWCRA, SITRA, GKY and MWS, which are no longer in operation. The programme covers families under below poverty line in rural areas of the country within this target group, special safe guard have been provided by reserving 50 per cent of benefits for SC/STs, 40 per cent for women and 3 per cent for physically handicapped persons subject to availability of funds. It is proposed to cover 30 per cent of the rural poor in each block in the next five year. S.G.S.Y. is a credit cum subsidy programme. It covers all aspects of self-employment such as organization of the poor into self-help groups training, credit technology, infrastructure
and marketing. SGSY is a centrally sponsored scheme and funding shared by the Central and State Government in the ratio of 75:25.\textsuperscript{14}

**Jawahar Gram Samridhi Yojana (J.G.S.Y.):**

Jawahar Gram Samridhi Yojana (JGSY) is the restructured streamlined and comprehensive version of erstwhile Jawahar Rozgar Yojana, designed to improve the quality of life of the poor, JGSY has been launched on 1\textsuperscript{st} April, 1999.\textsuperscript{15} The primary objectives of the JGSY is creation of demand driven community village infrastructure including durable assets at the village level and assets to enable the rural poor to increase the opportunity for sustained employment. The secondary objective is the generation of supplementary employment for the unemployed poor in the rural areas. The wage employment under the programme shall be given to Below Poverty line (B.P.L.) families. JGSY is being implemented entirely at the village Panchayat level. Village Panchayat is the sole authority for preparation of the Annual Action Plan and its implementation. The programme will be implemented entirely as a centrally sponsored scheme on cost sharing
basis between the Centre and the State Government in the ratio of 75:25.

**Drought Prone Area Programme (D.P.A.P.):**

The Drought Prone Area Programme (DPAP) aims to mitigate the adverse effect of drought on the production of crops and livestock, productivity of land, water and human resources. It strives to encourage restoration of ecological balance and seeks to improve the economic and social condition of the poor and the disadvantaged sections of the rural community. Now DPAP is a people's programme with Government assistance.¹⁶ There is a specific arrangement for maintenance of assets and social audit by Panchayati Raj institutions. Development of all categories of land belonging to Gram Panchayat, Government and individuals fall within the limits of the selected watersheds for development. Allocation is to be shared equally by the Centre and State Government on 50:50 basis. Watershed Committees is to contribute for maintenance of the assets created. Utilization of 50 per cent of allocation under the Employment Assurance Scheme (EAS) is for the Watershed Development funds are directly released for
sanction of projects and release of funds to Watershed Committees and Project Implementing Agencies (PIAs). Village community including self-help groups undertake area development by planning and implementation of projects on watershed basis through Watershed Associations and Watershed Committees constituted from among themselves. The Government supplements their work by creating social awareness imparting trainings and providing technical support through the Project Implementation Agencies.

**Samagra Awaas Yojana (SAY):**

The basic objective of the Samagra Awaas Yojana (SAY) is to improve the quality of life of the people and overall habitat in the rural areas. The Scheme in due course is proposed to be implemented all over the country. However, in the first phase, the scheme is proposed to be implemented in one block each of 25 districts in 24 States and one Union Territory. Various components of this Scheme will be implemented by different line departments, namely, the DRDA, Housing, Public Health, Agriculture, Forest, etc. The existing
schemes of housing, drinking water, sanitation etc. follow the normal funding pattern. However, under the SAY, special assistance of Rs.25 lakh (Rs.5 lakh for IEC and Rs.20 lakh for Habitat Development) is additionally provided by the Central Government. Contribution received in cash and kind from the people to the extent of 10 percent is of critical importance for ensuring long term sustainability and public involvement. The underlying philosophy of Samagra Awaas Yojana is to provide convergence to the existing rural housing, sanitation and water supply schemes with special assistance on technology transfer, human resource development and habitat improvement with people's participation. Since this is an area development and awareness generation scheme, the concerned DRDA is to seek assistance from Ministry of Rural Development by giving details of activities by which these objectives shall be fulfilled.

**Sampoorna Grameen Rozgar Yojana (SGRY):**

JGSY and EAS were merged and a new scheme namely SGRY was launched from 15th August 2001. The main objective of the programme is to provide additional wage employment in the rural areas as food
security by creation of durable community social and economic assets and infrastructure development in rural areas. Towards this end the SGRY envisages distribution of food grains @ 5 kg per man-day to the workers as part wages. While the cash component will be shared by the Centre and States in the ratio of 75:25, the Central Government will supply the food grains free of cost to the States. The scheme will be implemented in two streams. The first stream will be implemented at the District and Panchayat Union levels. 50 per cent of the funds and food grains available under the programme will be distributed between the District Panchayat and the Panchayat Union in the ratio of 40:60. The second stream will be implemented at the Village Panchayat level. The entire allocation under this stream will be distributed among the Village Panchayats through the DRDAs / District Panchayats.

**National Mission for Rural Housing:**

National Mission for Rural Housing has been set by the Ministry of Rural Development to enable the induction of science and technology inputs on a continuous basis, in the sector. It also seeks to provide convergence of technology, habitat and energy-related issues.
in order to provide affordable shelter for all in rural areas, within a specified time frame, and through community participation. The Mission has to provide guidance and lay down policies for achievement of set objectives throughout the country. A National Mission for Rural Housing and Habitat Development is not a scheme, but an organization laying down policies and procedures for achieving the broad objectives of providing and improving rural habitat. The funding shall continue to be done under different schemes. The National Mission shall integrate efforts under all schemes to improve rural habitat by providing guidance and laying down policies through people’s participation.

Panchayat Raj:

Keeping in view the needs and aspirations of the local rural people, ‘Panchayati Raj Institutions’ (PRI) have been involved in the programme implementation and these institutions constitute the core of decentralized development of planning and its implementations. The Ministry is also vigorously pursuing with the State Governments
for expeditious devolution of requisite administrative and financial powers to PRI’s as envisaged under 73rd amendment act of the Constitution of India. In India, Panchayat Raj institutions have been playing an important role for rural development in general and especially up-liftment of down-trodden people in rural areas. Panchayat Raj system establishes a linkage between local leadership enjoying confidence of local people and the Government, and translates the policies of the government into action. Panchayat Raj is an ancient institution as antique as India. In fact, it has been the backbone of Indian villages since the beginning of recorded history. *Mahatma Gandhiji* dreamt of every village a republic under the Panchayat Raj system of local self-government administered by a council or *'Panchayat'* duly elected by the people of the villages in a democratic manner. The institution of Panchayat Raj is specifically designed for rural population to take care of the problems of rural areas. It provides the administrative apparatus for implementation of the programmes of rural development. The basic objective Panchayat Raj is to evolve a system of democratic decentralization and devolution of people with a view to ensuring rapid socio-economic progress and
speedier and inexpensive justice. The Panchayat Raj system has a three-tier structure, viz, (i) the Village Panchayatas, (ii) the Panchayat Samitis and (iii) the Zillha Parishad.

➢ *The Village Panchayat or Gram Panchayat*: The village panchayat or the gram Panchayat functions at the Village level.

➢ *Panchayat Samiti*: The Panchayat Samiti is the main executive body which operates at the block level.

➢ *Zila Parishad*: The Zillha Parishad functions at the districts level and is responsible for making executing and coordinating the programmes of rural development for entire district.

**Zillha Parishad:**

Zillha Parishad is a local government body at the district level in India. It looks after the administration of the rural area of the district and its office is located at the district headquarters. The Parishad means Council and Zillha Parishad translates to District Council. Members of the Zillha Parishad are elected from the district on the basis of adult franchise for a term of five years. Zillha Parishad has
minimum of 50 and maximum of 75 members. There are seats reserved for Scheduled Castes, Scheduled Tribes, backward classes and women. The Chairmen of all the Panchayat Samitis form the members of Zillha Parishad. The Parishad is headed by a President and a Vice-President. The Chief Executive Officer (CEO), who is an IAS officer, heads the administrative machinery of the Zillha Parishad. The CEO supervises the divisions of the Parishad and executes its development schemes. Source of income of ZP is Taxes on water, pilgrimage, markets, etc. Fixed grant from the State Government in proportion with the land revenue and money for works and schemes assigned to the Parishad.

**Functions of ZP:**

1. Provide essential services and facilities to the rural population and the planning and execution of the development programmes for the district.

3. Construct bridges and roads.

4. Execute plans for the development of the scheduled castes and tribes. Run *ashramshalas* for *adivasi* children. Set up free hostels for scheduled caste students.

5. Encourage entrepreneurs to start small-scale industries like cottage industries, handicraft, agriculture produce processing mills, dairy farms, etc. Implement rural employment schemes.

6. They construct roads, schools, & public properties and they take care of the public properties.

7. Supply work for the poor people i.e. tribes, scheduled caste, and lower caste.

8. Set up and run schools in villages. Execute programmes for adult literacy. Run libraries.

Administration of Rural Development:

Central level Administration:

In 1974 the Department of Rural Development came into existence as a part of Ministry of Food and Agriculture. In 1979, the Department of Rural Development was elevated to the status of a new Ministry of Rural Reconstruction. That Ministry was renamed as Ministry of Rural Development in 1982. In 1985, the Ministry of Rural Development was again converted into a Department under the Ministry of Agriculture and Rural Development which was later changed as Ministry of Agriculture in 1985. In 1991 the Department was upgraded as Ministry of Rural Development. Another Department viz. Department of Wasteland Development was created under this Ministry in 1992. In 1995, the Ministry was renamed as the Ministry of Rural Areas and Employment with three departments namely Department of Rural Employment and Poverty Alleviation, Rural Development and Wasteland Development. Again, in 1999 Ministry of Rural Areas and Employment was renamed as Ministry of Rural Development. This Ministry has been acting as a catalyst effecting the change in rural areas through the implementation of wide
spectrum of programmes which are aimed at poverty alleviation, employment generation, infrastructure development and social security. Over the years, with the experience gained, in the implementation of the programmes and in response to the felt needs of the poor, several programmes have been modified and new programmes have been introduced. This Ministry’s main objective is to alleviate rural poverty and ensure improved quality of life for the rural population especially those below the poverty line. These objectives are achieved through formulation, development and implementation of programmes relating to various spheres of rural life and activities, from income generation to environmental replenishment.

*The Ministry of Rural Development consists of the following three Departments:*

1. Department of Rural Development.
2. Department of Land Resources.
3. Department of Drinking Water Supply.

The Department of Rural Development implements schemes for generation of self-employment and wage employment, provision of
housing and minor irrigation assets to rural poor, social assistance to the destitute and Rural Roads. Apart from this, the department provides the support services and other quality inputs such as assistance for strengthening of DRDA Administration, Panchayati raj institutions, training & research, human resource development, development of voluntary action etc. for the proper implementation of the programmes. Department of Land Resources implements schemes to increase the bio-mass production by developing wastelands in the country. Department also provides the support services and other quality inputs such as land reforms, betterment of revenue system and land records. It also undertakes development of desert areas and drought prone areas in the country. The major programmes of the Department of Land Resources are Drought Prone Area Programme (DPAP) The Desert Development Programme (DDP) the Integrated Wasteland Development Programme (IWDP) and Land Reforms (LR). These aim at increasing the soil and moisture conservation and productivity of the wasteland of the degraded lands thereby increase the income of the people. The provision of Drinking Water Supply and extension of Sanitation facilities to the rural poor are the main
components of the activities of the Department of Drinking Water Supply. The major programmes of the Drinking Water Supply Department are The Swajaldhara, the Accelerated Rural Water Supply Programme (ARWSP) and the Total Sanitation Programme (TSP).

**Table No. 4.02: Central Outlays and Investment during different Plans for Rural development.**

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Plan</th>
<th>Actual Investment in Rural Development</th>
<th>Total Plan Outlay</th>
<th>% to total Plan</th>
<th>% to GDP</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>6th F.Y.P.</td>
<td>2,782.51</td>
<td>97,500</td>
<td>2.85</td>
<td>0.31</td>
</tr>
<tr>
<td>2</td>
<td>7th F.Y.P.</td>
<td>10,955.96</td>
<td>2,18,337</td>
<td>5.01</td>
<td>0.65</td>
</tr>
<tr>
<td>3</td>
<td>8th F.Y.P.</td>
<td>31,568.13</td>
<td>4,34,100</td>
<td>7.27</td>
<td>0.67</td>
</tr>
<tr>
<td>4</td>
<td>9th F.Y.P.</td>
<td>51,898.28</td>
<td>8,59,200</td>
<td>6.04</td>
<td>0.59</td>
</tr>
<tr>
<td>5</td>
<td>10th F.Y.P.</td>
<td>1,14,068.17</td>
<td>15,25,639</td>
<td>7.48</td>
<td>0.77</td>
</tr>
<tr>
<td>6</td>
<td>11th F.Y.P.</td>
<td>2,61,699.30</td>
<td>36,44,718</td>
<td>7.18</td>
<td>--</td>
</tr>
</tbody>
</table>

*Source: Ministry of Rural Development, Government of India.*
The Ministry of Rural Development has also the following organization under its administrative control:

- Directorate of Marketing and Inspection, Jaipur.
- The National Institute of Rural Development, Hyderabad.
- The National Institute of Rural Development, Guwahati.
- The State Institute of Rural Development.
- The State Institute of Rural Development, Pune.
- The State Institute of Rural Development, Tripura.
- The State Institute of Rural Development, Tamil Nadu.
- The State Institute of Rural Development, Goa.

Administration at State Level:

As per the instructions issued by the Ministry of Rural Development, programmes were to be looked after by a single department which had to exercise an overall control over the development administration right down to the block and field levels for establishing inter sectoral coordination with other departments. To deal with all the special programmes, it was suggested that there
should be a separate post of the rank of a Commissioner and this officer should be assisted by middle level officers of the rank of Joint / Deputy Secretary for formulation, implementation and monitoring of the programmes in all the district of the state. Technical guidance to the field staff was recommended to be ensured by the subject matter specialists. As regard the organizational set up at the state level, 14 states had the rural development department headed by an officer of the rank of a full-fledged Secretary.

To assist the Department of Rural Development or other organizations at the state level, a State Level Coordination Committee has been provided. The State Level Coordination Committee provides leadership and guidance to the DRDA in the planning, implementation and monitoring of the programme; secures inter departmental programmes and ensures the development of strong backward and forward linkages for the programme; considers the needs and changes in the administrative set up for the implementation of the programme and approves the establishment pattern and sanctions the posts according to them as well as fixed norms for office expenses, equipment, vehicles, hiring of accommodations etc. where necessary;
reviews the physical targets of the district, keeping in view the objective conditions affecting the provision and operation of viable schemes and modifies the targets for the district accordingly; monitors and evaluates the implementation of the programme; and provides a forum for a meaningful dialogue between policymakers at the state level and the implementers at the field level.

Administration at District level:

The District Rural Development Agency (DRDA) has traditionally been the principal agency at the District level to oversee the implementation of different rural development programmes. Since its inception, the administrative costs of the DRDAs were met by way of setting apart a share of the allocations for each programme. However, of late, the number of the programmes had increased and while some of the programmes provided for administrative costs of the DRDAs, others did not. There was no uniformity among the different programmes with reference to administrative costs. Keeping in view the need for an effective agency at the district level to coordinate the
anti-poverty effort, a new Centrally Sponsored Scheme for strengthening the DRDAs has been introduced with effect from 1999. Accordingly, the administrative costs are met by providing a separate budget provisions. This scheme which is funded on a 75:25 basis between Centre and States, aims at strengthening and professionalizing the DRDAs.  

**Administration at Block Level:**

The block level machinery is responsible for identification of poor families, preparation of bankable schemes for them and monitoring of implementation. All the major rural development programmes are routed through the block development administration, therefore, the machinery at this level has to be the original schematic pattern, a development block was to have one BDO, Eight Extension Officers each from Agriculture, Animal Husbandry, Co-operation, Panchayats, Rural Industries, Engineering, Social Education and Programme for Women and Children, Ten Gram Sevak, Two Gram Sevika and One Progress Assistant, Storekeeper cum
Accountant, Senior Clerk, Cashier, Typist, Driver and fourth Class employees.\textsuperscript{21}

**Organizational Structure of the DRDAs:**

Each district will have its own District Rural Development Agency. Ordinarily it would be a society registered under a Societies Registration Act. In respect of such states where DRDA does not have a separate identity a separate cell should be created in Zilla Parishad which maintains a separate identity and separate accounts, so that the accounts are capable of being audited separately.\textsuperscript{22} This Cell should be directly under the charge of CEO or alternatively an officer who has the qualifications to be a Project Director. The accounts of DRDAs should under no circumstances be merged or amalgamated with those of the Zilla Parishads. In order to be effective, the DRDA must have an appropriate staffing structure as well as suitable personnel policy. The staffing structure of DRDA must include positions for planning for poverty alleviation, Project formulation, Social Organization and Capacity building, Gender concerns, Engineering supervision and
Quality control, Project Monitoring, Accounting and Audit functions as well as evaluation and impact studies. The State Government may modify the structure suitably, but without altering the basic design, to take care of the needs of individual districts keeping in view their size as well as specificity. However, this will also be subject to the overall ceiling of administrative costs admissible to the DRDAs in the State.

Every DRDA in the district should have the following wings:

- Self-employment Wing;
- Women’s wing;
- Wage employment wing;
- Engineering wing;
- Account wing;
- Monitoring and Evaluation wing;
- General Administration wing;
The composition of the governing body of DRDA shall be as follows.

- Chairman of Zilla Parishad - Chairman.
- All MPs and MLAs and MLCs of the District.
- 1/3rd of Panchayat Samiti Chairpersons to be nominated by rotation in alphabetical order for tenure of one year, one of whom must belong to SC/ST and a woman.
- CEO of Zilla Parishad / District Collector – Chief Executive Officer.
- Head of the Central Cooperative Bank of the District.
- Chairman Regional Rural Bank.
- District Lead Bank Officer.
- Representative of the Reserve Bank of India at district level.
- NABARD representative at district level.
- General Manager, District Industrial Centers.
- Representative of KVIB.
- District Officer in charge of SC / ST Welfare.
- District women & Child welfare officer.
- District officer dealing with welfare of the disabled.
- One representative from technical institutions.
- Two representatives of NGOs.
- Two representatives of the weaker sections, one of whom may be drawn from SCs and STs.
- One representative of rural women.
- Project Director, DRDA - Member Secretary.

Wherever the Zillha Parishads are not in existence, the State Governments may nominate elected members of the State Legislature from the concerned districts to act as Chairman of the Governing Bodies of the DRDAs.

(Role and Functions of District Rural Development Agency in Rural Development:

- The DRDA is visualized as specialized and a professional agency capable of managing the rural development programmes of the Ministry of Rural Development on the one hand and to effectively relate these to the overall effort of poverty eradication in the
District. In other words, while the DRDA will continue to watch over and ensure effective utilization of the funds intended for anti-poverty programmes, it will need to develop a far greater understanding of the processes necessary for poverty alleviation. It will also need to develop the capacity to build synergies among different agencies involved for the most effective results. It will therefore need to develop distinctive capabilities rather than perform tasks that are legitimately in the domain of the PRIs or the line departments. The role of the DRDA will therefore be distinct from all the other agencies, including the Zilla Parishad.

- DRDAs must themselves be more professional and should be able to interact effectively with various other agencies. They are expected to coordinate with the line department, the Panchayati Raj Institutions, the banks and other financial institutions, resources required for poverty reduction effort in the district. It shall be their endeavour and objective to secure inter-sectoral and inter-departmental coordination and cooperation for reducing poverty in the district. It is their ability to coordinate and bring
about a convergence of approach among different agencies for poverty alleviation and would set them apart.

➢ The DRDAs will maintain their separate identity but will function under the chairmanship of the Chairman of Zillha Parishad. They are expected to be a facilitating and supporting organization to Zillha Parishad, providing necessary executives and technical support in respect of poverty reduction efforts. Wherever the Zillha Parishads are not in existence of are not functional, the DRDAs would function under the Collector/District Magistrate/Deputy Commissioner, as the case may be.

➢ The DRDAs will monitor closely the implementation through obtaining of periodic reports as well as frequent field visits. The purpose of the visit should be to facilitate the implementing agencies in improving implementation process, besides ensuring that the quality of implementation of programmes is high. This would include overseeing whether the intended beneficiaries are receiving the benefits under the different programmes.
➢ The DRDAs shall keep the Zillha Parishad, the State and Central Government duly informed of the progress of the implementation of the programmes through periodic reports in the prescribed formats. Special report, as and when called for, shall be provided.

➢ It shall be the duty of the DRDAs to oversee and ensure that the benefits specifically earmarked for certain target groups i.e. SC/ST, women and disabled; reach them. They shall all necessary steps to achieve the prescribed norms.

➢ The DRDAs shall take necessary step to improve the awareness regarding rural development and poverty alleviation particularly among the rural poor. This would involve issues of poverty, the opportunities available to the rural poor and generally infusing a sense of confidence in their ability to overcome poverty. It would also involve sensitizing the different functionaries in the district to the different aspects of poverty and poverty alleviation programmes.
➢ The DRDAs will strive to promote transparency in the implementation of different anti-poverty programmes. Towards this end, they shall publish periodically, the details of the different programmes and their implementation.

➢ Keeping in view, the substantial investment that are being made in poverty alleviation programmes, the DRDAs shall ensure financial discipline in respect of the funds received by them, whether from Central or State Governments. They shall also ensure that the accounts are properly maintained including in respect of the funds allocated to banks or implementing agencies in accordance with the guidelines of different programmes.

➢ Thus the role of the DRDA is in terms of planning for effective implementation of anti-poverty programmes; coordinating with other agencies-governmental, non-governmental, technical and financial for successful programme implementation; enabling the community and the rural poor to participate in the decision making process, overseeing the implementation to ensure adherence to guidelines, quality, equity and efficiency; reporting to
the prescribed authorities on the implementation; and promoting
transparency in decision making and implementation.

➢ The DRDAs shall coordinate and oversee the conduct of the Below
Poverty Line census and such other surveys that are required from
time to time.

➢ The DRDAs shall also carry out / aid in carrying out action
research or evaluation studies that are initiated by the
Central/State Governments.

➢ The DRDAs should deal only with the anti-poverty programmes of
the Ministry of Rural Development. If DRDAs are to be entrusted
with programmes of other ministries or those of the State
Governments, it should be ensured that these have a definite
antipoverty focus. Entrusting of any programme to the DRDAs,
other than anti-poverty programmes of the Ministry, be it of any
other Ministry of Government of India or the respective State
Government will have to be done with the approval of the
Secretary, Rural Development of the respective State, who should examine such request in consultation with the Ministry of Rural Development, Government of India. In such cases, it must be ensured that adequate provision is made for requisite staffing needed for proper implementation of the programme.

- If effective programme design is critical to successful implementation of rural development programmes, so is an effective delivery agency. None of the anti-poverty programmes can have impact unless they are implemented with clarity of purpose and a commitment to the task. It is here that the DRDAs play a critical role. The DRDAs are not be implementing agencies, but can be very effective in enhancing the quality of implementation through overseeing the implementation of different programmes and ensuring that necessary linkages are provided. To this extent the DRDA is a supporting and a facilitating organization and needs to play a very effective role as a catalyst in development process.
State Institute for Rural Development (SIRD) of Maharashtra (YASHADA Pune):

Yashwantrao Chavan Academy of Development Administration (YASHADA) is the Administrative Training Institute of the Government of Maharashtra, and meets the training needs of Government departments and rural and urban non-officials and stakeholders. Human Resource Development has traditionally been one of Maharashtra's major strengths. The importance of evolving sound and responsive administrative systems was realized as far back as 1963 when the Administrative Staff College (ASC) was established in Mumbai. The ASC was relocated at Pune in 1984 and renamed "Maharashtra Institute of Development Administration" (MIDA). MIDA, constituted as an autonomous society under the Societies Registrations Act, 1860, was to serve as the apex body for promoting and developing modern management practices and was to function as the nodal state level training institute in the field of development administration. Aptly enough, it was renamed, "Yashwantrao Chavan Academy of Development Administration" (YASHADA) in 1990, as a tribute to the pioneering spirit of the late Shri Y. B. Chavan, former
Chief Minister of Maharashtra & Deputy Prime Minister of India, who had inspired the setting up of the ASC.23

**Budget (2009-10) Focus on Rural Development Programmes:**

To bridge the rural-urban divide, budgetary allocations for all rural-focused schemes have increased by 45 per cent in this budget (2009-10). This means a major rise in Government spending for schemes such as National Rural Employment Guarantee Scheme (NREGS), Bharat Nirman, Rajiv Gandhi Grameen Vidyutikaran Yojana and **Indira Awas Yojana**. All this is to further stimulate demand in rural India, which has also been responsible for the perking up of many industrial sectors. Finance minister said that to increase productivity of assets and resources under NREGS, convergence with other schemes relating to agriculture, forests, water resources, land resources and rural roads is being initiated. In the first stage, 115 pilot districts have been selected for convergence. Moreover, the Swarna Jayanti Gram Swarojgar Yojana has been restructured as the National Rural Livelihood Mission to make it universal in application, and achieve a
time-bound poverty eradication target by 2014-15. Two flagship schemes – National Rural Health Mission (NRHM) and Rajiv Gandhi Drinking Water Mission – have also been provided higher plan allocations, and work on the National Food Security Act has begun, which will directly benefit families living below poverty line in both rural and urban areas.

The flagship programmes of the Government have seen an increased allocation in the Budget proposals for 2009-10. The outlay for the ambitious Bharat Nirman programme of six schemes for the development of rural infrastructure is proposed to be stepped up by 45 per cent in comparison to 2008-09. This programme is an important initiative for bridging the gap between the rural and urban areas and improving the quality of life of people, particularly the poor in the rural areas. The allocation for the Pradhan Mantri Gram Sadak Yojana is proposed to be increased to Rs 12,000 crore; that for the Rajiv Gandhi Grameen Viduytikaran Yojana to Rs 7,000 crore; and for the **Indira Awas Yojana to Rs 8,800 crore**. The Minister also announced that a sum of Rs 2,000 crore is proposed to be allocated for the **Rural Housing Fund** in the National Housing Bank from the shortfall in the
priority sector lending of commercial banks. This will boost the resource base of the NHB for their re-finance operations in rural housing sector. The move will broaden the pace of rural housing. The Minister also announced launching of a new scheme called the Pradhan Mantri Adarsh Gram Yojana for integrated development of 1,000 villages in which the population of Scheduled Castes is above 50 per cent. There are 44,000 such villages in the country.\textsuperscript{24}

Growth with Social justice’ has been the basic objective of planning in India. Government of India views Rural Development as critical to India’s economic and social development. The policy objective is to achieve ‘Samagra Gramin Vikas’, addressing all the issues of basic needs of the people in the rural areas. In this direction, the Ministry of Rural Development plays a pivotal role, through a number of programmes, aimed at improving the life - both individual and community of the rural people. Inclusive economic growth is the most talked about issue in India. This is due to the fact that the impacts of the recent spectacular growth have not been able to percolate down to various segments of population, most importantly to the rural population. Rural infrastructures in India have still
remained far from satisfactory and amongst others, lack of funds is one critical reason for this. In order to ensure smooth flow of funds for the development of infrastructure in rural India, rural infrastructure development fund (RIDF) was introduced in the budget.

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