Appendix II

APPROACHES OF DEVELOPMENT PROGRAMME SINCE INDEPENDENCE

Community Development Approach

The panchayats held very important place in the public administration during Ramayana and Mahabharata Periods. Similarly, during the Buddhist and Mauraya periods, Panchayat or Gram sanghs were entrusted to run the village administration of republics. Muslims rulers did not disturb the Panchayat institutions. With the establishment of British rule in India, Panchayat were given least importance in the administration which, in turn, led to the disruption of village community life. Therefore, after independence with the setting up National Planning Commission first priority and utmost importance was given community development in rural areas. The National Planning Commission came into existence in March 1950 with object of establishing a welfare state. The Commission felt that development of rural areas and rural community is necessary since more than 80 per cent of population of the country lived in villages. The community development programme launched on 2nd October, 1952, was the first attempt to tackle the problem of rural India through reviving and revitalising the social, political, economic and cultural life of the villagers and also through the active participation of the rural people. First approach that was made use of in rural development programmes was Community Development Approach. The very essence of the community development approach was people’s participation not only in implementation of the CDP but also in planning at the local level. The First Five Year Plan stated that the Community Development is the method and Rural Extension the agency through which the Five Year Plan seeks to initiate a process of transformation of the social and economic life of the villages. Rural development was undertaken by different branches of the administration in the States but there was absence of coordinated approach. The community development approach was put into practice through the launch of Community Development Programme (CDP) in 1952 and it was based on the experiences and

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lessons of past rural development programmes.\textsuperscript{3} The approach was based on community projects with each project covering about 300 villages spread over roughly 450 to 500 square mile of area and having a cultivated area of 1.5 lakh acres and population of 2 lakh. In the beginning the CDP started 55 Projects of rural development and the main lines of activity that can be taken in each community project included Agriculture and related matters, irrigation, communications, education, health, supplementary employment, housing, training, and social welfare.

The approach stressed on four-tier organisational structure covering national level, state level, district level and project level and therefore an attempt was made to involve each level of administration in the implementation of programme to ensure coordination which was hitherto missing. For implementing the CDP at the Central level, the provision was made of designating Planning Commission as Central Committee to lay down broad policies and provide general supervision and an Administrator of Community Projects under the Central Committee to plan, direct and coordinate Community Projects in consultation with appropriate authorities in the States. At the State level, the CDP was to be implemented by State Development Committee consisting of Chief Minister and others Ministers along with State Development Commissioner, who can be assisted by appointing Deputy Development Commissioner wherever necessary, or similar official. The Commissioner was to act as Secretary to State Committee and he was charged with responsibility of directing community projects in the State. At the district level the provision was made of constituting District Development Board to implement the CDP. The District Collector was to be Chairman of the Board with District Development Officer as the executive Secretary who would operate under the directions of State Development Commissioner to implement the CDP at district level. Finally at the Project level the CDP, the Project Executive Officer, assisted by nearly 125 supervisors and village level workers, was responsible to implement projects of the CDP and successful operation of project activities.\textsuperscript{4}

For ensuring people’s participation in planning of Community Projects, the CDP provided for setting up of Project Advisory Committee that would consist of all the non-official elements including the villagers and voluntary organisations within the project area. The First Five Year Plan document emphasised that the works, though it might involve some risks, had to

\textsuperscript{3} Planning Commission, \textit{First Five Year Plan}, Chapter 15, Government of India, 1952.

\textsuperscript{4} Planning Commission, \textit{First Five Year Plan}, Chapter 15, Government of India, 1952.
be handed over to people themselves if they were to be groomed as the future builders of the country, thus, leaving the function of funding and technical assistance to government agencies. Villagers were to contribute to community development either in cash or labour, however, relaxation from financial contribution was given to backward areas and areas inhabited by SCs and STs in majority. The proportion of financial obligations was divided between the Centre and the State Governments differently for recurring and non-recurring expenditure. For non-recurring expenditure the Centre was to contribute 75 per cent and States were to contribute 25 per cent and 50 per cent each by the Centre and States towards recurring expenditure which was likely to be Rs. 3 lakh for each project. The systematic evaluation of the CDP was to point out methods which would prove effective and as well as non-effective during the course of implementation of Community Projects. The evaluation was also to reveal the impact of projects on economy and culture of India. The Planning Commission was the agency responsible for conducting evaluation in close cooperation with Ford Foundation and Technical Cooperation Administration.

**Integrated Development Approach**

This approach of development programmes was adopted and brought into operation in late 1970s when Integrated Rural Development Programme (IRDP) was launched in the country. This integrated development approach was based on the idea that the rural development cannot occur with the improvement of any one aspect, rather, there needed integration of all development aspects. Under the IRDP, the poorest of the poor was selected and a viable economic activities involving production was identified in that region. The selected household was provided with bank loan with subsidy component to purchase capital equipment for production to start suitable economic activity that would provide adequate income to that family. The concept of an Integrated Rural Development Programme was first proposed in the Central budget of 1976-77 and a beginning was made. This programme was intended to assist the rural population to derive economic benefits from the developmental assets of each area. The programme with some modifications was introduced on an expanded scale in 1978-79, beginning with 2300 blocks, of which 2000 were under coterminous coverage with the SFDA, the DPAP

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and the CDP programmes. With another 300 blocks added during 1979-80, its coverage was extended to 2600 blocks as on March 31, 1980. The programme emphasised the family rather than individual approach in identification of beneficiaries. Around 5.3 million Families had been identified under the programme for assistance at the end of fiscal year of 1980.⁶

The programme covered small and marginal farmers, agricultural workers and landless labourers and rural craftsmen and artisans and virtually all the families of about 5 persons with an annual income level below 3500. The main aim of IRDP was to raise the levels of the BPL families in the rural areas above the poverty line on a lasting basis by giving them income generating assets and access to credit and other inputs. The programme was to be implemented by District Rural Development Agency (DRDA) with the assistance from block level machinery.⁷ The basic objective of IRDP was to enable identified rural poor families to augment their incomes and cross the poverty line through acquisition of credit based productive assets. Assistance was given in the form of subsidy by the government and term credit by the financial institutions for income generating activities. It was a centrally sponsored scheme funded on 50:50 basis by the Centre and the states. It was stipulated that at least 50 per cent of the assisted families should belong to Scheduled Caste and Scheduled Tribe categories. It was also required that at least 40 per cent of those assisted should be women under this programme.⁸

The success of the programme was limited by a couple of reasons. One such reason was that the administrative structure for the execution of this programme below district level i.e. at block level was not adequate and personnel were not well trained. There was excess involvement of administrative officials. Second reason was the lack or absence of supporting or back up programmes, for an instance, shortage of buffaloes, cows and sewing machines.⁹ In the study of planning commission uniform pattern was found regarding organisational set up at the State Headquarters for the administration and execution of IRDP. The strong administrative setup recommended by the Ministry of Rural Development had not come into existence in most of the

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States except Gujarat and Rajasthan and to some extent Andhra Pradesh. A few States were also not ready to share the burden of even 50% of the cost of development due to paucity of resources. Most of the States had constituted state level Coordination Committees for the supervision and coordination of the programmes. However, there was lack of coordination at the district and block level. Some States governments had not even attempted to prepare the 5 year perspective plan for the respective districts in spite of the emphasis in the guidelines. Most of the DRDAs in different states laid more stress on the responsibility of the banks for the provision of credit facilities and the technical extension aspect while ignoring the supply of inputs, marketing and other infrastructural support needed that were crucial for the successful implementation of the programme.\textsuperscript{10} In some areas it was reported that the subsidy amount was not adjusted immediately after providing assets to the beneficiaries with the result that the beneficiaries had to pay interest even on the subsidy portion of the cost of the assets. A few bank branches were also reported to be insisting on security from the beneficiaries even for loans upto Rs.1000. The involvement of banks in the selection of beneficiaries or in the preparation of project profiles in many States was nil.\textsuperscript{11}

\textit{Direct Attack Approach}

The genesis of what have come to be known as ‘direct’ anti-poverty programmes can be traced to the perception from about the late sixties that the benefits of growth had insufficiently percolated to the rural poor. There were other factors as well. Growth itself had slackened from the mid-sixties and the Green Revolution was seen to have widened disparities, regionally and between large and small farmers.\textsuperscript{12} Small and Marginal Farmers Development Programme (through creation of SFDA and MFALDA), Drought Prone Area Programme (DPAP), Desert Development Programme (DDP), Cattle and Livestock Development Programme and Food for Work Programme of the seventies constituted a more direct attack on the problem of rural


\textsuperscript{12} S. Subramanian (ed.), \textit{India’s Development Experience}, New Delhi: Oxford University Press, 2001, p. 34.
In 1970-71, the Rural Works Programme (RWP) was instrumental in mitigating the severity of droughts and providing relief in the drought affected areas. In 1973, the RWP was replaced by the Drought Prone Area Programme (DPAP) which was based on area development approach. The DPAP began with the objective and long term strategy of restoring ecological balance, overcoming the conditions of scarcity, effecting optimum utilisation of land, water, livestock and human resources, changing agronomic practices, animal husbandry development, and management of irrigation. Similarly, another area-based development programme Desert Development Programme (DDP) commenced in 1977-78 as centrally sponsored scheme and from Seventh Plan converted into central sector scheme entailing 100 per cent funding by the Central Government. The DDP was implemented in the hot arid areas of Rajasthan, Haryana and Gujarat and the cold arid deserts of Jammu and Kashmir and Himachal Pradesh. The major objectives of the DDP were controlling the desert, restoring the ecological balance, stabilising sand-dunes and creating conditions which would improve the economic level of the people in the desert areas.

**Area Development Approach**

The planned economic development in India aimed at ensuring the balanced development of different geographical regions of the country as also extending the fruits of the economic development to the areas lagging in development. The successive Five Year Plans contained provisions to realize above mentioned aims in larger measure. Area Development or Special Area Development Programmes were initiated to address the development needs of the desert areas, hilly areas, areas inhabited prominently by the backward class people, tribal areas, areas facing recurrent famines and drought conditions, etc. Small and Marginal Farmers Development Programmes, Drought Prone Area Programmes, Desert Development Programmes, Cattle and Livestock Development Programmes and Food for Work Programmes of the seventies constituted a more direct attack on the problem of rural poverty.

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It was recognized that the pathways of development adopted in the past have resulted in an uneven distribution of the benefits of economic growth not only among geographical areas and but also among different socio-economic groups. It was in realisation of this phenomenon that certain specific target group oriented programmes, such as SFDA and MFAL were initiated during the Fourth and Fifth Five Year Plan periods. Special programmes for drought-prone, desert and tribal areas were also initiated. But in spite of these programmes, certain geographical areas present some ecological and socio-cultural features, which unless specifically taken into account do not permit the present planning process and the schemes developed within it, to be of major assistance to them. The hill areas of the country belong to this category. Development of the resources of the hill areas is hence necessary in order to enable the population living in these areas, which are by and large very poor, to have their share of the benefits accruing from modern science and technology. But such development, however, has to proceed in a way that the ecosystem constituting the hills and the plains, is not irreversibly damaged, but is preserved in a suitable condition for future generations. Therefore, there is a paramount need for conceiving an integrated strategy for the development of the hill areas based on sound principles of ecology and economics. It was in realisation of this need that special hill area development programmes were initiated during the Fifth Plan. During the Sixth Plan also, the hill areas of the country continued to receive special attention on account of their difficult terrain, agro-climatic conditions, historical lag in economic development, their environmental impact on the plains and above all their growth potential. The Commission felt the need for greater horizontal integration among the various elements of a development programme as mere regionalisation of the area budget alone would not help. Equally there was a need for a balance in emphasis between beneficiary-oriented and infrastructural development programmes, keeping in view the vital importance of ecological restoration and conservation.\footnote{Planning Commission, \textit{Sixth Five Year Plan}, Chapter 25, Government of India, 1980.}

In pursuance of Area Development Approach a special programme for the development of Drought Prone Areas (DPAP) was introduced in the mid 1970’s and a programme of development of desert areas in the late 1970’s. The DPAP was launched during the Fourth Plan. Since its inception a total expenditure of Rs. 426 crores was incurred on this programme upto March, 1980. The weakest aspect of its operation has been its lack of efforts and impact on the
development of dry land farming practices and cropping patterns.\textsuperscript{17} Another Area Development Programme i.e. the Desert Development Programme (DDP) was started in 1977. The Desert Development Programme was in operation in 128 blocks covering arid areas in 20 districts in 5 States in the country, including the two cold desert areas of Ladakh and Spiti. The main aim of the programme was to check desertification and combine it with projects which were to facilitate development of productivity and productive resources of the area and its inhabitants. Under this programme upto March, 1980, an expenditure of Rs. 23.21 crores was incurred mainly on schemes of afforestation, water harvesting, rural electrification and animal husbandry. This programme could not attract large investments particularly in forestry and pasture development because the forestry organisation in the States being inadequately equipped to meet the particular requirements of the desert areas. The DDP was implemented in hot deserts of Rajasthan, Gujarat, Haryana, and cold deserts of Jammu and Kashmir and Himachal Pradesh. Among the five states where the DDP was being implemented, Rajasthan had the largest coverage under the programme and later on the State of Rajasthan established a specialised Directorate of Desert Forestry and Pasture Development.\textsuperscript{18}

\textit{Employment Generation Approach}

After independence the government of India initiated many measures to tackle problem of unemployment and under-employment throughout the country though mainly targeting the rural areas where seasonal nature of employment was the major reason of unemployment and under-employment that was leading to acute poverty among the vulnerable groups. It was realised that the employment and income opportunities accrued more to those who were relatively well-off that led to widening of the gap between haves and have-nots. In this backdrop the government started addressing this problem of unemployment and under-employment by launching special employment generation programmes such as National Rural Employment Programme (NREP) and Rural Landless Employment Guarantee Programme aimed at poverty removal among the rural people in late 1970s.\textsuperscript{19} Under this approach two-pronged strategy was

\textsuperscript{17} Planning Commission, \textit{Sixth Five Year Plan}, Chapter 11, Government of India, 1980.
\textsuperscript{18} Planning Commission, \textit{Sixth Five Year Plan}, Chapter 11, Government of India, 1980.
adopted i.e. implementing self-employment generation programmes and wage employment programmes for example Integrated Rural Development Programme (IRDP) and Jawahar Rojgar Yojna (JRY) respectively. About 700 million man-days of employment avenues were provided to unskilled workers on annual basis under the JRY.\textsuperscript{20} Under the IRDP around 30 lakh households were provided assets for starting income generating self-employment activities.\textsuperscript{21}

In the employment generation category the Government of India started a wage employment programme for the rural masses to provide them employment opportunities in lean agriculture season. Commenced in 1977-78, the Food for Work Programme (FWP) targeted at creation of additional employment in rural areas on works of durable utility to the community with the use of surplus foodgrains available in the buffer stock for payment as wages. With initial slow start, the programme gained momentum in next year when 372.8 million mandays of employment were created by paying over 12 lakh tonnes of foodgrains as wages. During the drought year of 1979-80, about 600 to 700 million mandays of employment were generated with the utilization provisionally estimated at 23 lakh tonnes of foodgrains that included the special allotments which were made to the drought-affected States. The Programme, besides creating substantial additional employment in the rural areas during lean employment periods, more particularly in areas affected by the wide spread drought of 1979, had caused a positive impact on stabilisation of wages in the rural areas and also putting brake on the rise in food grain prices. The FWP helped in installing a large number of durable assets in rural areas such as irrigation tanks, school building and panchayat buildings, drinking water wells, paving of village streets and drainage. However, despite the notable progress the programme suffered from severe shortcomings with regard to planning and supervision of works. The operation of this programme on a year-to-year basis had resulted in uncertainty about its continuance for the full Plan period of Sixth Plan and it led to situation that the State Governments started showing disinclination to come up with the required technical and administrative support to effectively plan, monitor and oversee the programme. The State Governments had not made any serious effort to develop a shelf of projects for each block, which was useful from the point of view of


local needs and commensurate with overall national priorities. Therefore, among the major lacunas the one was adoption of works of low priority with dubious utility at several places such as the tendency to take up *kachha* roads on a large scale, which unless brought to at least a semi-pucca stage would not be able to survive one or at best two monsoons. Due to lack of the needed administrative and technical back-up, the work was often executed through contractors at some places.\(^{22}\) The Eighth Five Year Plan identified rural employment, poverty alleviation and micro-level planning as the three thrust areas of the Eighth Plan. The systematic approach in identifying the employment opportunities was advocated.\(^{23}\) In 1998-99, government proposed to unify the various poverty alleviation and employment generation programmes under the two broad categories of Self Employment Schemes and Wage Employment Schemes. The government also decided to rationalize funding and organizational patterns to achieve maximum beneficial impact of these programmes. The Swarna Jayanti Shahari Rozgar Yojana (SJSRY) which came into operation from December 1, 1997, sub-summing the earlier urban poverty alleviation programmes viz., Nehru Rozgar Yojana (NRY), Urban Basic Services Programme (UBSP) and Prime Minister’s Integrated Urban Poverty Eradication Programme (PMIUPEP). The scheme, funded on a 75:25 bases between the Centre and the states, aimed to provide gainful employment to the urban unemployed or underemployed poor by encouraging the setting up of self-employment ventures or provision of wage employment. It comprised of two special schemes i.e. The Urban Self-Employment Programme (USEP) and the Urban Wage Employment Programme (UWEP). The scheme gave a special impetus to empowering and uplifting the poor women and launched a special programme, namely, Development of Women and Children in urban areas under which groups of urban poor women setting up self-employment ventures were eligible for subsidy up to 50% of the project cost. Prime Minister’s RozgarYojana (PMRY) for providing self-employment to educated unemployed youth had been designed to provide employment to more than a million persons by setting up of seven lakh micro enterprises in

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Eighth Plan. During the Eighth Plan, loan in 7.70 lakh cases were sanctioned and 5.76 lakh cases disbursed. The scheme kept continued in the Ninth Plan also.\(^\text{24}\)

Jawahar Rozgar Yojana (JRY) was a wage employment programme with its main objective of generation of employment in the lean agriculture season to the unemployed and underemployed rural people both men and women living below the poverty line. The significant aspect of the scheme was that it was implemented by the Panchayats at the village, block and district levels in the ratio of 70:15:15 in that order. The Employment Assurance Scheme (EAS) was launched in 1993 during Narsimha Rao-led Congress Government. It was universalised in 1998 so as to make it applicable to all the rural blocks of the country. It aimed at providing 100 days of unskilled manual work up to two members of a family in the age group of 18 to 60 years normally residing in villages in the lean agriculture season, on demand, within the blocks covered under EAS. The Million Wells Scheme (MWS) which was earlier a sub-scheme of JRY was funded by the Centre and states in the ratio of 80:20. The objective of the MWS was to provide open irrigation wells free of cost to poor, small and marginal farmers belonging to SCs/STs and freed bonded labour.\(^\text{25}\)

**Convergence Approach**

In this approach different programmes were merged together to avoid duplication of same type of activities for the same sector and intended for same categories of beneficiaries. One of the objectives of making use of this approach of merging programmes was to curb wastage of funds by directing the funds for only one flagship programme rather than spending on more than one programme of similar objectives and catering to same segment of population. The approach came into practice in late 1980s. The National Rural Employment Programme (NREP) was launched in the year 1980 and Rural Landless Employment Guarantee Programme (RLEGP) was started in 1983. Both the NREP and the RLEGP were merged on February 28, 1989. In the same year Jawahar Rojgar Yojana (JRY) and Nehru Rojgar Yojana (NRY) were also fused together. Not only rural development sector witnessed this approach rather in agriculture sector this approach was implemented when in 1989 two programmes dealing with foodgrains production


i.e. Special Foodgrains Production Programme (SFPP) and Special Rice Production Programme (SRPP) were blended together. The SFPP and the SRPP were kicked off in 1986. During its rule the National Alliance Government (NDA) also put this approach into practice having launched Samproon Gramin Rozgar Yojana (SGRJ) by merging all existing schemes or programmes of rural employment.

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