CHAPTER - I
INTRODUCTION

1.1 INTRODUCTION

Employment is a part and parcel of our existence and lack of employment threatens the survival of man. The phenomenon of open unemployment emerged in the West with the onset of the industrial revolution in the Nineteenth century. Similarly, open unemployment in India started manifesting itself on a significant scale only in the twentieth century with the emergence of modern factories in the urban areas. Unemployment is thus curiously enough a product of industrialization, while industrialisation in turn is regarded as a cure for unemployment. As a result of industrialisation, underemployment and disguised unemployment are being converted into open unemployment.¹

World labour force constituted 3 billion people of which 25 to 30 percent were underemployed and 150 million people were unemployed in the year 1998-99. The estimates of ILO further reveal that in the age group of 15 to 24 year, there were about 60 million people unemployed in the same year. At present, employment situation in the world is quite alarming due to worldwide recession and the various types of barriers to employers are also causing mounting concern to many countries. Besides, the global competition has resulted in instability of large proportion of labour force.²

Attaining the goal of full employment has been the main objective persuaded by the nation. But, the term 'full employment' is
difficult to define. Economists have given four criteria by which a person may be considered employed; i.e. Time criteria, Income criteria, Willingness to work and Productivity criteria. In a developing country like India unemployed labour force was estimated to be 8 million during eighties and has grown at the rate of 2.5 percent per annum. But, as observed earlier, the rate of employment growth has also decelerated during recent years, resulting in growing rate of unemployment.³

An underdeveloped country like India is facing the problems of acute unemployment and underemployment. The basic reason for this is that the rural areas have failed miserably to generate adequate employment opportunities for the rapidly increasing population.⁴

Agriculture provides employment to nearly three quarters of the total labour force and the bulk of the additions to the total labour force continues to be absorbed in agriculture. This type of higher dependence of population on agriculture is aggravated by rapid population growth. The majority of rural masses work at low levels of productivity because their main source of employment is agriculture which spells in peak and slack season. This results in failure of providing continuous and gainful employment to them. Moreover during off agricultural seasons more and more rural women join the labour force which further aggravates the problem of employment.⁵

Rural India is no doubt endowed with abundant labour force but most of it is unskilled. As the rural economy makes progress as a result of diversification the demand for skilled labourers increases. Rural employment programmes are greatly handicapped unless the
skill constraints are removed. One of the organisational dimensions of block level planning is the need for upgrading the skills of workers through the provision of organised training. To reach the goal of full employment, a massive training programme should be there to support the ambitions of rural development programmes.6

The unemployment problem in India has some features. Firstly, the labour force constitutes a low proportion of the total population of the country. The rates are comparatively much lower than the developed countries. The second feature of employment situation in India is that significant proportion of the labour force is unemployed or underemployed. Inspite of our constant efforts to eradicate unemployment, the backlog of unemployment has continuously risen in each successive five year plan. The planning commission estimated the existing unemployment as on 1st April 1990 at 28 millions comprising 16 million unemployed and 12 million underemployed. It is feared that after 1st April 1990 the unemployment has risen somewhat faster. Thirdly unemployment is highly concentrated among youth, particularly in the age group of 15 to 29 years.7

In India work participation rate was 37.46 percent in 1992-93. It has remained more or less constant over the last 30 years. Rural unemployment has grown at the 1.53 percent per annum and urban employment at 3.66 percent in the same period. Work force in primary sector has been around 70 percent between 1951-81 eighth plan puts in at 66.5 percent in 1991, the only change discernable is that the proportion of cultivators have come down from 50 percent in
1951 to 38.7 percent in 1991. But percentage of agricultural labour has increased from 19.7 percent in 1951 to 26.2 in 1991. In secondary sector, a rise in work force was sighted from 12.2 percent in 1977 to 15.43 percent in 1988. The rise has been caused singularly by 10 percent rise in construction activity. In tertiary sector also there has been marginal increase inspite of large scale capital. As for NSS survey primary sector 60.4 percent workforce, secondary sector 17.4 percent and tertiary sector 22.2 percent workforce in 1999-2000.

In developing countries the female work participation rates (FWPR) are very low, particularly in Latin America and South Asia. Apart from ambiguity and inadequacy of concepts and definitions used in measuring women's employment which provides statistical explanation, the real causes for their low employment are to be found in the religious, tradition and cultural values, the colonial ideology and the evolution of social institutions that restrain women's entry into labour market. However the common factor is that women as weaker section and on gender consideration suffer from the market discrimination and hence pushed to separate low paying and low status jobs periphery in the context of employment or feminisation of occupation.

With regard to India "Employment For All" is a catchword in the modern era inspite of the likely addition of labour force due to ever increasing population. However, due to the privatisation more number of educated people are entering into labour force. It should be noted in this context that incidence of unemployment or
involuntary idleness is greater among educated unemployed as compared to usual status unemployment.\textsuperscript{10}

Poverty has remained the biggest challenge in Indian development efforts to bring about perceptible change, in the quality of life of its ever increasing millions. It has not been possible to improve a full proof strategy of poverty alleviation to face the challenge with equal force. India's experiments with poverty alleviation programme continue, because mass poverty continues to exist and no amount of achievements in other areas matter when a sizeable chunk of India's population remain emasculated and deprived of the fruits of socio economic development.\textsuperscript{11}

Today India is faced with the twin problem of unemployment and poverty. This needs to be solved by designing appropriate employment generation programmes. Recognising this the planners have emphasised employment generation in the five year plans and the governments have come out with several special employment programmes aimed at creating employment opportunities and alleviating poverty. Further a goal of employment for all in a time span of next ten years has been set for the first time in the eighth plan.

In view of the above, it is necessary to examine the potential and effectiveness of the various schemes and programmes undertaken by the government for the purpose of creating employment opportunities and benefiting different segments of population in different parts of the country.\textsuperscript{12}
The government has introduced a number of programmes where rural people are benefited directly during the plan period. Whether the programmes introduced for the benefit of rural people have really reached the target groups or not is matter of dispute. If an employment programme for people is introduced, it does not follow that people especially rural people are benefited. Hence it is pertinent to see whether the real purpose of the programme is fulfilled and the group for which it is meant is benefited or not.

Since these programmes are implemented by different departments and agencies of government, the modes of implementation of programmes are different. Therefore a detailed examination of the impact of each of these programmes becomes necessary.

There is a misconception about rural development among many who are involved in the planning and implementation of development programmes in rural areas. Even after five decades of planning we have not been able to evolve globally acceptable indigenous development models for the rural areas. Because it is the issue at the macro level that ignore the ground realities. We are pursuing a development policy with 'top to down' approach.13

Unemployment is more a calamity than a curse. Unemployment, acute poverty and inequality are cognates. So, any success in solving one of these problems would yield some success in solving others. The failure of trickle down theory of development forced the planers to launch a frontal attach on unemployment and under employment to solve the problem of rural poverty.14
Every country has a goal of achieving full employment. India lags far behind this target. In the various plans, the government has been keen in increasing rate of employment. But the setback in the development target has played a passive role in it. This is evident from the fact that unemployment which was nearly 2.9 percent at the end of first plan increased to 4.5 percent at the end of the third plan then to 9.6 percent by March 1969 and finally to 10.4 percent by end of fourth plan. Nearly 12 million persons fall in the category of open unemployment during sixth plan and by March 1985 the total number of unemployed was 13.89 millions. (As obtained from N.S.S. 38th round the beginning of 1990.)

As per the results of the latest quinquennial survey of National Sample survey Organisation on Employment and Unemployment (55th Round 1999-2000), the rate of growth of employment, on current Daily Status (CDS) basis, declined from 2.7 percent per annum in 1983-94 to 1.07 percent per annum in 1994-2000.

Scope of employment in agriculture is generally undermined, but in the Indian context this can be a big lapse in development policy. Agriculture is particularly, important when family and not just labour employment is to be sought for. In underdeveloped state of agriculture where productivity per family has a great scope for increasing agricultural productivity and income, must get the first priority in a development framework. It is contended that from all the above points agriculture affords positive proof of employment generation with in the rural sector.
"The problem of unemployment has assumed serious dimensions and threatens to become larger and more acute in the coming years." Acute unemployment and under-employment has generated several economic and social evils. "Expansion of employment opportunities" has been one of the basic objectives of the successive plans. Yet the problem has eluded any solution so far. The problem is causing social tension and unrest, particularly among the educated unemployed generation. Provision for gainful employment to the idle millions is essential for the removal of poverty.18

The primary objective of development planning in the country is to improve the socio-economic life of rural masses by generating sustained employment opportunities and thus alleviating poverty. Generating adequate and sustained employment opportunities has become a central attention of developmental plans. Since the beginning of the planning period, the renewed emphasis was given in the 1970s, especially when technocratic model of economic growth based in "trickle down hypothesis" proved to be inefficient and inadequate in percolating the benefits of economic growth in terms of adequate employment and income earning avenues to the poor.

The traditional agriculture sector with nearly three forth of the population and with about one-half contribution to the national income has got limited opportunities for employment, because it is organised through households which permit increasingly labour intensive adoptions in the organisation of work. Besides, there is maladjustment in the factors of production, untrained labour force with lacking land and irrigation and almost missing capital with age old know-how which results in acute problem of under-employment among in the agricultural working class.
The seasonal character of the agricultural operations has resulted in an uneven distribution of labour power. This waste of labour, due primarily to the enforced unemployment and under employment, exist side by side in rural areas. The period of complete inactivity in each agricultural region varies with the nature and variety of crops and cropping pattern. Broadly speaking Indian cultivator is unoccupied anywhere from 4 to 6 months in a year excepting in places where he has undertaken the cultivation of wet crops or where he grows more than one crop from the same soil in a year. While the cultivator, women folk are unoccupied for even longer part of the year.

1.2 MEANING OF RURAL UNEMPLOYMENT

Unemployment has been defined as a situation when a person able and willing to work does not get a suitable employment opportunity, and hence is denied access to a sources of income. The nature of unemployment in the rural sectors differs, in essence from that is found in the urban sector. The unemployment has been found to occur in various forms, depending upon the level of economic development, changes in economic structure. The phenomenon of unemployment undergoes a change in form, intensity and impact. At a lower level of development, with backward agriculture predominance, unemployment is a serious problem for the vast majority residing in villages, and takes mainly two forms viz., disguised unemployment and seasonal unemployment. Both these forms are however, associated with the under-developed nature of the economy, giving rise to the all prevailing structural unemployment.10
In the plan the calculations of employment and unemployment were based on (UPSS) usual principal and subsidiary status basis. The report the special groups viewed that (CDS) current daily status is a better measure of unemployment than the usual status therefore it recommended to use of CDS for estimation purpose. The rationale for using CDS is that the approach paper to the tenth plan, recommends creation of gainful employment opportunities for the entire additions to labour force in the tenth plan and beyond. This resulted into over estimation of the level of employment. To avoid this, the special, Groups suggested estimation of the extent of employment and unemployment on CDS basis, since it gives average daily picture of employment and therefore CDS measurement is approach rate measure to have an estimate of the gap that job to be created on gainful basis.20

1.3 NATURE OF UNEMPLOYMENT IN INDIA

India is a developing economy, the nature of unemployment, therefore, sharply differs from that prevails in industrially advanced countries. Lord Keynes diagnosed unemployment in advanced economies as the result of a deficiency of effective demand. It implied that in such economies machines become idle and demand for labour falls because the demand for the products of industry is no longer there. Thus, Keynesion remedies of unemployment concentrated on measures to keep the level of effective demand sufficiently high, so that the economic machine does not slacken the production of goods and services.
This type of unemployment caused by economic fluctuations did arise in India during the depression of the 1930, which caused untold misery. But with the growth of Keynesian remedies, it has been possible to mitigate cyclical unemployment. Similarly, after the second world war, when war time industries work being closed, there was a good deal of frictional unemployment caused by retrenchment in the army ordinance factories etc. These works were to be absorbed in peacetime industries. Similarly, the process of rationalization which started in India since 1950, also caused displacement of labour. The flexibility of an economy can be judged from the speed with which it heals frictional unemployment.

But more serious than cyclical unemployment or frictional unemployment in an under developed economy like India is the prevalence of chronic under-employment and disguised unemployment in the rural sector and the existence of urban unemployment among the educated classes. It would be worthwhile to emphasize here that unemployment in under developed economies like India is not the result of deficiency of effective demand in the Keynesian sense, but a consequence of shortage of capital equipment or their complementary resources.³ (Datta and Sundaram, 2000. P-368)²¹

The extent of unemployment may be examined in terms of different concepts. A comprehensive measure could be unemployment as per the daily status approach. It provides the average level of unemployment on a day during the survey year. It is a comprehensive measure because it takes into account the
unemployed days of the chronically unemployed, the unemployed
days of those who are employed as per the current weekly status
approach. In other words, it takes into account the unemployed days
of even employed persons and hence, seasonal unemployment also.

To sum up, there are mainly two peculiar features of
agricultural unemployment; viz. disguised and seasonal and the third
one, chronic unemployment. These features are largely due to the
under developed nature of the economy.

1.4 CAUSES FOR RURAL UNEMPLOYMENT

The problem of unemployment in the rural sector is rather
serious and what is more important is that the problem of under
employment in the rural sector remains as intractable as that of
unemployment. It is an anomaly that in many parts of the country,
during the busy agricultural season, shortages of labour are
frequently reported, while over the greater part of the year, they are
engaged in allied activities without continuous employment.

The unemployment and under employment in rural areas can
be attributed to

(i) The rapid growth in population.

(ii) The non-availability of subsidiary occupations in the rural
areas.

(iii) The inadequate development of non-agricultural sector from
the employment point of view.
(iv) Small holdings which keep the cultivators and landless laborers busy only for a part time. This is accentuated by the unevenness in distribution of holdings.

(v) The decay of the cottage industries.

(vi) Unremunerative nature of the agriculture economy due to rural indebtedness, typical pattern of village life illiteracy etc.

(vii) Seasonal nature of agricultural operations causing idleness among the agriculturists.

(VIII) Scarcity of capital characterised by poor overheads and equipments and inadequacy of working capital.

(ix) Unwillingness of the villagers to move out and leave the postural surroundings to take up employment elsewhere.

(x) Existence of the joint family system which is an unofficial agency for providing relief to the unemployment.

(xi) Prevalence of self-employment on a large scale.

(xii) Lack of occupational mobility due to social institutions particularly the caste-system.

(xiii) Rudimentary structure, limited horizons and lack of aspirations which enable the farmers to be satisfied with a very low level of income and

(xiv) Allotment of lesser resources to agriculture as a proportion of the total in every plan, beginning with second plan.22
1.5 EMPLOYMENT PATTERN IN INDIA

The trend in employment pattern in India reveals that sizeable amount of labour force is employed in their low productive rural and urban informal sectors owing to which poverty and unemployment seem to have concentrated in a big way. Therefore, it is the fundamental duty of the planners to formulate such policies which are most conducive to alleviate poverty. They should also simultaneously formulate schemes or strategies to see that under employment, which tends to exist in different regions in the country due to variation of demand for the goods produced is reduced to a considerable extent.

Essentially, the policy makers and the planner are required to keep in mind the entire spectrum of the economy of the country and divide into three sectors viz. Primary sector, Secondary sector, and Service sector so as to enable them to formulate plans to create better jobs and accelerate growth for multi-development.

Basically the developing countries must enhance the basis of agriculture and other allied areas and continue to plan for boosting, the primary sector (comprising agriculture, hunting, forestry and fishing and mining and querying) to create better jobs for absorption of unemployed persons, they should give impetus to boost, secondary sector (comprising manufacturing electricity, gas, water and construction work) for generation of huge employment. It is absolutely necessary for planners to evolve policy based planning, for tertiary sector for the generation of more number of productive jobs to absorb the unemployed persons.
India suffers from the chronic problem of mass unemployment as they have usually high rate of population growth and very low level of capital accumulation. Hence, the government of India should always place highest emphasis on generating employment as a major goal to achieve implementation of its economic policies. It is therefore, necessary that the employment generation schemes formulated in the country should to a greater extent respond to the need of absorption of available educated, highly educated, professionally qualified, highly skilled, semi skilled and unskilled manpower. The planners while moting such schemes are, therefore, basically and intensely required to analyse not only the stock of the type of available or likely available manpower for absorption in gainful employment but they should also provide educational scientific, engineering, technological, vocational training facilities available under the formal educational and training system in the country.

1.6 IMPERATIVES OF RURAL EMPLOYMENT PROGRAMMES

The need of the programmes in order to generate additional employment in rural areas lies in institutional changes and technique in Indian agriculture. As a combined result of land reform and Green Revolution, ownership of land concentrated and number of marginal farmers and landless labour grew up sharply. Green revolution led to mechanisation and capitalist farming which increased the number of landless agricultural labour. Thus, the Green Revolution, on the one hand reduced the job opportunities and increased number of persons searching wage employment on the other. Roy found, "employment slow down has been most acute in
the rural areas. Labour use per hectare declined in Punjab, Haryana and UP. An output growth of one percent results in an employment increase of zero in Punjab, 0.07 percent in Haryana and 0.19 percent in U.P. Growth in these states is clearly based on the use of factors other than labour. But this is not in Tamilnadu, Andra Pradesh and West Bengal. Where employment per hectare is more than in Haryana or Punjab. In these states as also in Bihar and Orissa, every increase in output per hectare brings about a matching expansion of employment.

Mechanization of agriculture in western developed countries was simultaneously characterised by declining population growth rate and rapid industrialization which kept natural increase in number of job seekers at low level and shifting of labour force from agriculture to industries respectively. Unfortunately, in our country, declining share of agriculture in G.N.P. is without corresponding conversion of agricultural population into industrial labour. Examined the effects of technological innovations introduced under Green Revolution and concluded that “since mechanization may dampen the increase in labour demand, resulting from the expanding factor of seed, fertilizers. The policies that encourage premature mechanization in surplus labour economies, such as India’s, do not seem conducive to solving the problem of growing unemployment” (Srivastava, 1971, p.). Hanumanth Rao also finally agrees to this view. Gurupadswami, a farmer minister, deeply realises the fact and warns, “of new opening for their productive involvement in alternative occupation are not created simultaneously (with the new agricultural strategy), unemployment or under employment of agricultural labour
might land in a situation which might become explosive both politically and economically.

Considering factor intensity, we find that not only content of capital increased and labour diminished, but the capital which could increase labour absorption rate in long run (irrigation facilities) has not been stressed on adequately. The cost of increasing use of chemical fertilizers and machines has been growing up at exorbitantly high rate whereas the cost, in real terms of every additional unit of land under irrigation has been declining (Mishra). However in our plans substantial gain to the poor is far from reality. Grass root level institutions too are greatly commanded by rural elites. Therefore, there is little doubt that the resources made available for the rural poor will not be developed by the rural.

With this background in order to eradicate poverty and solve unemployment problem a number of wage employment and self employment programmes are introduced during the plan period especially the V the plan onwards. This micro level study has taken four rural employment programmes viz. IRDP, TRYSEM, DWACRA and JRY in Davangeri District of Karnataka State.

1.7 RENAMED OR MERGER OF THE PROGRAMMES

Since the SGSY and JGSY have been introduced from April 1999 at the time of survey in the year June 2003, the beneficiaries were very few. It was too early to evaluate the new programme. Since these programmes viz. IRDP, TRYSEM, DWCARA and JRY were
merged in these new programmes, beneficiaries of these programmes before 1999 were selected for the study.

1.8 OBJECTIVES OF THE STUDY

The objectives of the study are:

- Analyse the socio-economic conditions of the beneficiaries in the study area;

- Know the implementation process of rural employment programmes;

- Study the peoples' participation, and utilization of rural employment programmes;

- Study the impact of IRDP, TRYSEM, DWACRA and JRY on awareness, availability of the programme, income and employment; and

- Identify the problems associated with the implementation of the programmes and offer policy suggestions.

1.9 HYPOTHESES

➢ The people in rural areas are not aware of all employment programmes.

➢ The rural employment programmes have not fully reached the target group i.e., the people below the poverty line.

➢ The benefits of these employment programmes on income and employment are very meager.
1.10 RESEARCH METHODOLOGY

The present study makes use of both primary and secondary data. Four rural employment programmes namely, IRDP, TRYSEM, DWACRA and JRY are taken for the study. The impact of these programmes is seen through the awareness about the programmes, sources, of awareness, the availing of the programmes and in the process the problems associated with these programmes are identified.

1.10.1 SELECTION OF VILLAGES

Selection of villages through a multistage random sampling method, twelve villages belonging to six talukas of Davangere district in Karnataka state are selected. The villages where all the four programmes are implemented were selected for the study. The villages are viz.,


1.10.2 SELECTION OF BENEFICIARIES

The exhaustive list of the beneficiaries prepared and regularly updated by taluka panchayat, gram panchayat, industrial centre, and child development office are used for the selection of beneficiaries. Total of 240 respondents i.e., 20 beneficiaries from each village at random are selected for the study. The technique of a
verbal method for securing data is used. The relevant data was collected through a schedule by contacting and interviewing them personally. Five respondents for each programme from each village are selected. Thus a total 60 beneficiaries of each programme are selected at random for the purpose.

1.10.3 COLLECTION OF DATA

The present study makes use of both primary and secondary data. The primary data was collected from 240 respondents i.e. 20 beneficiaries from each village are selected at random for the study. (i.e. 5 beneficiaries from each village each programme) Total 60 beneficiaries are selected for each programme are used. Period of the survey is from June to October 2003. The primary data is collected through a schedule by collecting and interviewing the respondent personally. Secondary data was collected through the books, journals, articles, papers, reports and other published reports. In addition to this, information was also collected through different officials such as officials from block development office, industrial centre, gram panchayat, grameena bank etc.

1.10.4 TOOLS OF DATA ANALYSIS

Present study makes use of simple statistical tools like averages, percentage etc and the emphases in this study is on tabular analysis of the data.
1.10.5 LIMITATION OF THE STUDY

This micro level study is mainly concentrating on the Davangeri District only. The findings are restricted to these four programmes in the study area. It may not be the same in other states or regions.

1.11 IMPORTANCE OF THE STUDY

Davanageri district has been newly created in the year 1997 on 15th August. In the district, rural population is 69.68 percent (2001) and 30.31 percent of the population is in urban areas. Of this 30.31 percent are belonging to SC/ST. Of the total population 51.24 percent are males and 48.75 percent are females. Inspite of a number of employment and poverty eradication programmes implemented still, nearly 44 percent (1997) of the population is below the poverty line. In this district rural employment programmes are implemented through different agencies in different places.

It shows that these programmes have not reached the target group in the rural areas. They have not brought any significant change in the income and employment position of the beneficiaries. Therefore the main objectives of the present study are to know how these programmes are implemented in the study area and to know how far these programmes are effective in bringing the change in the income and employment conditions and the problems associated with the implementation of the programmes and find out the causes for their failure. As the researcher is from the study area, is keen to know the impact of the programmes on the rural people. Though
there are many programmes, the present study mainly deals with four main employment programmes viz. IRDP, TRYSEM, DWACRA and JRY.

There are many studies on individual programme. But the present study is significant because it takes into account all the four major employment programmes together and see how far they have reached the target group, and benefited them. In that sense it is a special study. This study is mainly concerned with the implementation process of the programmes, awareness about the programmes and to know the employment and income status of the beneficiaries before and after availing the programmes. This study also deals with how far these programmes have created employability among the beneficiaries

1.12 ORGANISATION OF THE THESIS

The study is divided into Eight chapters

CHAPTER - I : INTRODUCTION

This chapter deals with importance of the study, objectives, Hypothesis, methodology, design of survey and chapter wise summary.

CHAPTER II : REVIEW OF LITERATURE

Review of the related literature is done in the second chapter.

CHAPTER III : OVERVIEW OF THE PROGRAMMES

In this chapter brief account of the programmes is given.
CHAPTER IV : PROFILE OF THE DISTRICT

It gives the natural, physical, agricultural, industrial, social background of the study area.

A profile of 12 villages from 6 talukas in Davanagiri district of Karnataka state is given.

CHAPTER V : IMPACT OF THE PROGRAMMES
(Analysis of the primary data)

This chapter is divided into two parts - I and II, Part - I deals with the impact of IRDP and part – II deals with TRYSEM.

CHAPTER VI : IMPACT OF THE PROGRAMMES
(Analysis of the primary data)

This chapter is divided into two parts I and II, Part - I deals with the impact of DWACRA and part – II analyses the impact of JRY programme.

CHAPTER VII : OVERALL IMPACT OF THE PROGRAMMES
(Analysis of the primary data)

The overall impact of all the four programmes viz. IRDP, TRYSEM, DWACRA and JRY is analysed.

CHAPTER VIII : SUMMARY AND FINDINGS

This chapter deals with the brief summary of each chapter. The findings of the study indicate that though the programmes have been introduced and implemented by the government they have not benefited the beneficiaries much in rural areas. The overall impact is very marginal. The various obstacles in the process of implementation and causes for failures are due to social, economic, administrative and political factors.
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