CHAPTER II

A REVIEW ON INTEGRATED RURAL DEVELOPMENT PROGRAMME IN INDIA
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Integrated Rural Development Programme, as explained in the first chapter, envisages the development of the rural poor by synergizing the institutional attitudinal changes and by promoting integrated use resources. This chapter presents a brief review on integrated rural development on India especially with reference to its objectives, strategy, beneficiaries and programmes of development.

OBJECTIVES OF INTEGRATED RURAL DEVELOPMENT PROGRAMME

The Sixth Five Year Plan of India, proposing of IRDP as a new programme, set forth the following objective for IRDP.

"... For increasing production in agricultural and allied sector by better use of land, water and sunlight and development of resources and income of vulnerable sections of population". (Sixth Five Year Plan, 1980-85).

Thus, the objective of IRDP in early stages envisaged the integrated use of resources, for increasing the productivity in the field of agriculture, animal husbandry, rural
industries etc., involving people from the vulnerable sections.

Subsequently the Rural Development Research Report, (1979) identified rural labour, rural artisans, marginal and small farmers, as the vulnerable sections in rural areas.

Government of India, after adopting IRDP as a new strategy for a rural development, specified the following as objectives:

1. To promote full and gainful employment among all the rural poor,
2. Development of agriculture and agro-industry for generation of employment opportunities,
3. To promote effective use of natural resources for maximum productivity, and
4. To create mass awakening and scientific temperament among rural people. (Sadhu & Singh)

While constituting District Rural Development Agencies, as part of revised strategy for IRDP, Government of India specified that IRDP provides assistance to families below the poverty line so as to enable them to increase their
income through a comprehensive plan of Integrated Rural Development (Government of India, D.O.No. 13013/79-IRD(1)). This indicates that by 1980 IRDP has come to concentrate exclusively on development of rural poor.

S.K. Sharma (1977:68) has listed the following objectives for IRDP in India:

1. Drawing the entire rural labour force into the main stream of economic activity.
2. Realizing the creative energies of the rural people.
3. Bringing the town into the countryside and thereby checking the drift of the rural population to cities.
4. Enhancing participation of women and youth in the development process.
5. Improving the living conditions of the rural majority and their quality of life, particularly through integration of development with environment.
6. The all-round development of the abundant man power, their economic and social productivity and work satisfaction.

Stressing on the participation of weaker sections in development process under IRDP. Srivastava (1986:58), listed
the following areas to be covered by IRDP:

1. To provide full and gainful employment;
2. to achieve at least 50% increase in agricultural production;
3. to revive/intensify traditional rural industries and trades;
4. to facilitate development of cottage and small scale agro-based and ancillary industries;
5. full development of local resources; and
6. to ensure that weaker sections of the rural society are enabled to participate in the development process.

The above information on the objectives of IRDP from the point of view of the government and researcher could be summarised in the following order.

a. IRDP aims at the socio-economic development of the poor, namely the landless labour, rural artisans, marginal and small farmers, and especially the scheduled castes, scheduled tribes and women.
b. IRDP envisages employment opportunities for the rural poor by initiating appropriate programme in the fields of agriculture, animal husbandry and rural industries.
c. IRDP proposes to increase the productivity in all sectors of rural economy through effective integration of the available resources, and
d. IRDP aims at reducing the extent of the poverty in India by generating fruitful employment opportunity and by helping the rural poor to acquire permanent and gainful assets.

In order to realise its objectives, IRDP in India has been following a specific strategy for planning, for identification of beneficiaries and for enlisting the participation of beneficiaries in IRDP programmes.

STRATEGY OF INTEGRATED RURAL DEVELOPMENT PROGRAMME

The strategy of Integrated Rural Development, as analysed by Venkata Reddy, (1988:128) seeks to achieve enhanced rural production and productivity, greater socio-economic equality aspirational balance in social and economic development, broader-based community participation in the process of development. It is a general programme of extending irrigation multiple cropping, promotion of high yielding varieties use of fertilizers, plant protection and the support of research, credit and supplies of inputs. Broadly speaking, this approach contains new elements of the same assimilated earlier philosophy
of community development and agricultural extension. It is a dynamic concept ever changing with respect to the conditions and requirements of the rural economy.

The process of development adopted by IRDP follows a strategy of micro-level planning, with family as its units, village as its area and block as its administrative structure (Sinha, 1984).

IRDP begins its plans of action by surveying the families and villages in each block. The survey is intended for identification of resources of the area and skills of the people. In the second phase, a survey of beneficiaries is undertaken with the purpose of identifying 600 families each year from each block. These families should be living below poverty line or should not have an income of more than Rs. 3,500 per annum.

From each selected family one beneficiary is identified, depending upon the interest of beneficiary and the skills with which the beneficiary is in touch, is helped to undertake a suitable programme of development. While 400 beneficiaries in the block are helped to undertake developmental activities in the primary sector, the other 200 beneficiaries are given assistance in secondary and territory sectors.
At the district level, a new body called District Rural Development Agency (DRDA) has been created for the purpose of identifying eligible families, helping in arranging credit and also providing subsidy. DRDA has to function in close co-ordination with the Lead Bank of the district in providing credit support to the programme. The block development organisation would select the target families.

The working and operational details of the new strategy and the mechanism with which the new thrust is translated into action spelt requires coordination in various areas, viz., integration of resources —human, natural and physical; programme integration—processing, production and marketing; and institutional integration, banks, co-operatives, panchayats, voluntary organisations and Public organisations. As observed by Sinha (1984), the success of Integrated Rural Development depends upon a symbolic combination of all these areas.

PROGRESS OF INTEGRATED RURAL DEVELOPMENT PROGRAMME IN INDIA

Integrated Rural Development Programme was launched in 300 blocks in 1978-79. During this period, 2,000 blocks in the country, covered by SFDA, DPAP and Command Area
Development were also made co-terminus programmes with IRDP. By the end of 1979-80, all the 5,011 blocks in the country were brought under IRDP (Sinha, 1984:36).

During the Sixth Plan Period (1980-85), IRDP covered 165.62 lakhs of beneficiaries of which 64.63 lakhs are from Scheduled Castes and Scheduled Tribes. Details of the beneficiaries covered under Sixth Five Year Plan are given in Table 2.1. The achievement of IRDP, as against the target for the Sixth Plan period is positive. Against a projected target of 50 lakhs, 64.63 lakh beneficiaries from Scheduled Castes and Scheduled Tribes have been covered by IRDP. Similarly, while the plan projected that 150 lakhs of poor should be reached through IRDP, 165.62 lakhs beneficiaries were covered.

For the period 1980-85, an allocation of ₹ 1,766.8 crores was made towards IRDP, of which the share of the Central Government was ₹ 901.6 crores. By the end of this period, an expenditure of ₹ 1,661.77 crores was incurred on IRDP, which includes ₹ 788.39 from the central share (for details see Table 2.2).

The priority given to IRDP in Sixth Five Year Plan was continued further. The Seventh Five Year Plan states in this context:
<table>
<thead>
<tr>
<th>Year</th>
<th>No. of beneficiaries</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>S.C/S.T.</td>
<td>Total</td>
</tr>
<tr>
<td>1980-81</td>
<td>7.81</td>
<td>27.27</td>
</tr>
<tr>
<td>1981-82</td>
<td>10.01</td>
<td>27.13</td>
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<tr>
<td>1982-83</td>
<td>14.06</td>
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<td>1983-84</td>
<td>15.37</td>
<td>36.85</td>
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<tr>
<td>1984-85</td>
<td>17.38</td>
<td>39.82</td>
</tr>
<tr>
<td>Total</td>
<td>64.63</td>
<td>165.62</td>
</tr>
<tr>
<td>Target</td>
<td>50.00</td>
<td>150.00</td>
</tr>
</tbody>
</table>

Source: Seventh Five Year Plan, 1985-90, Volume II
Government of India, Planning Commission, pp. 52-53.
## TABLE 2.2

EXPENDITURE ON INTEGRATED RURAL DEVELOPMENT PROGRAMME IN INDIA (1980-85)

<table>
<thead>
<tr>
<th>Year</th>
<th>Total allocation</th>
<th>Actual expenditure</th>
<th>Central allocation</th>
<th>Central expenditure</th>
</tr>
</thead>
<tbody>
<tr>
<td>1980-81</td>
<td>300.66</td>
<td>158.64</td>
<td>127.80</td>
<td>82.58</td>
</tr>
<tr>
<td>1981-82</td>
<td>250.55</td>
<td>264.65</td>
<td>153.26</td>
<td>128.45</td>
</tr>
<tr>
<td>1982-83</td>
<td>400.88</td>
<td>359.59</td>
<td>204.48</td>
<td>176.17</td>
</tr>
<tr>
<td>1983-84</td>
<td>407.36</td>
<td>406.09</td>
<td>207.72</td>
<td>194.23</td>
</tr>
<tr>
<td>1984-85</td>
<td>407.36</td>
<td>472.20</td>
<td>207.72</td>
<td>206.96</td>
</tr>
<tr>
<td>Total</td>
<td>1,766.80</td>
<td>1,661.77</td>
<td>901.60</td>
<td>788.39</td>
</tr>
</tbody>
</table>

(in crore ₹.)
"Poverty alleviation programmes have to be reviewed the wider prospective of socio-economic transformation in the country. While the present strategy of direct attack on poverty through specific poverty alleviation programmes is justified on account of insufficient of benefits to the poor from overall economic growth, it should be appreciated that the strategy of direct attack on poverty cannot sustained and would not yield the desired results, if the overall growth of the economy itself and benefits of such growth are in equi-bility distributed! (Seventh Five Year Plan, Vol. II, 1985:50).

The Seventh Five Year Plan has taken note of some of the deficiencies in the implementation of IRDP and modified the strategy to overcome the deficiencies. The revised strategy of IRDP under Seventh Plan contains the following features:

1. The programmes aim at the poorest among the poor who will be identified by an annual household income of Rs. 4,800 which is substantially lower than the income of Rs. 6,400 at the poverty line.

2. The strategy emphasis on the adoption of 'total household approach' which provides for a total package of services and benefits under different programmes to be identified household.

3. It is important to achieve a balanced sectoral coverage under the programme.
4. Emphasis has to be given to augmenting productivity through IRDP by taking up land based activities like minor irrigation, dry farming, horticulture, farm forestry and land reforms.

5. Importance would also be given to step up activities in industry, services and business sector.

6. Emphasis is also given to the development of infrastructure in rural areas by allocation of funds separately.

7. Development of skills and technology is given priority under IRDP.

8. Due emphasis for women in IRDP has also been entrusted.

9. The Special livestock Production Programme is to be merged with IRDP, and

10. The plan set up a target of reaching 20 million household in addition to helping in beneficiaries who did not cross the poverty line in the earlier plan.

To meet the target of reaching 20 million poor, the VII Five Year Plan allotted ₹ 3,473.99 crores, which includes a share of ₹ 1,864.38 from the centre and ₹ 1,609.61 from the state sector (NIRD, 1986).
Andhra Pradesh is among the first few states in India to adopt Integrated Rural Development Programme in 1977-78. Initially this programme was implemented 168 blocks where already small farmers development agencies and Drought Prone Area Programmes were under implementation in 1978-79. Six more blocks under IRDP and 16 blocks were added to IRDP in subsequent year. By 1980 all the 330 blocks in the state were brought under the umbrella of IRDP in Andhra Pradesh.

In order to administer Integrated Rural Development Programme effectively, all the districts were provided with District Rural Development Agencies by 1980. Emphasis was given to programmes such as agriculture, minor irrigation, animal husbandry, fisheries, forestry, sericulture, TRYSEM, and infrastructural development under IRDP in Andhra Pradesh.

During the Sixth Five Year Plan period, Andhra Pradesh has incurred an expenditure of ₹ 133.67 crores on IRDP, of which ₹ 62.8 crores were released by central government. The Seventh Plan proposed an outlay of ₹ 178.75 crores for IRDP in Andhra Pradesh (Seventh Five Year Plan, Andhra Pradesh, 1985:145-151).
From 1980 to 1988 IRDP in Andhra Pradesh has covered 19.16 lakhs of beneficiaries. While only 1.6 lakhs beneficiaries is covered in 1981, the number of beneficiaries under IRDP went upto 2.6 lakhs in the year 1987-88 (see Table 2.3 for details).

Out of 19.16 lakhs of beneficiaries covered by IRDP until 1988 in Andhra Pradesh, 7.4 lakhs are from Scheduled caste, 2.0 lakhs are from Scheduled Tribes. This shows that thorough care was taken to give priority for Scheduled Castes, Scheduled Tribes in IRDP programmes in Andhra Pradesh. Preference for women was given in IRDP with effect from year to year 1985-86, as per revised guidelines for implementation of IRDP in Seventh Five Year Plan period. Accordingly in the first three year Seven Plan 1.18 lakhs of women were assisted through IRDP in Andhra Pradesh, the year-wise the break of Scheduled Castes, Scheduled Tribes and women beneficiaries in Andhra Pradesh from 1980 to 1988 is given in Table 2.4.

In terms of coverage and implementation of IRDP in India as well as in Andhra Pradesh it can be concluded that the programme reached the projected targets in terms of financial allocations and beneficiaries. Whether the programme succeeded in bringing the beneficiaries above the level of poverty
<table>
<thead>
<tr>
<th>Year</th>
<th>No. of beneficiaries</th>
<th>Yearwise growth in percentage</th>
<th>Percentage to total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1980-81</td>
<td>1,66,463</td>
<td>-</td>
<td>8.68</td>
</tr>
<tr>
<td>1981-82</td>
<td>2,38,847</td>
<td>43.48</td>
<td>12.46</td>
</tr>
<tr>
<td>1982-83</td>
<td>2,84,198</td>
<td>22.05</td>
<td>14.82</td>
</tr>
<tr>
<td>1983-84</td>
<td>2,54,293</td>
<td>10.52</td>
<td>13.26</td>
</tr>
<tr>
<td>1984-85</td>
<td>2,71,967</td>
<td>6.95</td>
<td>14.19</td>
</tr>
<tr>
<td>1985-86</td>
<td>1,80,115</td>
<td>33.77</td>
<td>9.36</td>
</tr>
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<td>1986-87</td>
<td>2,56,944</td>
<td>42.66</td>
<td>13.40</td>
</tr>
<tr>
<td>1987-88</td>
<td>2,63,559</td>
<td>2.57</td>
<td>13.75</td>
</tr>
<tr>
<td>Total</td>
<td>19,16,386</td>
<td>-</td>
<td>100.00</td>
</tr>
<tr>
<td>Year</td>
<td>Scheduled Castes</td>
<td>Scheduled Tribes</td>
<td>Number</td>
</tr>
<tr>
<td>----------</td>
<td>------------------</td>
<td>------------------</td>
<td>--------</td>
</tr>
<tr>
<td>1980-81</td>
<td>57,309</td>
<td></td>
<td>1,4719</td>
</tr>
<tr>
<td>1981-82</td>
<td>98,129</td>
<td></td>
<td>22,369</td>
</tr>
<tr>
<td>1982-83</td>
<td>1,14,599</td>
<td></td>
<td>28,617</td>
</tr>
<tr>
<td>1983-84</td>
<td>89,236</td>
<td></td>
<td>25,921</td>
</tr>
<tr>
<td>1984-85</td>
<td>1,00,503</td>
<td></td>
<td>29,875</td>
</tr>
<tr>
<td>1985-86</td>
<td>77,154</td>
<td></td>
<td>19,729</td>
</tr>
<tr>
<td>1986-87</td>
<td>1,05,764</td>
<td></td>
<td>28,273</td>
</tr>
<tr>
<td>1987-88</td>
<td>1,02,084</td>
<td></td>
<td>31,126</td>
</tr>
<tr>
<td>Total</td>
<td>7,44,778</td>
<td></td>
<td>2,00,629</td>
</tr>
</tbody>
</table>
could be explained only by field studies. Hence, review of some of the studies on IRDP is presented here.

STUDIES ON INTEGRATED RURAL DEVELOPMENT PROGRAMME

The first major study on IRDP at national level was conducted by the Programme Evaluation Organisation of the Planning Commission in May 1985. It has covered 16 states and 1,170 beneficiaries. The major findings of study are:

1. About 90% of sample expressed that their income levels have improved.
2. Nearly 77% of the respondents revealed that their consumption level has increased.
3. About 49.4% of the households were able to cross the poverty line.
4. About 22% of the beneficiaries felt that financial assistance given to them by IRDP was inadequate.
5. About 26% of the beneficiaries were drawn from the families with an income above the poverty line i.e., more than Rs. 3,500/-
6. In about 26 per cent cases, assets were generated.
7. In about 20 per cent cases the assets failed to generate any income.
The study of P.E.O. pointed out the drawbacks in identification of the beneficiaries, lack of infrastructural facilities, lack of technical guidance, lack of co-ordination among the bank and block officials etc., as some of the shortcomings of the programmes.

The study on IRDP conducted by NABARD in 1984 shows that the extent of leakage was up to 26 per cent. The schemes related to minor irrigation were more successful. The schemes under animal husbandry were of poor quality. On average the IRDP schemes succeeded in generating incremental income to the extent of Rs. 1,616 per family (for details see Singh, V.S., 1988:8-10).

In the study conducted by Srivastava in Punjab, covering seven villages, it was observed that integrated development is not taking place under IRDP and that people's participation in developing programmes is not satisfactory.

Reviewing IRDP, P.N.Sharma (1988:17-22) concluded that only 40 to 60 of the households which received assistance under IRDP were able to cross the poverty line. For this poor result, he attributed improper selection of the beneficiaries as the main cause.
In a study of IRDP in Andhra Pradesh, Perumalla Rao and Natarajan (1988:25-29) have come to the following conclusions:

1. Repayment of the IRDP loans were found to be not satisfactory;
2. The beneficiaries under IRDP do not fulfil the requirements;
3. In many cases, loans given to the beneficiaries were misused, and
4. Majority of the sample failed to increase their economic status.

To overcome the deficiency they have suggested proper adherence to the guidelines in selection of the beneficiaries and appropriate training as solutions.

In conclusion, it can be stated that Integrated Rural Development Programme was started in India with an overall objective of raising the standard of life of the rural poor by assisting them in adopting employment oriented and income-generating schemes. Since inception in 1978, IRDP has been considered as a priority programme for rural development. Inspite of reaching many people under poverty line, as pointed by some of the studies, the programme was successful only partially.