CHAPTER - IV

POVERTY ALLEVIATION PROGRAMMES AND EXTENT OF THEIR IMPLEMENTATION IN HARYANA - A REVIEW
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For the development of rural areas and to provide income and employment to the rural poor, different approaches/policies have been adopted from time to time. Since independence, as demanded by the prevailing socio-economic and political situations, a series of programmes have been introduced to execute these approaches/policies. Some of the programmes were replaced with other programmes and some additional programmes have been introduced. Thus, currently a number of specific programmes are under implementation for the less-privileged section of rural community. These programmes are the means of eradicating poverty and thus achieving not only overall development of rural areas in the country but also the balanced regional development.

However, these programmes are not implemented in all the blocks of the state of Haryana. Even in certain blocks where these programmes are supposed to be implemented, there are certain villages which are yet to reap the benefits of these development programmes. This chapter therefore, deals with a review of the major poverty alleviation programmes and the extent of their implementation in Haryana state.

In India, the process of rural development and planning was initiated in early fifties. Even in the pre-independence
era there was realisation of the need for accelerated development of rural areas to provide income and employment to rural poor. But the comprehensive approach to rural development was introduced through the Community Development Programme (CDP) launched in early fifties. The unit selected for the implementation of this programme was the development block with a population of 80,000 to one lakh.

Intensive Agricultural District Programme (IADP) was taken up in 1960-61 followed by Intensive Agriculture Area Programme (IAAP) in 1964. Under this programme, a package of improved practices and services was provided to farmers which ultimately brought green revolution in the country. But this programme accentuated the disparities between the rich and the poor as the beneficiaries of this programme were large farmers and the rural poors like small and marginal farmers and landless labourers could not derive the desired benefits.

The realisation of the widening gap gave way to a new policy thrust from 1970 onwards. Thus "Special Programmes" for the target groups and area development programmes came into existence. The Small Farmers Development Agencies (SFDA) programme was meant for the target group of small and marginal farmers and agricultural labourers. The programme aimed at providing this group with physical inputs, technology, credit and marketing to raise their income. To supplement the benefits of this programme and to increase the employment opportunities for
weaker sections, "Food for work" programme was started in 1977. The programme was redesignated as National Rural Employment Programme (NREP) in 1980.

From 1979-80 onwards the strategy of poverty eradication followed in the country has been evolved out of the experience gained in the past. The tools of achieving rural development are 'three' different sets of programmes which can be grouped as:

i) Beneficiary Oriented Programmes

ii) Area Development Programmes

iii) Sectoral Development Programmes

(i) Beneficiary Oriented Programmes

Beneficiary oriented programmes are designed for the target groups like small and marginal farmers, agricultural and non-agricultural labourers, landless labourers and rural artisan and craftsmen. These are poverty alleviation programmes such as (a) Integrated Rural Development Programme (IRDP), which envisages generation of income for the poor through supply of productive assets, (b) employment generation programmes like National Rural Employment Programme (NREP) and Rural Landless Employment Guarantee Programme (RLEG). 

(ii) Area Development Programme

Special programme for the development of problem areas and backward areas are Drought Prone Area Programme (DPAP),
Desert Development Programme (DDP) and Hill Area Development Programme (HADP).

(iii) Sectoral Development Programme

For the overall development of various productive sectors normal departmental programmes are been implemented by government agencies. Thus, there are programmes for the development of agriculture and allied sectors and industries. There are also programmes for infrastructure development.

All the three sets of programme are supplementary and complimentary to each other and are to be implemented in an integrated way so as to render integrated development of rural areas.

1. Integrated Rural Development Programme (IRDP)

The concept of integrated programme of rural development based on local needs and resources endowment and potentials was initiated in 1976-77 in 20 selected districts. In 1978-79, it was revised to integrate the methodology and approach of the three major on-going schemes of SFDA, CAD and DPAD. The new programme was introduced in 2,300 development blocks of these 2,000 blocks were already covered by special programmes like the Small Farmers Development Agencies(SFDA), Drought Prone Area Programme(DPAP), Command Area Programme (CAD) and 300 blocks were outside special
programme area. At the end of 1979-80, the programme was in operation in 2,600 blocks, i.e. 51.8 per cent of the total blocks of the country. With effect from October 2, 1980, IRDP has been extended to all the blocks of the country.

IRDP is the biggest and most crucial "Anti-poverty programme" today. The objective of the programme is to provide assistance to the families below the poverty line to enable them to attain an income level above poverty line. The sixth Five Year Plan defined the cut-off limit to be an annual household income of ₹ 3500 for this purpose.

During the Seventh Plan, certain modifications and alterations have been made in some of the concepts and strategies of this programme. Poverty line has been raised from ₹ 3500 (annual income per family) to ₹ 6400 for the purpose of crossing the poverty line. The amount of line for the "identification" of family under IRDP would be ₹ 4800 annual income per family with the understanding that the families with annual income upto ₹ 3500 would be assisted first.

A comprehensive door to door survey conducted in Haryana from 1981-84, revealed that 5.19 lakh families were living below the poverty line, out of which 2.04 lakhs belonged to scheduled castes. A category-wise and income-wise break-up of these families is given in table-4.1.
### TABLE 4.1
**CATEGORY-WISE BREAK-UP OF THE FAMILIES LIVING BELOW THE POVERTY LINE (1980-84) IN HARYANA**

<table>
<thead>
<tr>
<th>Category of workers</th>
<th>No. of families below poverty line</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Small farmers</td>
<td>80,200</td>
</tr>
<tr>
<td>2. Marginal farmers</td>
<td>99,995</td>
</tr>
<tr>
<td>3. Landless Agricultural Labourers</td>
<td>1,63,770</td>
</tr>
<tr>
<td>4. Non-agricultural Labourers</td>
<td>1,28,769</td>
</tr>
<tr>
<td>5. Rural Artisans/Craftsmen</td>
<td>46,720</td>
</tr>
<tr>
<td><strong>Total:</strong></td>
<td><strong>5,19,444</strong></td>
</tr>
</tbody>
</table>

### TABLE 4.2
**INCOME-WISE BREAK-UP OF THE FAMILIES LIVING BELOW POVERTY LINE IN HARYANA (1980-84)**

<table>
<thead>
<tr>
<th>Annual per capita Income</th>
<th>No. of families below poverty line</th>
</tr>
</thead>
<tbody>
<tr>
<td>Upto ₹ 175</td>
<td>48,453</td>
</tr>
<tr>
<td>₹ 176 - 350</td>
<td>1,63,108</td>
</tr>
<tr>
<td>₹ 351 - 525</td>
<td>1,78,276</td>
</tr>
<tr>
<td>₹ 526 - 700</td>
<td>1,29,607</td>
</tr>
<tr>
<td><strong>Total:</strong></td>
<td><strong>5,19,444</strong></td>
</tr>
</tbody>
</table>

Source: Special Projects Rural Development Haryana.
During the Sixth Plan period 1.95 lakhs families including 0.92 lakhs scheduled caste were assisted under credit linked schemes. Against a national target of covering 30 per cent scheduled castes, Haryana state has covered 47 per cent.

Category-wise and income-wise break-up of the families assisted is given in table 4.3 and 4.4.

**TABLE 4.3**

**CATEGORY-WISE BREAK-UP OF THE FAMILIES ASSISTED DURING SIXTH PLAN (1980-85)**

<table>
<thead>
<tr>
<th>Category</th>
<th>Families assisted</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Small Farmers</td>
<td>36,341</td>
</tr>
<tr>
<td>2. Marginal farmers</td>
<td>46,171</td>
</tr>
<tr>
<td>3. Landless Agricultural Labourers</td>
<td>81,534</td>
</tr>
<tr>
<td>4. Non-agricultural Labourers</td>
<td>22,639</td>
</tr>
<tr>
<td>5. Rural Artisans/Craftsmen</td>
<td>8,315</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,95,000</strong></td>
</tr>
</tbody>
</table>
TABLE-A.4

INCOME-WISE BREAK-UP OF ASSISTED FAMILIES (1980-85)

<table>
<thead>
<tr>
<th>Annual per capita income</th>
<th>Families assisted</th>
</tr>
</thead>
<tbody>
<tr>
<td>Upto ₹ 175</td>
<td>35,100</td>
</tr>
<tr>
<td>₹ 176 - 350</td>
<td>76,056</td>
</tr>
<tr>
<td>₹ 351 - 525</td>
<td>56,550</td>
</tr>
<tr>
<td>₹ 526 - 700</td>
<td>27,300</td>
</tr>
<tr>
<td><strong>Total:</strong></td>
<td><strong>1,95,000</strong></td>
</tr>
</tbody>
</table>

Source: Special Projects Rural Development, Haryana.

In monetary terms, an expenditure of ₹ 3342.17 lakhs was incurred including ₹ 2919.56 lakhs given as subsidy. The share of the subsidy which went to scheduled castes was ₹ 1303.99 lakhs. The per capita subsidy and loan under credit linked schemes worked out to ₹ 1100 and ₹ 2461 giving a total per capita assistance/investment of ₹ 3561 in seventh Five Year Plan.

According to the strategy adopted for the seventh plan, the gains made during the sixth plan period are to be consolidated. The assisted families who have not been able to cross the poverty line are proposed to be given a second dose of assistance. A target of assisting 2,79,000 families has been fixed for the seventh plan.
2. National Rural Employment Programme (NREP)

The segment of the rural poor which largely depend on wage employment has no source of income during the lean agricultural period. The National Rural Employment Programme (NREP) was launched in October 1980 to take care of this segment. It became a regular plan programme from April, 1981.

This programme is being implemented as a centrally sponsored schemes on 50:50 sharing basis between centre and the states. Rural works resulting in creation of durable community assets are taken up under this programme. The types of works that are normally taken up, include construction of houses, minor irrigation tanks, drainage works, construction of rural roads, buildings, panchayat ghars, community centres and rural godowns.

In Haryana, during the sixth plan period 92.33 lakhs mandays were generated under this programme with an expenditure of Rs 1433 lakhs. Hundred of running kilometer of 'kacha' streets were brick-paned and nearly every village was covered with one or the other type of community facilities such as school buildings, Harijan chopals, panchayat ghar, retaining walls for ponds, veterinary dispensaries, rural latrines, installation of handpumps etc.

The village community through its Gram Panchayat is the core unit of implementation of this programme. The financial
contribution of the community was nearly 30 per cent of the total outlay and the works were executed directly by the Panchayats, giving employment to the local labourers and landless labourers.

Minimum wages to the workers have been steadily rising since 1980 from ₹ 8.40 to nearly double the amount i.e. ₹ 15.73 in 1984, with one kilogram of subsidised wheat as an integral component of the wage per manday.

The programme has now grown into a major participatory movement between the community and the government for rural development with the seventh plan outlay at ₹ 1960 lakhs.

3. Rural Landless Employment Guarantee Programme (RLEGP)

This programme was launched in 1983-84 as it was felt that the hard core of rural poverty, particularly pertaining to the employment opportunities for the landless agricultural labourers need to be tackled in a more specific manner. The basic objectives of the programme are:

(a) To improve and expand employment opportunities for rural landless with a view to providing employment for atleast one member of every landless labourer household upto 100 days in a year; and

(b) Creation of durable assets for strengthening the rural infrastructure which will lead to rapid growth.
In Haryana, this programme was started in the last year of sixth Five Year Plan in which 7.90 lakhs mandays were generated. The annual take-off under this programme is likely to be ₹ 350 lakhs and 8.06 lakhs mandays will be generated. With a matching contribution from the village community and department of education, special emphasis is being laid on the construction of school buildings in rural areas. Environmental improvement and provision of amenities in Harijan bastis have been given priority under this programme. The wheat component at subsidised rate has been raised from 1 kilogram to 4 kilograms, thereby increasing cash transfer.

RLEG P and NREP are major planks of the direct intervention alongwith the main beneficiaries -oriented IRDP to raise the income of the poorest of the poor.

4. Development of Women and Children in Rural Area (DWCRA)

A programme for the development of women and children in rural areas (DWCRA) was introduced in September 1982 in 50 selected blocks with a view to increasing their income and also to provide support service needed to enable them to take up income generating activities. DWCRA programme aims at training rural women individually an in small groups for undertaking economic activities to supplement their family income and looking after the health of their children.
In Haryana, this programme was started in Sirsa and Mahendergarh districts in 1982-83 and has been extended to Sonepat district in 1986-87. Though rural women in Haryana are shy by customs and tradition, 150 groups have been formed till now and training for 260 core women has been arranged in hosiery, bakery and soap making, 120 Mahila Mandals have been given training in undertaking economic activities. A massive intervention of women in economic activities has been planned in the seventh plan.

5. Training of Rural Youth for Self-Employment (TRYSEM)

In rural areas, labour is mainly agriculture-oriented and the employment opportunities are limited. Efforts were, therefore, needed to generate employment opportunities for unemployed and semi-employed rural youth.

With the objective of providing technical skill to rural youth to enable them seek employment in the field of agriculture and allied activities, industries, service and business activities, the scheme of Training of Rural Youth for Self Employment - abbreviate as TRYSEM was initiated in July/August 1979. Under the scheme 40 rural youth per block are to be imparted training every year in various trades to be taken for self-employment. The "target group" of the programme is rural unemployed or semi-employed youth between the age group of
19-35 years. The selection is based on the income criterion i.e. families whose income is below the poverty line (Rs 3500 per year). The priority in selection is given to the poorest families and only one beneficiary is taken from each family.

Trainees are paid stipends at the rate of Rs 75 to Rs 200 per month as per TRYSEM norms during the training period. Training institutes are also paid training expenses at the rate of Rs 50 per month, per trainee, for raw materials etc. A tool-kit is also provided free to the trainees, costing upto Rs 500 per trainee, to enable them to start their work immediately after the completion of training. The sixth plan aimed to train 2 lakh rural youth every year.

In Haryana, TRYSEM was initiated in 1979. During the sixth plan period 14,236 eligible persons were imparted technical training from 6 months to one year in 47 trades. It is proposed to impart similar trainings to about 18,600 rural youth during the next five years.

The training is imparted through technical institutions such as local Industrial Training Institutes (ITIs), Master Craftsmen (MCM) and Training-cum-Production Centres (TPC). Haryana state Small Scale Industries and Export Corporation (HSSIEC) is also running training-cum-production centres at district headquarters.
6. Minimum Need Programme (MNP)

The minimum Need Programme was introduced in the first year of the fifth Five Year Plan. The objective of the programme is to establish a network of basic services and facilities of social consumption in all the areas up to nationally accepted norms, within a specified time frame, to assist in raising living standards and in reducing the regional disparities in development. The programme is essentially an investment in human resources. The major component of this programme are elementary education, adult education, rural health, rural water supply, rural roads, rural electrification and rural housing.

During the sixth plan, total expenditure on this programme was ₹ 6,547,05 crores. During this period 22 million children were enrolled for elementary education, 20 million persons have been covered under adult education, 35,509 health sub-centres, 3,702 primary health centres (PHCS) and 400 CHCS were established. 1,92,00 problem villages and 47,000 other villages have been provided drinking water supply facilities, 13,07 million landless labourers families have been provided house sites, 34,489 villages were electrified. The implementing agencies are DRDA, block and different sectoral departments of the Government.
7. **Crash Scheme for Rural Employment (CSRE)**

The Crash Scheme for Rural Employment (CSRE) was started for the benefit of the rural unemployed in Fourth Five Year Plan. The scheme was introduced to provide employment to about 100 persons in every block or about 1000 persons in each district in rural development works. But the impact of the scheme was very small on any particular area because the resources were very thinly distributed and the programme was not integrated with the need of the area. The experience of the programme revealed that a large percentage of population lived in poverty in backward rural areas. Therefore, it was considered necessary specifically to promote the development of backward areas. This led to an emphasis on the area approach to rural development in the Fifth Five Year Plan. The Tribal Area Development Schemes (TADS), the Drought Prone Area Programme (DPAP) and other backward area development programmes are the examples of such area-based programmes for rural development.

8. **Drought Prone Area Programme (DPAP)**

Drought Prone Area Programme was started in the Fourth Plan. The objective of the programme is to develop the land, water, livestock and human resources of areas chronically affected by droughts. The programme has been in operation in 511 blocks of 70 districts and 13 states. Since its inception
upto March 1980, a total expenditure of Rs 426 crores has been incurred on this programme. During the Sixth Plan the expenditure on this programme was Rs 310 crores.

9. Desert Development Programme (DDP)

The Desert Development Programme (DDP) was started in 1977-78 in 120 blocks in 12 districts of 5 states. The main objective of the programme is to check desertification and combine it with projects which facilitate development of the area. Since its inception upto 1980, an expenditure of Rs 23,21 crores has been incurred. In the Sixth Plan, the outlay was Rs 100 crores.

In Haryana, the Desert Development Programme (DDP) is being implemented in Bhiwani, Hissar, Rohtak and Sirsa districts and Drought Prone Area Programme (DPAP) in Mahendergarh district of the state. During the Sixth Plan period Rs 1375 lakhs and Rs 788,46 lakhs have been spent under DDP and DPAP. Huge infrastructure has been created under agriculture, animal husbandry and dairy sectors.

10. Antyodaya Programme

The Antyodaya Programme was launched on 2nd October 1977 to tackle the problems of the weaker sections and to uplift the 'poorest of the poor' families by providing financial assistance in the form of loans by the Government financial
institutions to the poor rural households, in order to engage themselves in self-employment according to their capacity and ability. The criteria of selecting such poorest families in order of priority were as follows:

1. Families having no economic assets and having persons incapable of carrying out economic activity due to infirmity, disability of old age.

2. Families having no economic assets, but having at least one person, capable of earning an annual sum not exceeding ₹ 1200.

3. Families of landless agricultural labourers and artisans with an annual income ranging between ₹ 1200 to ₹ 1800.

4. Families owning some land and whose monthly per capita income does not exceed ₹ 55.

The responsibility of selecting the families was entrusted with Block Development Officers (BDOs) with the help and assistance of Panchayat Mukhia and village level workers (VLW). The scheme begins with the last family at the rock bottom of the society and slowly moves upward till all families below the poverty line are covered. Thus, the Government assumes direct responsibility for the economic upliftment of the rural poor on a family to family basis.
Some of the programmes included in the Antyodaya Programme are (a) old age and disability pension, (b) allotment of land, (c) bank loans, and (d) government jobs etc. Several ancillary benefits like free education, free medical facilities etc. will be given to the Antyodaya families. In short the programme has been planned in such a way, as to be able to come to the door-steps of the rural people, rather than the people going to its door-steps.

11. National Adult Education Programme (NAEP)

The National Adult Education Programme (NAEP) was launched in the country in 1978. Gradually it was spread over to all the states of the country. In the state of Haryana, this programme has been launched in all the blocks. This programme is very important in the sense that it deals with the most fundamental aspect of development, that is literacy.

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