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# **UNIT : 1 □ Rural socio-economic structure: Rural social structure, Rural economy, poverty, Rural demography**

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## **1.1 Introduction**

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Village is the most ancient human settlement. It is the unit of rural settlement. In India around 72% people live in villages. Cultivation and agri-allied activities are the predominant occupation of rural area. People are relatively homogenous in nature. Indian rural society has its own momentum, solidarity and uniqueness. Community consciousness, familyties, lineages and caste system contribute in this solidarity of rural social structure. 'Dynasty after dynasty tumbles down, revolution succeeds revolution, Pathan, Moghol, Maratha, British are all master in turn but the village communities remain the same'. This phenomenon always draws attention of the social researchers. However, a slow change has been noticed in rural area due to westernization, industrialization and modernization. The national economy revolves round the village. But the condition of rural folk is very poor in general. Poverty, unemployment and under employment etc. lead to migration in the direction of rural to urban pattern. Low rate of literacy, high birth rate, high death rate, high IMR & MMR, gender inequality in rural society has nullified the development efforts.

Here in this unit rural social structure, economy and rural demography will be discussed in a lucid manner to help the students to understand the basics of indian rural society.

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## **1.2 Rural Social Structure**

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### **1.2.1 Society and Social Structure:**

Society is an abstract. One can't feel it by sense organs. According to Maclver & Page "Society is the web of social relationship". They also pointed out that ' society is a system of usages and procedures, of authority and mutual aid, of many groupings and divisions, of human behaviour and of liberties'.

Social structure is also an abstract concept. It can't be seen. According Talcott Parsons "social structure is the term applied to the particular arrangement of the interrelated institutions, agencies and social patterns as well as the states & roles which each person assumes in the group". Society functions through these units of social structure. These units are dynamic in nature. Another important concept is institution. It is an organized system of purposeful activities. Organization or Agency is an organized group. As for example, family is an organization and marriage is an

institution through which family begins. The state is an organization and the Constitution, law & Government are the institutions. The state functions through these institutions.

To understand Indian rural social structure one has to examine the village community, rural families, lineages and caste system as well as their interrelationship.

### **1.2.2 Village community:**

In Indian villages a spontaneous unity and solidarity becomes visible especially during village festivals or crisis moment. 'Wejfeeling' is the pivot of this solidarity. The villagers become proud with the success of any of its members. They reveal their identity by mentioning the name of their village. Their economic life revolves round agriculture and agri-allied activities. Most of the village festivals, folk songs and dances are based on agriculture. Their life is very simple and governed by traditional norms and customs. Primary or face-to-face relation exists. They help each other in crisis. However, the rural people do not accept any modern concept easily. Usually they believe in superstition.

### **1.2.3 Rural family:**

Family is the basic unit of society. In Indian villages joint or extended family is very common where the members of several generation live together and share common kitchen and common property. Social security in such family is much more than the nuclear family. This joint family usually controls the life & behaviour of its members. The eldest male member is the head of the family. Inheritance of property is through male line descent group (patrilineal). After marriage the bride usually go to live with her husband's house (patrilocal). However, among the Nayar of Kerala and Garo & Khasi of North-Eastern region matriarcheal family system exists.

Gradually, the role of joint family is decreasing with education, growing individualism and modernization. Number of nuclear family is increasing. Now the social status does not depend/ on family status, but on the education, profession and income of the individual. Due to implementation of certain development schemes, laws and formation of SHGs, the status of women in the family is increasing. They are also participating in decision-making process.

### **1.2.4 Lineages, Kinship:**

Another important social group that exists in Indian villages is lineage. A number of families who have blood relationship with each other, have a common traceable

descent is known as lineage. During birth and death within a family the role of this lineage group becomes visible. They observe the pollution period and necessary rituals. They are also known as consanguinal kin.

Another net-work of several families of many villages exists which is based on marriage. This is known as affinal kinship net-work. This network usually develops within the same caste.

Thus the family & lineage regulate the life of its members to certain extent. Although a slight change in this normative pattern may be noticed in a few cases, yet the role of these groups are still important in village life.

### **1.3.5 Caste System:**

Caste is an ancient/ age-old institution of Indian society. It is a hierarchical social stratification with fixed position in the society. According to A. Beteille "caste may be defined as a small & named group of persons characterized by endogamy, hereditary membership and specific style of life which sometimes includes the pursuit by tradition of a particular occupation and is usually associated with a more or less distinct ritual status in a hierarchical system based on the concepts of purity and pollution". Status hierarchy is determined by birth. It is both a unit as well as a system. As a unit it is a closed ranked status group. As a system it indicates the interdependency, interrelated statuses & patterned interactions.

Initially, there were our varnas viz: Brahmin, Kshatrya, Vaisya and Sudra. This varna model is pan Indian macro structural model or kingly model. Caste system rooted in the varna division of the society. It exists as micro-structural model in the village level. A vertical structure of caste in a village and horizontal ties exists with its counterparts in other villages.

Although the castes are socially segregated, yet they are interdependent as observed during certain social occasions. This is known as vertical unity (M. N. Srinivas). It is the jajmani system where each group is expected to give certain services to other castes. This traditional socio-economic tie is a permanent, hereditary and based on barter system. It provides economic and occupational security.

Each endogamous division of caste or sub caste is further divided into a number of clans or gotra. The members of a gotra believe that they have descended from a common ancestor. It creates fictitious blood relationships between the members. Gotra or clan is endogamous.

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## **1.3 Rural Economy**

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### **1.3.1. Background:**

Indian rural economy reveals round agriculture. The villages were almost self-sufficient. People of different castes provided certain services and in turn received food grains. Most of the people were landless agricultural labourer. During the British regime, rural economic system was completely ruined. The East India Company collected land revenue for sending the same to England as company profit. They never thought about Indian peasants. Since 1757 to 1947 there was almost no improvement in agricultural technology and irrigation system. An important duty of 78% was levied on textiles from India to England. As a result export of Indian textiles was restricted. They gave emphasis on the cultivation of Jute, Tea & Coffee to exploit Indian labour. The rural artisans & craftsman could not able to compete with the machine made British goods. This led to increase dependency on agriculture. Thus the Indian economy was drained and exploited by the British leading to stagnation, unemployment and poverty. As a result, famine was more frequent during nineteenth century.

### **1.3.2 Five Year Plan & Rural Economy:**

After independence, attempts have been made through Five Year Plans to promote economic growth keeping in view the then scenario of economic stagnation, unemployment, poverty etc. National Planning Commission was established in 1950. First Five Year Plan was started since 1951. The objectives and achievement in each Five Year Plan are furnished below to understand the efforts to strengthen rural economy.

#### ***First Five Year Plan (1951-56):***

Agriculture was given primary importance for self-sufficiency in food grains. The outlay of this sector was 30%. Emphasis was also on creation of employment opportunity, social justice, reduce price fluctuation etc. A target of 2.1% per annum increase in national income was fixed. Finally, the national income was increased to 3.6% per annum. Food grain production was increased by 20%. Expansion of Gram Panchayet and Co-operatives was made.

#### ***Second Five Year Plan (1956-61):***

Emphasis was on the increase of national income of 4.5% per annum, creation of employment opportunity, rapid development of the public sector. After the completion

of the period it was noticed that national income rose to 4% - a slower rate than envisaged. Small scale & cottage industries were expanded.

***Third Five Year Plan (1961-66):***

Target was to increase national income of 5.6% per annum. Emphasis was on agriculture along with industries and to remove inequalities in income and distribution of resources. The national income rose by 11.2% (more than 2% per annum) during the period. This failure was mainly due to conflict with China in 1962, with Pakistan in 1965 and severe drought conditions.

***Three Annual Plans (1966-69):***

To overcome the failure during third Five Year Plan, three Annual Plans were done. The Green Revolution was initiated during this period.

***Fourth Five Year Plan (1969-74):***

Objectives of this Plan were to emphasize growth with stability, increase production both in agriculture and industrial sector. Target was a growth rate of 5.7% per annum in national income. But only 3.4% was achieved. New technology was introduced in agricultural sector.

***Fifth Five Year Plan (1974-79):***

Objectives were to remove poverty and achieve self-reliance. Agricultural production was sufficient during the period. Net national product was 5.2% increase per annum. Emphasis was also given on domestic industries.

***Sixth Five Year Plan (1980-85):***

Target was of 5.2% per annum growth. Emphasis was on reduction of poverty & unemployment, promotion of agro-based industries, dispersal of industries to backward & rural areas. Target was achieved due to good agricultural production & rapid growth of the service sector. BPL percentage was reduced from 48.3% to 36.9%.

***Seventh Five Year Plan (1985-90):***

Target was of 5% increase in the net national product per annum, economic growth & removal of poverty. Achievement in agricultural sector was 3.4%. But there was no stability in growth.

***Eighth Five Year Plan (1992-97):***

Due to political instability, the plan could not be started in 1990. However, during this plan emphasis was on employment, investment in social sector, education and health. Achievement in agriculture and allied sector was 3.5%.

### ***Ninth Five Year Plan (1997-2002):***

Emphasis was on social justice, economic growth with equality, agriculture and rural development. Rate of increase in agricultural production was 2.7%.

### ***Tenth Five Year Plan (2002-07):***

Objectives are to reduce the BPL from 26% to 21% and increase the agriculture production by 3.97%.

In a nutshell, it may be stated that till 10th Fiver Year Plan period, Indian rural economy has improved a lot. During 70s, food production rate exceeded the population growth rate. After 1984-85, import of food grains was almost stopped. Now India has become self-sufficient in food grains. But there is the problem of unequal distribution. Production is also not equal in all parts of the country.

### **1.3.3 Various aspects of Rural Economy:**

#### **a) Agriculture:**

Indian rural economy depends mainly on agriculture. Around 70% of rural people earn their livelihoods through agriculture and agri-allied activities. During independence rate of production in agriculture sector was very low. It was heavily depended on monsoon. There were no irrigation facilities.

Through Five Year Plans several attempts have been made to improve the agriculture sector. Abolition of Zamindari system, land Reform Act, construction of dam for irrigation, use of modern agricultural technology, HYV seeds and fertilizers & pesticides etc. were important. As a result, cropping intensity and production has been increased. Since 1967-68 to 1988-89 Green Revolution was experienced. During that period, production of rice, wheat, Bazra, Maize etc. had increased a lot. To protect the farmers from moneylenders, the Government has launched several schemes. Agriculture, co-operative, National Bank for Agriculture & Rural Development (NABARD) etc. has been established. Insurance of crop may be done. However, certain problems such as water pollution, acidity of soil, destruction of useful insecticides etc. have also been noticed due to massive use of inorganic fertilizers and pesticides. In this juncture emphasis has been given on the use of bio-fertilizers such as vermi compost, NADEP compost and bio-pesticides. In every block there is Agriculture Development Office. Through this office efforts are made to introduce new agricultural technology and implement schemes to increase production in agriculture sector.

#### **b) Animal Husbandry:**

Animal husbandry is an integral part of rural economy. In most of the households in rural area one may find the practice composite farming. In an aggregate around 8-9% national income comes from animal husbandry sector. In the world, largest number of cattle and buffaloes are found in India. In most areas, ploughing is being done by bullock. Although, tractors replacing plough. Cows and buffaloes provide milk. Goat, sheep, chicks and ducks are another important part of farm economy. In rural areas the fanners usually rear it in a traditional way. At present emphasis has been given on livestock rearing in a scientific way for better income. Thrust has been given on artificial insemination for higher milk production, rearing of profitable varieties of goat, ducks & chicks. Vaccination programme is also undertaken villages through Block Livestock Development Office. There is staff like BLDO, VS, LDA etc. who make people aware about the scientific way of livestock rearing. There are certain schemes to establish dairy, poultry, goatery, duckery, piggery etc. Unemployed youths may take loan to start such animal husbandry programme.

#### **c) Fishery:**

Fishery is another important sector of rural economy. In the rural area farmers rear and manage fishery in ponds, which provides opportunity to fulfill the demands of the family throughout the year in most cases. Sometimes they sell it in the market. During the sixth plan Fish Farmers' Development Agency (FFDA) and the National Programme for Fish Seed Development were launched to encourage the farmers for inland fisheries. A large number of people of coastal belt of Andhra Pradesh, Gujarat, Karnataka, Kerala, Maharashtra, Orissa, Tamil Nadu and West Bengal earn their livelihood through marine fishing. Recently emphasis has been given on the formation of Fishery Groups and Fish Farmers' Co-operative to enhance fishery programme.

#### **d) Horticulture:**

Horticulture is another important economic activity of the rural area and an integral part of farm economy. Almost in all rural households one may find fruit plants like guava, lemon, safeda, papaya etc. in the homestead land or in the orchard. Some people also depend on floriculture and cultivation of bettle leaves. Apple in Himachal Pradesh and Kashmir; grapes in Maharashtra, Andhra Pradesh & Karnataka; mango in Andhra Pradesh and Uttar Pradesh are very important. Coconut and cashewnut production in India is also good which brings foreign money. Certain spices like chillies, cardamom, pepper, turmeric etc. also contribute in rural income. Recently emphasis has been given on orchard promotion programme in a scientific way as well as establishing food-processing unit.



#### **e) Forestry:**

In India around 22% land is covered with forest. Usually the tribal people live in and around the forest. Infact, their life & economy revolve round the forest. They earn their livelihoods by hunting & gathering of fruits, roots, and tubers etc. They collect fuel wood for domestic consumption, sal & kend leaves for sale in the market, plants for medicinal purpose. Through lak cultivation and sericulture the villager of forest area earn a lot. Thus forest plays an important role in rural economy especially in tribal areas.

#### **f) Small Scale Cottage Industries:**

This is a non-farm rural employment sector for around 20-25% of the workforce. A large number of products are used in the agricultural activities. Some of the families are involved in their traditional industries like weaving, ironsmith, gold smith, bamboo crafts, mat making, cane work, rope making etc. These cottage industries are usually household based, small scale in nature, having no higher labour, no heavy machine. Investment is also small in amount. On the other hand, the industries like khadi industry, shoe, soap, oil, biri, agarbati making etc. differ from the cottage industries in the sense of use of hire labour. Around 20% of the rural folk depend on cottage & small-scale industries. Most of the rural artisans are landless. Their economic condition is generally very poor. Emphasis has been given on the modernization of these industries for enhancing production and promoting the economic status of the concerned families. There is DRDC office in each district and Industrial Development Officer (IDO) in each block to look after the matter.

### **1.3.4 Unemployment and Poverty :**

The underdeveloped and developing countries usually suffer from the problems of unemployment and poverty. Food, shelter & clothings are the basic needs of human, beings. Along with these we need health and education related facilities. A large number of people of our country are not able to satisfy these needs. They suffer from malnutrition & diseases, live in poor unhygienic condition. They are usually unskilled and less educated or illiterate. As a result they are exploited in the society. To understand the situation of poverty the concept of Poverty Line has been introduced which is changed from time to time. Those who earn below this level are known as BPL people. Usually following parameters are used to determine BPL:

(i) Consumption expenditure, (ii) caloric value of foods, (iii) expenditure for essential commodities of life, (iv) per capita income etc. Though the concept of Poverty line one can estimate the number of BPL, yet it is not possible to understand

the depth of poverty. Professor Amartya Sen has developed the process to measure the depth of poverty (Sen Index) by using the following formula:

$$P = H [I (1 - I) g]$$

P = depth of poverty,

H = Head count ration (HCR)

I = Income gap

G = Gini coefficient.

In India around 26.1% people live below the poverty line. During 2002 there were 3.48 crors unemployed people in India. In rural area the percentage is higher than the urban sector. Infact in rural area one may find the cycle of unemployment, higher birth rate and poverty. To remove the problem of unemployment & poverty several schemes have been launched such as:

i) IRDP, TRYSEM, DWCRA, MWS; ii) NREP; iii) RLEGP; iv) JRY, v) SGRY; vi) PMGY; vii) SJSRY; viii) NREGS etc. At present emphasis has been given on NREGS to ensure 100 days work to the adult members of each family.

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## **1.4 Rural Demography**

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### **1.4.1 Concept of Demography importance of Rural Demography :**

Demography is the statistical study of human population - its size, structure, characteristics and growth. For planning purpose these statistics are essential. Through demography one can understand the past, present & future of population of any geographical location. In India demographic data are collected through population census, Sample Registration System (SRS) or Vital Statistics and National Sample Survey (NSS). Demographers usually do not consider urban and rural demography separately. But in the context of Rural Development the discussion of rural demography is essential especially in India where about 72% people live in rural areas. Indian rural population is characterized by low literacy, high birth rate, high IMR & MMR, unemployment & poverty.

### **1.4.2 Distribution of villages according to Population size :**

The villages in India have been classified into Five categories in 2001 Census according to population size as given below:

<i>Population size</i>	<i>No. of villages</i>
Below 500	2,36,004
500-999	1,58,124
1000-4999	2,21,040
5000-9999	15,058
10,000 & more	3,976

Planning is being done on the basis of population size. Primary School, Continuing Education Center, ICDS Center, Health Center etc. are established based on certain number of population. The residents of numerically small size villages may be deprived of such infrastructural facilities as it happens in tribal area, hilly-forest and riverside area. Infact this is a real problem of development planning. In Kerala most of the villages have more than 10,000 population. But in Qrissa, Chhattisgarh, Rajasthan, Jammu & Kashmir and North Eastern States population size of the villages is generally small.

### **1.4.3 Population size and its trends :**

According to the Census of a number of 74.24 corers people live in rural area. During the last decades (1991-2001) Indian population has increased around 18.06 corers of which 11.61 corers are rural population. Gradually the percentage of urban population in India has been increasing i.e. a decreasing trend of rural population. The trend is given below:

<b>Year</b>	<b>Population (Corers)</b>	<b>% Rural</b>
1951	36.1	82.8%
1961	43.9	82.0%
1971	54.8	80.1%
1981	68.5	76.8%
1991	86.3	74.27%
2001	102.8	72.22%

In Himachal Pradesh rural population is highest (90.21%) among the states. And it is lowest in Delhi i.e. only 7%. In Bihar, UP, Rajasthan, Sikkim, Assam, Orissa the

percentage of rural population is higher enough than the other states. In W.B. it is 71.97%. Due to urbanization & industrialization the percentage of urban population is increasing. Rural people are migrating to the urban area for job opportunity and other facilities.

#### **1.4.4 Structure of Rural Population :**

Within the rural population around 37% are children (0-14 years age group) and in urban area it is 30%. This rural urban difference indicates a higher birth rate in rural area. Analysis of the age-sex population pyramid reveals that the broad base of the pyramid is due to large number of people in early age group, which indicates a higher birth rate. During last 50 years the population in 0-14 years age group is decreasing very slowly. On the other hand, the percentage of middle age (15-59 years) and aged population (60+) is increasing. Increase in middle age population demands more work & employment. Increase in aged population means more investment in their security. The people of 0-14 years and 60 years & above are the dependant population. Increase in the size of this age group population will affect the economy. The earner dependency ratio is calculated by using following formula:

$$\text{Earner dependency Ratio} = \frac{\text{Dependant population (0-14 \& 60+ years)}}{\text{Population of 15-59 years}} \times 100$$

#### **1.4.5 Fertility :**

Fertility is the actual birth performance. In human society it is influenced by multiple factors of economic, social, religious, psychological etc. According to Bongart, marriage, contraception, abortion & post-partum infecundity these are the proximate determinants of fertility which are again influenced by secondary or indirect factors like income, education, family type, residence, religion, caste, law, Govt. policy etc.

Fertility in rural India is always higher than its urban counterpart. People in rural area are not much aware about fertility control. Literacy rate is also low. Early marriage, cultural dictum, compulsion for male child etc. also influence higher parity. Pregnancy is also an unplanned phenomenon in most cases. Fertility may be measured through CBR, GFR, TFR, and NRR etc.

$$\text{Crude Birth Rate (CBR)} = \frac{\text{No. of births in the year in a given locality}}{\text{Mid year population of that locality}} \times 1000$$

#### **1.4.6 Mortality :**

Mortality means death. It also influences population size. Crude Death Rate (CDR), Infant Mortality Rate (IMR), Maternal Mortality Rate (MMR) etc. indicate the health situation of a locality. In India these rates are higher in rural area than of urban locality. People of urban area are much more aware about health. Health facilities are also much better in urban area, for that reason mortality rate is lower. Crude Death Rate (CDR) may be calculated by using the formula given below:

$$\text{Crude Death Rate (CDR)} = \frac{\text{No. of deaths in given year}}{\text{Mid year population of that locality}} \times 1000$$

Both Crude Birth Rate (CBR) and Crude Death Rate (CDR) are used to calculate population growth rate.

Infant Mortality Rate (IMR) is high in rural due to poor health awareness, early marriage, teen age pregnancy, lack of immunization, malnutrition, higher parity, less birth interval etc. Maternal Mortality is also high in rural area.

#### **1.4.7 Migration :**

Migration denotes both immigration or in-migration and emigration or out-migration. When a person goes to settle in a new place permanently the phenomena is known as migration. There are certain reasons behind all types of migration. In India rural to urban migration is a common phenomenon. Due to employment opportunity, higher education and other facilities people usually go to settle in urban area. In rural area there are problems like poverty, unemployment, under employment, population pressure in agriculture, unequal distribution of land, etc. These factors also encourage migration from rural to urban area. It has been observed that among the migrants most of the people belong to 15-35 years age group.

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### **1.5 Conclusion**

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Village community, family, lineage & caste are the main components of rural social structure. This structure becomes vivid through the analysis of interrelationship of these groups. At present some changes have been noticed in the functions of these groups due to education, growing individualism and Govt. policy. Yet the family, lineage and caste play a crucial role in rural life.

During independence rural economy was very weak and stagnant. Poverty and

unemployment was common. Through Five Year Plans and implementation of various schemes rural economy has gradually gaining momentum. But still there are problems of low literacy, high birth rate, high IMR, unemployment and unequal distribution of land.

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## **1.6 Exercises**

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1. What do you mean by Social Structure? Discuss rural social structure in India.
2. Discuss the steps taken in different Five Year Plans to improve rural economy.
3. Discuss the structure of Rural Population and its characteristics.

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## **1.7 References**

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## **UNIT : 2 □ Rural Community Development**

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### **Structure :**

- 2.1. Background**
- 2.2. Concept of Rural Community Development**
- 2.3. Scope of Rural Community Development**
- 2.4. Importance of Studying Rural Community Development**
- 2.5. Exercises**
- 2.6. References**

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### **2.1. Background**

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During the ancient time people were organised to keep themselves safe from the beasts and other threats on life. They used to stay in group encompassing a leader-physically strong, mentally confident and intelligent to deal with the known and unknown dangers. Even the physically strong persons used to acquire and cultivate land jointly. The traditional practice of moving from one place to another started to be changed when people started to produce crops by their own effort. Different groups started to line together in some definite geographical area and the village had since been started to be organised as the living place of the people. These permanent settings of people in different location were emerged to be treated as villages. In the book 'The community and society' L. D. asborne and M. H. Neumeyer have pointed out that "a group of people living in a contiguous geographic area, having common centres of interests and activities and functioning together in the chief concerns of life." E. S. Bogarders in his 'Development of Social Thought' has pointed out that 'Human society has been cradled in the rural group.' Professor Vidya Bhusan and Sachdeva have pointed out that "the most impressive of the villages said to have existed five thousand or more years ago....."

It is very important to know the evolution of village and its growth that would help to get a clear picture about the village. Though there is no such structural definition of village, it can be described as a definite geographical area permanently inhabited by group of people having agriculture/ farming as their primary occupation and have very close relation with land/ agriculture. Pritirim Sorokin and Carle C. Zimmerman in their 'Principle of Rural-Urban Sociology' have said 'The prinipal criterion of the rural society or population is occupational, collection and cultivation

of plants and animals. Through it, rural society differs from others. It was the people who used to maintain close relationship among them, used to have strong we-feelings, better co-operation and understanding with each other.

But due to growth of urbanization and better communication system village people started migrating to cities/ towns in search of work. As a result of that significant changes have taken place in the socio-economic and structural life of village people. There might have various reasons behind such changes but main factors influencing the situation are– (i) increasing communication facility and means of communication (ii) promotion in the level of education and awareness (iii) industrialization and urbanization.

Based on the characteristics and problems the villages in India can be placed under three stages mentioned below.

(i) **The Primitive Stage** : During this stage rural people were deeply concerned to each other for which a degree of community feelings found to be existed. Professor Vidya Bhusan and Sachdeva says, “there are two peculiar features of the primitive village community; first, the part played by kinship and second its collectivist basis.” During this level of village life land and livestock farming were the basic part of their occupation. Almost all members of the village jointly took part in cultivation, production of crops and animal rearing. There was very close relation between the village people and farm based activities like crop production and animal rearing based on which people were in bondage of fellow feelings/ we feelings, practice of helping each other in distress was a part of culture.

(ii) **The Medieval Stage** : During this stage a new kind of system were found which was termed as landlord. On the otherhand villagers were compelled to lose their land holdings. These landless people had nothing to do except selling their labour. Despite the fact the fellow feelings and co-operatin were common among the people. Rural people being engaged in similar kind of occupation were orgained and had a community feelings depending open which these community people had been arousing voices jointly against any in justice. Landlords were hardly able to isolate the community people from each other.

(iii) **Modern Stage** : Due to rapid industrialization and increasing trend of urbanization, modern villages are showing a trend of gradual change in the way of rural life. Village people started getting more and more opportunity of work at cities and towns. As a result of that a large number of villagers migrated to the cities and towns for earning bread. Though there is no denial that even today majority of our people live in the rural areas and they still maintain community feelings despite the



threat of urban influence on the villages in our country. Even after the abolishment of 'Zamindari' system village people are maintaining to a great extent the various positive aspects of traditional village life.

If the trend of change and evolution of village in India are analysed, it will be found that there is significant influence of industrialization and urbanisation. These two influencing factors played very vital role on few aspects of village life and on their standard of living which may be pointed out in the following manner.

**Firstly**, there was limitation in land holding pattern. But the density of population was gradually increasing subsequent to which a large number of village people were compelled to accept the gradually deteriorating condition. Besides, the educated class of younger generation was fond of 'white-collar-job' in town rather than getting engaged in strenuous agricultural work or farming of livestock. A significant section of such people who moved to towns and cities in search of job or business settled there permanently.

**Secondly**, there was lack of adequate number of educational in the village areas. Adequate infrastructural support through which community people could have engaged themselves for generating their earnings was also absent. Since there was better scope and opportunities of education, training and employment in the urban areas people felt like to move to the towns and cities to avail of those opportunities.

It is fact that village situation is changing fast and despite various problems and difficulties which the village people are confronting in their daily life, it is found that large number of people are still living in villages and engaged in their traditional occupation— Agriculture, Animal rearing and cottage industry.

Rural community Development initiatives have played an immense role in bringing positive changes of various kinds. It is in this context that we will discuss the rural community development programmes in the following paragraphs.

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## **2.2. Concept of Rural Community Development**

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The term 'Rural', 'Community' and 'Development' bear the meaning of rural community development. Specifically, rural means the geographical area where most of the people are engaged in agriculture, livestock-farming, cottage industry etc. and having very close relation with nature. The community, on the other hand, refers to certain groups of people living in given geographical area having some common interest, beliefs and norms etc. According to Mac Lver, 'community is an area of social living marked by some degree of social coherence.' In this definition 'degree

of social coherence' is very important in terms of inter group and inter village relationship among the people. And 'development means progress or going forward. Thus rural community development means the positive changes or progress of rural community. However when we talk about rural community development we mean various rural development initiatives taken by the government including C. D. project—the pioneer rural community development project of India. The comments made by the Balwantarai Mehata Committee in respect of their study on the community development programme initiated in the year 1952 by the govt. of India include— “in this country, intended to apply it to the concept of the village community as a whole, cutting across the caste, religious and economic differences.” At the present day context rural community from its practical point of views can be categorised as the groups of people living in a specified geographical set up with a degree of fellow-feelingness and coherence. For instance, people living under a particular community development block may sometimes be treated as a community based on the criteria set for implementing particular project. On the other hand, there are on an average 10–15 Gram Panchayats under a particular Community Development Block. For fulfilment of the criteria of the particular project, sometimes one GP may be treated as the community or sometimes 5 to 6 villages under a G. P. may be treated as the community. According to the concept of Balwantarai Mehata Committee, 'We have so far used such terms as rural development, constructive work, adult education and rural upliftment to denote of its aspects.' Including different opinions on rural community development it is to point out that there are few aspects of rural community development depending upon which the process of development is initiated in the rural areas. These are being pointed out here as follows :

■ Agriculture is the main sector of rural economy and the largest employment generation in rural area. Hence in each and every plan of community development it is taken into consideration with greater importance. Infact, rural community development is not possible without giving due importance on the development of agricultural practice and farming of livestock. It is closely related with the enhancement of standard of life in rural area. It is usually said that increasing productivity in agriculture and livestock farming has a positive correlation with improvement of the rural way of life.

■ Rural development initiatives are now observing certain changes in its methods and approaches due to gradual change in the mind set of rural people who are mostly migrated to urban areas in search of work for food. Level of consciousness among the rural migrants is gradually increasing. It is also an important area as far as the people centric development is concerned.

▣▣▣▣▶ Level of education, particularly the women's literacy rate, has been taken as one of the thrust area for bringing around development of the rural areas. In his comments, Jawahar Lal Nehru, once said, 'to awaken the people, it is the women who must be awakened first. Once she is in move, the family moves, the village moves and the nation will move.' The concept is very relevant in the context of involving weaker sections of the society particularly the women in the process of enhancing their participation in the field fo rural community development.

In the 'conference of community Development' in the year 1948 at combridge, the community development was defined as "a movement designed to promote better living for the whole community, with the active participation and if possible on the initiative of community, but if this initiative is not forthcoming sponteneously, then by the use of techniques for arousing and stimulating it in order to secure its active and enthusiastic response to the movement." We find in this concept of rural community development two important aspects which include—

- Community initiative for the improvement in the standard of life with active participation by the community people themselves.
- Provision for technical and service oriented approaches which encourage self-help, mutual aids and enterprises.

There are few other aspects of rural community development. With a reference to Community Development Projects initiated by Govt. of India, it was perceived that community development might have been brought out by making diversification in rural economy increasing production and employment opportunity. In the first five year plan thrust was given on increasing rural resources and improvement of standard of living of rural masses. During this period voluntary organisations and community based organisations were extending support for helping the community to help improvement of the rural areas under the sponsorship of Government of India and states.

Based on various recommendations and observations made by experts professionals, researchers and educationists Govt. of India has been gradually changing approaches methods and dimension of its various development initiatives aiming at improvement of rural living. Govt. has indentified certain areas in due course with an objective to bring out alround development of rural community. Based on this, the areas may be pointed out here as fellows :

- ▣▣▣▣▶ Rural housing.
- ▣▣▣▣▶ Road and infrastructure development.

- ▣▣▣▣ Self-employment and poverty eradication.
- ▣▣▣▣ Women Empowerment and development of other weaker sections.
- ▣▣▣▣ Wise of rural technology and people's participation there to.
- ▣▣▣▣ Training / capacity building / entrepreneurs development.
- ▣▣▣▣ Information, Education and Communication.

All the aforesaid areas are interlinked to each other. In the context of rural community development it is to point out that it is a holistic approach by making integration among all the areas as referred to above for bringing all-round development of rural areas.

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### **2.3. Scope of Rural Community Development**

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In every sphere of community development initiatives there is emerging need of people's participation, mutual help and continuous endeavour for upliftment of their overall status. In this context building organisation, mobilising local resources and enhancing rural productivities are placed at the centre of all other relevant aspects. It is also admissible that scope of rural community development differs from man to man, organisation to organisation and professional to professional with their different points of views. But there is no denial that discussion on rural community development does not merely help to learn. The issues related to the various aspects of rural development but also if helps to know how the development of rural community is being brought out. Someone may deserve to learn more on this field of development, some others may contribute for the cause of rural people, because of the individual differences which are common happenings since the time immemorial. Accordingly, the scope of rural community development learning is widened with a close proximity to widened problems and difficulties in a gradual process at the rural settings.

During the 19th and 20th century various attempts were made by social reformers; philosophers, poets etc. whose contribution left quite impressive mark in the field of social reform, social welfare and development. Great poet and Nobel winner kabiguru Rabindranath Tagore devoted himself for the rural reconstruction work at Silaidaha and Sriniketan. The sincere, efforts and devotion of Raja Rammohan Roy, Mahatma Gandhi, Swami Vivekananda, Jay Prakesh Narayana, Vidyasagar, Vinoba Bhave and some others set a ray of light in the life of rural people in different parts of India. All these contributions have directly or indirectly influenced the scope of community development in rural areas.

For better understanding of the trend of the rural development initiatives attempt may be made here to have an overview of the changing pattern of rural life and living at the following directions :

▣▣▣▣ Both the state and central government have made remarkable attempts for restructuring rural development initiatives to make it more participatory in nature.

▣▣▣▣ Communication facilities have significantly improved in the rural areas as a result of government intervention.

▣▣▣▣ Scope of primary and secondary education has increased as a result of starting more and more schools of both formal and non-formal nature in the rural areas.

▣▣▣▣ Health care support system has increased with adequate no. of health centres and hospitals for the benefit of rural masses.

▣▣▣▣ Attempt has been made to generate awareness on preventive health care measures and education among the rural masses in collaboration with different relevant agencies including CBOs and NGOs.

▣▣▣▣ Through various measures it has been possible to ensure better quality of life at the village level.

▣▣▣▣ Because of the effective intervention of the Govt. Panchayat and NGOs percentage of BPL people has gone down.

▣▣▣▣ There has been a radical change in the prevailing caste system, conservatism and superstitions in the rural community.

Rural scenario is changing fast with the pace of time and advancement of industrialisation. To keep conformity with the changes, necessary change has been made in the policy making, programme planning implementation strategy etc. in the context of rural community development. It has helped to enhance the scope of learning community development since the earlier intervention. At the present day context, rural community development has been incorporated in the syllabus of various academic institutes at their under graduate and post-graduate level. Certain areas have been identified which are creating and increasing the scope of rural community development as a field of great concern. These are as follows :

**(a) In the field of research and study :**

India is a country of over population and the people of different castes, colour, race, religions are living side by side in this country. Most of the Indian people are living in rural areas. Major contribution for the national growth and development is

made by agriculture which is primary occupation of most of the rural people. Thus development of rural community has become a great concern not only to the Government, but also to the people of rural India. There are different areas and issues which have been taken into consideration and some of which have been identified by random survey and indepth study on the rural life. For successful implementation of all rural development endeavour, survey and research is no doubt an important area depending on the findings of which certain courses of action are drafted, certain methods are adopted and the extent of resource-mobilization is analysed very systematically and appropriately. Now-a-days many academic institutions, colleges and Universities are coming forward to carry out in depth study on rural living to serve the purpose of their institution as well as to satisfy the level of learning of their students. This helps to understand that the scope of rural community development is gradually increasing in the field of its study and research.

**(b) Building Organisation :**

According to Morris Ginsberg, "an association is a group of social beings related to one another by the fact that they possess or have instituted in common an organisation with a view to securing a specific end or specific ends." It is fact that no man alone can satisfy his own desires, needs and problems by his own effort. People usually adopt different means to satisfy his needs and aspirations. There are some people who feel to satisfy their needs by organising themselves into a club or group. Maclver and C. H. Page said, "a group may organise itself expressly for the purpose of pursuing certain of its interests together. When this happens, an association is born." Accordingly there has been enormous scope to help the weaker sections of the rural community to be organised by themselves for their welfare and development as a whole. For this, the scope of studying rural community has gradually been increasing to materialise development in an organised way.

**(c) Sustainable development planning :**

There are some problems in rural areas which can be minimised by putting some efforts. There are some other problems which demands substantial time, energy, resources etc. Both the Government and the community will have to work hard to minimise the problems and ensure sustainable development. Rural community development is a method which helps the community to be organised to plan and initiate meaningful programmes. It is particularly the poor who need to realise their situation, to identify their available potential as well as to plan for addressing such problems properly. Community development also helps people to enable them chalkout plan for the long term benefit rather to have benefit for a short time.

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## **2.4. Importance of Studying Rural Community Development**

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Community development is concerned with all the people of the community rather than any one group or segment of the rural population. However, all the people do not necessarily know what to do and how to do for leading a better quality of life. It is in this context that studying community development has become so imperative.

In its process of growth and development rural community has now become more advanced and people are enjoying diversified way of life and living due to greater influence of urbanisation. Rural Scenario has significantly changed not necessarily for its betterment only. Community cohesiveness is under serious threat. Social economic and cultural life have taken a different shape. To meet these challenges effectively number of initiatives have been taken by panchayat, Government and NGOs. All such initiatives are targeted to community development. We need to study the objectives, methods and impacts of such initiatives and more particularly the initiatives taken by different scholars and thinkers prior to independence.

Some of the components of community development which need to be studied are the followings.

### **(a) Transformation of Ideas :**

Community development is a process through which rural people are helped to be organised, to identify their common needs interests and to find out the available local resources including human resources. In each and every step of the community development people are given a platform to share common concerns of their life and standard of living. It helps the people to enhance their level of awareness on the issues related to their economic and social aspects by having conversation with other community people, community development workers and officials of various Govt. and non-government organisations. For doing so some skills and knowledge are required. Transformation of ideas among the community people is very important for ensuring their participation into the process of development. But this can be successfully done if the initiators of such transformation are educated and trained in the concerned discipline.

### **(b) Socio-economic change :**

Workers having requisite training, degree / diploma on rural community can better understand the socio-economic scenario of the rural people. There are certain tools and techniques involved to assess the socio-economic status of the people which are

acquired through appropriate education / training. In all the development initiatives at the rural area socio-economic status plays an important role which is analysed through study, organising meeting, conducting household survey and by participatory learning appraisal. For doing all these, concerned worker / organisation needs to have adequate knowledge and experience on the concerned-field. Hence, the importance of rural community development can be realised in the light of this aspect of community development. Basically community development helps to assess the socio-economic status of its members in the following direction :

- ▣▣▣▣▶ Study or family size, culture, language and beliefs of the people.
- ▣▣▣▣▶ Geographical location and background.
- ▣▣▣▣▶ Livelihood pattern.
- ▣▣▣▣▶ Health and educational level of the people living in the community.
- ▣▣▣▣▶ Occupation and income level.

Studying the socio-economic status helps to plan and formulate development programme which is an important segment of rural community development.

### **(c) Building Voluntary Organisation :**

Swami Vivekananda emphasised on the need of organisation of the community in general and youth in particular for ensuring rural development by local initiative and leadership. In the process of rural community development it has been felt that there is a good percentage of population in rural area who are vulnerable, conservative and are not aware enough to address the problems and constraints so that necessary change in their life may be ensured. These people are not even interested to find out fellows belonging to similar standard of living which may help them to build up confidence in them. This has helped the community development initiative to intervene on this area for organising them into various form of groups, association, clubs or voluntary organisations. Now-a-days the Mahila Mandals, Women's self-help groups and youth clubs are the outcome of such initiatives taken as a part of community development. A new segment of organised poor, women and youths are being encouraged to mobilise local resources as well as helping the development agencies/ organisation of both public and private undertaking for implementing the development programmes by optimum utilisation of local resources. This concept has come into existence since the introduction of community development concept. For understanding the role and function of voluntary community based organisation, community development initiative has played an important role.



**(d) Problem-solving :**

For understanding the nature and extent of the problems faced by the community people, importance of community development initiative is out of question. Persons having knowledge and skills on community development are well aware about the categorization of each problem in respect of the suffering people so as to find out appropriate measures to combat the same people themselves can not address all their problems effectively unless they are aware enough as well as equipped enough to fight out the same.

**(e) Resource Mobilisation :**

The goal of community development is essentially to make it possible for everyone to have at least the minimum essentials of the good life in a community where people possess qualities of self-help, participation, self-direction and co-operation. These are better practiced in community development approach. Certain tools and techniques are involved for ensuring people's participation and encouraging the self-help approach. Resources are scattered through out the community in the form of land, animals, forests and so on. But human resources are the key to all development. Community development process has put its concern on mobilization of human resources along with other physical resources available in the community. For knowing further and understanding tool and techniques of resource mobilization it is important to learn rural community development concept, importance, methods and models.

**(f) Participatory planning :**

The concept of participatory planning is now widely accepted. Participation of people in every sphere of programme planning and implementation such as identification of local needs and resources, selection of beneficiaries and area of operation for the respective programme/ project, implementation etc. is desirable for proper development. It is also to learn by intensive training and field practice which is treated as a part of community development. Main ideas behind the concept of participatory planning comes from the Latin word 'Probono Publico' which means people's friendly endeavours of planning. Now-a-days the importance of participatory planning is acknowledged as an important aspect of community development.

In conclusion it can be said that rural community development is consisting of widened area covering all aspects of life and living of the community as a whole. It has gradually changed its methods and approaches to bring necessary change in the quality of life. Now-a-days rural women hardly get time to gossip at their leisure, old people do not get enough time to sit on a community place for passing their leisure

time and younger generation with some education hardly take part in agriculture. The traditional pattern of life in rural areas is facing rapid change. Depending upon the same rural community development has also undergone certain changes in its curricula and has covered various issues to be learnt for rendering better services to better the community life as a whole.

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## 2.5. Exercises

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- (a) What do you mean by Rural Community Development? Describe its scope.
- (b) In Social Work Education Studying rural Community development is very important' — Describe the importance of this statement.
- (c) Give an overview on the background of rural community development.

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## 2.6. References

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## **UNIT : 3 □ Historical review of early experiments in rural development with reference to Sriniketan, Gurgaon, Bhudaan, Gramdaan and Nilokheri Martandam and Firka projects**

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### **Structure :**

- 3.1. Background**
- 3.2. Sriniketan Rural Reconstruction Project**
- 3.3. Gurgaon Project**
- 3.4. Bhudaan and Gramdaan Project**
- 3.5. Nilokheri Rural Reconstruction Project**
- 3.6. Martandam Experiment**
- 3.7. Firka Experiment**
- 3.8. Exercises**

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### **3.1. Background**

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At the ancient time rural economy was based, on traditional agriculture and small scale household industries being run by the home made handset / implements. The then concept of self-supported village mainly emerged on the basis of the hypothesis that villagers could arrange whatever they required from within the community itself. They used to cultivate and harvest jointly and shared their production. Gradually the villagers became owners of agricultural land and started to cultivate separately. But their units and inter-dependency continued for the sake of agriculture and livestock rearing. They used to drive jointly to protect their crops and other productions from the attack of pesticides and wild animals. Besides the farmers various categories of artisans like cobbler, carpenter, weaver, barbour, washerman, sweeper etc. used to live in the villages. There was another class known as trader. Farmers used to exchange their products with other people in the village to procure all necessary goods and other things relating to their daily life and living. All these exchange were being concentrated mainly within the village and people were not supposed to go outside the village. The artisans had to procure all their necessary raw-materials from the village and used to sell among the villagers. This frame of practice and the way of

rural life was unchanged from century to century. Only the natural calamity and outsiders attacking to take possession of land and resources would have changed their way of life. The incidence of organised movement against the outsiders attack varied from village to village. Some where villagers were under the control of village panchayats, somewhere they used to be governed by their traditional norms and beliefs in respect of their caste, religion etc. During the British period the influence of western culture and beliefs has put no effect on the age-old rural way of life and living. In the rural area people were to be looked upon their own livelihoods and were directly responsible to the village panchayat or informally to the rules and regulation being imposed by the local leaders having been from a particular caste, religion, profession etc. The urban life, on the other hand was directly influenced by the trade and commercial activities and used to govern by the municipality/corporation. According to K. S. Shelvankar, 'because of the co-existence of agriculture work and cottage industries directly at the village level, village organisation could effectively deal with the factory influencing the cause of rural integrity and balanced life among villagers..../.... during 19th century the rural community had resisted the pressure of huge production by machine with the help of integration among farmers and artisans.'

During the British period rural life was very traditional, conservative and most of the inhabitants would have poor level of thinking and ideas. Different institutions and dignitaries came forward to bring the villagers out of their superstitions, traditional practices and conservativeness by providing them education and functional literacy which would have helped them to enhance their knowledge and level of thinking. The then leaders and reformer of India realised the need of bringing villagers into the light of education for bringing out a change in the way of rural life with a mission to bring out national development. All the endeavours made by great leaders, policy makers and noble men have a long passage of evolution under the following three categories of periods :

1st : Pre-British period endeavour of rural development/ reconstruction in India.

2nd : Rural development/ reconstruction during the British period.

3rd : Pre Independence period-endeavour of rural development/ reconstruction in India.

Attempt has been made here as per following direction to give an overview on the rural development/ reconstruction initiatives undertaken in the aforesaid three categories of periods :

### **(a) Rural reconstruction initiative during Pre-British Period :**

During the period almost every village in India was self-supported. Means of communication was mainly based upon cart. The scope of having relationship and contact with other villagers was less. Only during the festivals, fairs and going for a pilgrimage etc. gave the villagers chances to get contact with other villagers. Villagers in general used to keep themselves confined to their own territory. But there were incidences of observing rituals, religious worship among the villagers during which preceptors and devotees of other villages could also join and in the process increase contacts. During the period villagers were basically concerned with religious instructions and were advance in religious thinking rather than further advancement in their thinking on daily life and living.

On the other hand, emperor Ashoka, Vikramaditya, Buddhist and other Hindu kings used to organised majlis and musical soiree at their durbur and assemblage during which famous artists and singers use to join from different parts of the country including the rural areas. During Pre-British Period villagers were more advanced in terms of religious and cultural practice. Incidents of rural development or reconstruction initiatives during this period were very rare. Few of such endeavours are described below.

▣▣▣▣ Village people used to be organised for discussion on the issues relating to their agriculture work and cottage industries. They had practice or supporting each other after they agreed on certain issues and almost everyone used to move in an organised manner.

▣▣▣▣ During the rule of Mughal Emperor, the concept of self-ruled village helped the villagers to take care of each and other and such practice helped the rural community to organise self supported villages with the help of local leadership.

The villagers maintained integrated community life to ensure improved socio-economic condition of the villagers. Depending upon the same, the process of national integration might have been initiated in the areas of culture, literature, art and sculpture.

During this period it was belt by the Buddhists, the Hindus and the Muslims that men did not necessarily exist for this materialistic world only but there was also a realisation to be fused into the supreme soul for which everyone would strive to obtain the same.

During the period there was very rare incidence of national development with the integration of village economy, culture, practice to a large extent. The federal movement have made few of the people wealthy and resourceful and the enriched

businessmen hardly took any initiative to bring change in the rural life. The village people, despite having various socio-economic and cultural constraints maintained their religious beliefs and would have been organised together in practice of folk song and folk culture. No worthwhile initiative was taken for rural reconstruction during that period.

**(b) Rural development initiatives during the British Period :**

It is fact that during the British period agriculture work got a momentum but the people associated with that activities gradually became more poor. They also become prey of eviction from land and continuous marginalisation. During this period a great exploitation to the agricultural labourers was marked and the owners did not get appropriate market value of their products considering the emerging need of the largest population of our country engaged in agriculture a commission called Royal Commission on Agriculture was set up in the year 1928 which was perhaps a remarkable endeavour for the cause of agriculture. Besides there were other remarkable efforts being introduced during this period which include the followings :

- Royal Commission on Education (1931)
- Health Survey (1941)
- Famine Enquiry Commission (1904)
- Co-operative and Societies Act (1904)
- Indian Economic Enquiry Committee (1925)
- Rowlett (Sedition) Committee (1918)
- Royal Commission on Labour (1931)

It is fact that some of the aforesaid initiatives have directly benefited the people engaged in agriculture and allied activities where as some of those have contributed to the rural people in some other ways.

In the report of Royal Commission on Agriculture, there were two examples which were highlighting the issue of agriculture-loan taken by the farmers and for not repayment of that loan the farmers had to sacrifice their lands to the so-called zaminders and moneylenders. The report highlighted on how the marginal farmers became landless agriculture labourers. This inhumane and cruel system were ultimately abolished since the agriculture become a national issue. All the problems relating to agriculture helped to organised national level forum with the help of concerned people which would contribute to draft agriculture plan and policy. In this way rural

development through agriculture plan and policy at national level received special attention through out the country to a large extent.

Alongwith agriculture, there was another important sector of rural cottage and small scale industries which contributed equally for the self supported and self-dependent village in terms of its economic condition. Village artisan had a strength to tackle machine-made article and low priced articles produced by the British which was an important factor of existing small scale and cottage industries during the British period in India. Mahatma Gandhi alongwith the then national leaders came forward for the sake of million of artisuns and weavers. All India Spinners' Association was set up by this active leadership with an objective to protect rural spinning mills from its gradual deterioration.

Besides, a section of rural carpenter, potter, blacksmith etc. were compelled to surrender their age old livelihood/ profession due to lack of confidence and strength of production to face competetion with low cost production made by the British. These sections of rural antisan after leaving their traditional work had no other ways of earning but being engaged in agriculture. Gandhiji realised the situation and as per his earlier initiatives for the spinners, he took active initiative to organise these sections of artisans, carpenter, potter, blacksmith etc. by establishing. All India Village Industries Association (AIVIA) to rehabilitate not only the rural artisans but also to give a new direction in the field of rural cottage and small scale industries.

**(c) Rural development/ reconstruction initiative during the Pre-independence period :**

There had been remarkable contributions by the then national leaders and by some individuals for the rehabilitation and survival of rural cottage industries and associated artisans along with the important setor of agriculture and allied activities. Few of such intiatives was undertaken at the individual level and few others were undertaken by the organisations of both public and private undertakings. Among all the great individuals, great poet and philosopher Rabindra Nath Tagore, Mahatma Gandhi, Spencer Hetch, F. I. Briyane, V. T. Krishnamachari, Albert Mayor, Vinoba Bhave, are the exceptionals who pioneered the development initiatives based in rural areas of the country. All the projects undertaken for rural development/ reconstruction which are treated as the pioneer projects are the followings :

- Sriniketan Rural Reconstruction Project by Rabindra Nath Tagore.
- Sevagnam (1942) Project by Mahatma Gandhi
- Baroda Project by V. T. Krishnamachari,

- ▣▣▣▣ Gurgaon Project by F. I. Briyane
- ▣▣▣▣ Martandam Project by Spencer Hetch.
- ▣▣▣▣ Nilokheri and Etwah Project by Albert Mayor.
- ▣▣▣▣ Bhudaan and Gramdaan Movement by Vinoba Bhave etc.

All the aforesaid initiatives of rural development/ rural reconstructions were scattered throughout the country during the pre-independence period. Some of such initiatives are discussed in this unit in details. However, it is fact that almost every initiative has been undertaken in a particular area centric and the radius of such initiative was spread over a large area. All the endeavours made by the great individuals were basically unique in nature. Rural development initiative undertaken by Mahatma Gandhi at Sevagram was quite different from other development projects. Mahatma Gandhi was highly inspired from a Book written by Tolstoy entitled "The kingdom of God is within you" Some of the scholars remarked that Gandhiji realised to do something for the millions of rural masses since when he studied the life of Tolstoy who lived at the far remotest area from Moscow city with the farmers to learn on their lifestyle, food habits and worked with the farmers at field. Mahatma Gandhi admired with the ideals and philosophy of Tolstoy. He undertook sevagram project to help the villagers to be organised and to take care their development as a whole by their own resources and potentialities. Gandhiji used to believe that mobilisation of local resources and local leadership is a must to bring necessary change in the life and living of the country people as a whole.

Dr. Spencer Hetch, on the other hand. While working with Y. M. CA (Young Men Christian Association) felt the need to set a project called Martandam Project for wide demonstration and campaign on the innovative work done by the villagers in various parts so that other villagers can be motivated and encouraged to a large extent to adopt such innovative approach in their villages concerned. Finally the project was launched by him in the year 1921. He used to try to organise villagers by conducting live demonstration on various successful endeavours of rural areas rather delivering lecture in the gathering of people.

Besides the above various pioneering projects had various field of intervention. Gurgaon Project mainly highlighted its area of activities on mother and child health care and building mass awareness on training and self-employment of the women. Bhoodan and Gramdaan movement, on the other hand had been for the cause of landless and marginalised people who were generated to have had a gift of land to lead their livelihood. All these movements and development initiatives at the pre-



independence period had a great implication on the development of small cottage industries during Post Independence Period in India and also to draft various rural development programmes during post independence period on the basis of all the pioneer projects on rural development. The nature and extent of people's participation and mobilisation of local resources for the development of rural India had helped the planners and policy makers of Independent India to introduce community development programmes with a proper direction. Studying on all the Pioneer Project of rural development is very important for the social work professionals for rendering effective services and practice of the professions in light of the experiences of all the pioneer projects.

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### **3.2. Sriniketan Rural Reconstruction Project**

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There has been a number of greatmen in India and abroad who dedicated themselves for the cause of others in their own direction. Few of them have contributed to develop new theories for the welfare and development of the backward classes. Few others have devoted themselves with sincerity, dedication, commitment and love. Great poet Rabindra Nath Tagore and Mahatma Gandhi were the examples of such devotion and commitment for the development of the rural masses in particular and for the nation as a whole. Rabindra Nath Tagore was a man who have focussed on the overall development of an individual and on the development of new society through his writings and real life practice. His writings on the deterioration of Indian cottage Industries reflected through 'Pan Raksha'. It was not merely or story of suffering artisan but also to bring the fact in front of thousands of intellectuals to put their concentration on the issues. He was deeply concerned for the development of since when he came to live at Silaidaha. He dedicated himself to build up knowledge and awareness of the people living around his 'Zamindari Estate' at Silaidaha. He made them understand on the effect of unorganised agriculture practice, benefit of co-operative formation, integrated farming etc. He realised during his tenure of zamindari at Silaidaha that development of the country is possible with the active involvement of the people. After coming to Sriniketan, Tagore started his innovative rural reconstruction work. In the year 1922 he started the Sriniketan Rural Reconstruction Project. Among various initiatives literacy and awareness generation, health services, public works, credit system and community court (Salisi Sabha) system were the prime areas of the rural reconstruction project, Sriniketan. Tagore took the assistance of Dr. Leonard Elmharst a person with excellent knowledge and commitment. Main ideas of Sriniketan Rural Reconstruction project was based on the following two important aspects.

Firstly, Identification of the problem should be made by the people themselves and secondly, need of some technical person for the time being can be met but the method of self-help and mutual co-operation should be considered as more important for rural community development.

Mainly based on these two ideas efforts were made to organise people for initiating collective action aiming at their collective development.

Main objectives of Sriniketan Rural Reconstruction project are as follows :

- ▀▀▀▀ Mobilizing peoples participation for their own development.
- ▀▀▀▀ Strengthening the norms of self-help and mutual help for ensuring development based on the available local resources.
- ▀▀▀▀ Developing local leadership from among the community to guide the people in every sphere of development process.

Besides all the aforesaid objectives, Sriniketan Rural Reconstruction Project had certain features which made the project different from other development initiatives. Those are explained below :

- ▀▀▀▀ It provided the provision of talking up the problem of the villagers from the field to the classroom, for studying analysing and decision making to find out the best means of solution.
- ▀▀▀▀ It encouraged to transfer the learning and knowledges gathered in the classroom/ laboratory to the villagers at their field level.
- ▀▀▀▀ It provided the villages necessary information and motivation on improvement of their health conditions including sanitation.
- ▀▀▀▀ It aimed at helping the farmers to learn better methods of producing crops and vegetables and on better rearing of livestock.
- ▀▀▀▀ It encouraged the rural people to learn and practice the art and craft.
- ▀▀▀▀ It helped the villagers to learn about the importance and methods of maintaining good community relations and making common endeavours for common benefit.

All the aforesaid features have no doubt highlighted different aspects of Sriniketan rural reconstruction project. But there were various thrust areas of this project such as agriculture, cottage industries, co-operative Bank, Co-operative youth movement, setting up of community based social and youth organisation, adult literacy, women development, etc. Education was the most important area of intervention through

which Rabindra Nath Tagore tried to impart life building education among the adults and youths. He used to think that learners would come to learn to earn an honest livelihood. His endeavour came to build up a positive attitude among the un-employed youths including women which helped to enhance the opportunity of self-employment. He used to adopt and follow certain principle while implementing all his endeavours to bring out rural development at sriniketan. Those were as follows :

**▣▣▣▣ Mobilizing villagers with their Cultural Tradition :**

Tagore used to think that rural people are the real carrier of culture of the country. He was able to create and maintain a cultural spirit among the rural people and was able to make a bond of love and affection which added momentum in their lives towards joy and happiness. Tagore wanted to develop the people without disturbing their cultural fabric.

**▣▣▣▣ Making People Self-confident :**

It is fact that the confidence is the key of all progress of an individual and any community. At Sriniketan main thrust was given on building confidence interms of their own strength and available resources at the local level. Due to poor literacy level and ignorance of large number of rural people of the villages surrounding Sriniketan, Tagor had to accomplish a challenging task to build up confidence and to impart functional literacy among the people of the concerned villages. He visualised the need to overcome the chronic ignorance and illiteracy, among other things to make village people self-confident.

**▣▣▣▣ Principle of self-help and self-reliance :**

Rural people in general used to live on the basis of mutual help and mutual co-operation among themselves. He wanted to strengthen this 'we-feeling' in the communities concerned. For doing so he made efforts for forming co-operations in different forms like labour co-operatives, health co-operatives, khadi samabaya samity etc.

**▣▣▣▣ Training and capacity building :**

Tagore, felt that generating knowledge and awareness alone will not make the people self-reliant. So, along with augmenting knowledge and awareness level he imported various vocational training to obtain skills and develop capacity to set up interprises for the self-reliance. Major trades of training were agriculture, carpentry, leather work, wearing animal rearing etc.

#### ▣▣▣▣ Giving due honour to villagers :

Tagore and his co-workers never forgot to pay due respect to the villagers and their opinion on matters relating to their life and living since he believed that mutual love and respect is the backbone of rapport building and development. He practiced the same while introducing the initiatives of rural development project at Sriniketan.

#### ▣▣▣▣ Integration of the approaches :

Tagore felt the importance of undertaking integrated approach of implementing social, economic, social education, adult literacy, women welfare, recreational and cultural programme. Accordingly, his was an integrated approach covering all possible areas of rural life.

In the paragraphs above efforts have been made to study the contribution made by Rabindra Nath Tagore to bring change in the life of rural people through his rural reconstruction project at Sriniketan. Through his experiment at Sriniketan, Rabindra Nath Tagore was able to draw a tone of conclusion that our aim is to give these villagers complete freedom, education for all the winds of joy and happiness blowing across the villagers music and recreation going on as in the old days— I will say that these few villages are my India.

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### 3.3. Gurgaon Project

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Gradually, rural development endeavour being spread around the country was mostly agriculture centric in nature. Almost every one of the then leaders realised that agriculture is an important sector for promoting rural economy and rural prosperity. Gurgaon Project was an initiative in that direction. It was introduced to make the farmers organised on the basis of their traditional practice and livelihood with an objective to enhance the productivity of their agriculture by using modern agricultural equipments. While working for the people in Maharashtra F. I. Briyane became familiar with the life and living of farmers which was quite painstaking and unstable. He was worried on how to bring the farmers out of their traditional bondage of ignorance, beliefs and superstitions.

Hence he concentrated on organising the farmers of Gurgaon area, introducing innovative ideas and practices agriculture and ensure a change in the life of the farmers. F. I. Briyane decided to go for indepth study to assess the nature and extent of problems of the farmers. He devoted himself for that and was able to plan certain line of action to help the farmers. Based on that Gurgaon project was started in the

year 1927. For successful implementation of the project he maintained very good relation with the farmers and local leaders to identify local needs, resources and potentialities. Main objectives of this project as drafted by Briyane were as follows :

- Incorporating the virtue of self-help self-respect, mutual support and handwork among the rural people.

- Conisncing the people that the development is possible only by demonstrating the improved method to overcome anticlimatic conditions as well as odd of disease etc.

- Ensuring people's participation with norms of self help and mutual co-operation.

- Helping villagers to be organised and work together.

- Helping farmers and craftsmen/artisan to adopt innovative ideas and modern implements for enhancing their production.

F. I. Briyane adopted certain guiding principles which were followed to fulfill the afforesaid objectives of Gurugaon Project.

The principles are as follows :

**(a) Support to each other :**

F. I. Briyane wanted the farmers and the villagers to be self-supported and mutually aided rather than depending an external support with resource and potentiality. He put thrust on helping villagers to identify their own resources, potentialities and strength for finding out appropriate means of solving their own problems. This would help the villagers to develop self-confidence, we feelings and mutual support.

**(b) Leadership Development :**

Realising the importance of local leadership F. I. Briyane used to strive for bringing out a change in leadership from elite group to working class. This measure can effectinely help the villagers to be organised as well as to be guided by the leaders belonging to the same socio-economic class. As a result of that, leaders were treated as a guide, enabler and pioneer for addressing various problems, so that the chances of minimizing the problem with the help of external leaders gradually decreases with decreasing time frame of addressing the problem under the guidance of local leaders.

**(c) Mass Eduction :**

Considering the emergence of literacy and education among the villagers, F. I. Briyane introduced mass education not only to impart literacy to the villagers but also

to create an environment of getting appropriate level of education as well as to be aware of various aspects relating to life enrichment. Mass education was introduced to help the masses to be educated by taking care of each and other.

**(d) Village organisation :**

Organizing villagers was the thrust area through which the process of people's participation was being ensured. F. I. Briyane would help the villagers to be organised into a formal set up through which villagers could get the chance to share their common concern as well as they could find out the best means to solve their problem with the help of others.

Based on the aforesaid principles F. I. Briyane identified some institutional infrastructure for working in the following areas of rural development :

- ▣▣▣▣▶ School of Rural Economy
- ▣▣▣▣▶ School of Domestic Economy
- ▣▣▣▣▶ Health Association

● School of Rural Economy mainly took care of demonstrating through the people on various aspects of rural economy which included agriculture, training, upliftment of cottage and small scale industries etc. As a result of that a good number of farmers started using appropriate amount of manure and fertilizers in their agriculture for better yield.

On the other hand F. I. Briyane, with the help of locally available experts, trained the local farmers for scientific production of crops.

● School of Domestic Economy was also working with special attention to rural women. Women Empowerment was the only objective of this school for which following important activities were undertaken.

- ▣▣▣▣▶ Mother and child education
- ▣▣▣▣▶ Training on Handi crafts
- ▣▣▣▣▶ Sewing and embroidarying
- ▣▣▣▣▶ Sanitation and hygiene
- ▣▣▣▣▶ Mother and child helth care

For the improvement of health condition of the people Health Association was set up which rendered health care services through co-operative efforts. Women having some potentialities were selected from the villagers and were trained to play the role

of medical personnel to the villagers where lack of access to health care facilities was a reality.

The project faced certain problems :

Firstly the problem of non-participation of Muslims who were about 30% of the total population of the area.

Secondly a good number of the community people did not take part according to its desired level. Nevertheless this project played an important role to make women's participation to a large extent. A good number of women were able to come up and obtain training for their self employment. Another important aspect that was observed was that a good number of farmers adopted the method of optimum use of manure and fertilizers in agriculture.

Thus, this project left an impressive mark in the area of women empowerment improvement of agriculture, health condition and development of rural economy as a whole.

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### **3.4. Bhoodan and Gramdaan Movement**

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Rural people and their landholdings are two important segments in rural economy. Most of the life and living in rural areas are encompassing with land and production. Since very beginning of the British Period in India a good number of villagers had to sacrifice their land either due to non-repayment of loan taken from money lenders or due to forceful land acquisition made by the landlords/ Zaminders. Millions of farmers became landless consequencing to unmiserable sufferings and starvation.

While in a town at Andhra Pradesh, Acharya Vinoba Bhave had a chance to observe the untold misery of the landless agricultural labourers, their gradually deteriorating health condition and continuous neglect by the society made them vulnerable in the country as a whole. Also, he observed that in different parts of the state of Andhra Pradesh, different organisations including the political party were organising those landless farmers merely to serve their organisational purpose rather than serving the purpose of the landless farmers and agricultural labourers.

Vinoba Bhave had been in continuous thinking on the issues in light of his knowledge and experiences to find out a means of solving such a big problem of the landless peasants. He was in reminiscence and recalled the practice of 'gift' being given during 'Holy Ramjan'. Even in the holy 'Gita' the quote of 'Atmopaya' also

says something in that direction. He had in his mind about various other festivals in our country through which hungry people are gifted with food and clothings by the elite class and also by those who have a deep concern for these people.

Considering the incidence of 'daan' (Gift) so far had been in practice by the people of different categories, Vinoba Bhave invited all to come up with a piece of land as gift for the landless. It was in the year 1951, Acharya Bhave started to campaign widely for all the elite and potential classes to contribute for the landless peasants. Main objective was to give as gift of a piece of land to landless so that they could produce by themselves for the livelihood. This was termed as the Bhoodaan (Gift of land) and while it was spread through out the villages to be gifted, the concept of Gramdaan (Village gift) was emerged.

#### **Main Activities :**

Acharya Bhave in his long observation and studying on the landless peasants came to the conclusion that there were about 50 million landless peasants in own country who must get at least one acre of land each as a gift so that he could maintain his family with the production to be yielded from that piece of land. In his calculation, for 50 million landless peasants there were requirement of at least 50 million acres of land as gift.

Acharya Bhave was deeply influenced by Mahatma Gandhi whose ideals and philosophy would have directly prompted him to initiate Bhoodaan and Gramdaan movement. Based upon that philosophy Acharya Bhave placed open request to the big landholders to contribute one sixth of their total holdings. Also, he declared that gifted land would be distributed among the peasants residing in the area concerned. During 1952 to 1954 three million acres of land were received as gift which reached to 3.75 million acre till May 1955.

Very limited amount of land was gifted to the landless peasants through this process. The process of re-gifting the land to the landless poor faced various difficulties. most of the gifted land was not cultivable and out of the total land received, only 0.2 million acres were re-gifted.

Secondly, amount of land received as gift was no match to the number of landless farmers.

Thirdly, Daniel Thorner pointed out that physically and economically backward landless agricultural labour could not able to transform non-cultivable land to cultivable land with their limited strength.

Fourthly, local political leaders did not play positive role in despite all the aforesaid



limitation, this project was able to create an atmosphere to think for the landless labourers through out the country. Many people came to stand by them with limited amount of land and many people had expressed their feelings for the cause of such people in the country.

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### **3.5. Nilokheri Rural Reconstruction Project**

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During the pre-independence period there was a dawn of industrialisation. People of rural areas started moving to the industrial pockets to avail employment opportunity. The process of land acquisition in the name of industrialization was also started. A good number of villagers had to be avicted from their villages and a good number of villagers identified new kind of employment opportunity.

Industrialisation during this period was no doubt able to bring joy and happiness to a section of people and was also a cause of curse to a good number of people in the country. They had to sacrifice their land and became landless labourers. They had to entirely depend on their daily wage.

Considering the emerging scenario, Albert Mayor in the year 1943 set up the project called Nilokheri Rural Reconstruction project which took four to five years time to take proper shape. From his experience, Mayor observed that there were landless people who were having physical strength, confidence and capabilities that could be utilised for the benefit of the community. The project was get up mainly to take up the matter of rehabilitation of the landless people and the industrial workers who had to sacrifice their land.

#### **Objectives :**

Main objectives of the project were as follows :

- ▣▣▣▶ Helping the persons being avicted/displaced from their land in the process of their rehabilitation.
- ▣▣▣▶ Making them self sufficient by utilizing their labour and talents.
- ▣▣▣▶ To meet their basic needs with the help of locally available resources and potentialities of the people concerned.

Several attempts were made to fulfill the objectives mentioned above. Initially, a township was set up with facilities of drinking water, education, common place of meeting etc. This was named as Mazdoor Manjil and a number of around 5000 people were accommodated in the township project.

### **Major activities :**

Though rehabilitation was the prime objective of the project, Albert Mayor felt the importance of building awareness and imparting functional literacy to the target group population. Also, he tried to mobilise the people for their self-employment. Major attempts made by him were as follows :

- ◆ Vocational training centre was set up for which community people were given full charge to take care to that centre.

- ◆ Awareness camps and meetings on various issues were organised to generate awareness and enhance knowledge loose of the peopl concerned.

- ◆ Introducing sanitation for fulfilling basic needs to lead a quality life.

- ◆ Ensuring women's participation in various training and self-employment programmes.

It is fact that despite various attempts made by Albert Mayor the pace of the project were not at the desired motion because of the following limitations :

- ◆ There was a good number of people who were illiterate. They were not organised for leading a life based on mutual help.

- ◆ The incidence of migration after obtaining vocational training was also another threat of this project which compelled the project to create nominal impact on the community.

- ◆ There was a continuous conflict between the residents of 'Mazdoor Manjil' cities and the people who were deprived to reside. The conflict between city dwellers and deprived sections created an unhealthy atmosphere in the project area.

Considering the aforesaid limitation, it it can be stated that effots for the rehabilitation of the landless people got prime importance in that post independence period. Hence a member township projects were set up leased on the experiences of this project. From this point of view Nilokheri project has no doubt set an example for the rehabilitation and development of refugees as well as for the land evicted people.

The uniqueness of the project can be enumerated below in the following manner. People's participation in every sphere of the project right from planning to implementation was emphasised.

Building a level of awarness and knowledge to deal with various issues relating to their lives and living got importance.

Training and self-employment for economic upliftment of the people concerned was pivotal point of the project.

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## **3.6 Martandam Experiment**

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### **(i) Background :**

The Martandam Experiment was started long back in 1921. Dr Spencer Hetch was the architect of this experiment. The basic aim of the experiment was “to bring a complete upward development towards the more abundant life of the rural poor economically, spiritually, physically and socially”. It became a demonstration centre of the hundred local chapters of YMCA in the surrounding villages. The members of YMCA rendered voluntary services there.

Martandam is a village 25 km. away from Trivandrum, the capital city of Kerala. It attracted Dr Spencer because of its backwardness as well as possibility of improvement, ultimately this experiment became one of the leading rural development experiments in the country. The lessons we learnt from this experiment helped in developing the concept of Community Development Project initiated after Independence.

### **(ii) Objectives :**

The objectives of the project were-

- (i) To ascertain development in different fronts within a short time span,
- (ii) To overcome the basic problems of the people under the project area quickly,
- (iii) To materialise the unity of spiritual and technical ideas for betterment of the community.

### **(iii) Principles :**

The essential principles of the Project were:

- (i) Start work when people are ready to work.
- (ii) Understand the fabric of social relationship.
- (iii) Undertake comprehensive programme.
- (iv) Develop local leadership and improve their responsibility taking capacity.
- (v) Organise programmes with which villagers are familiar and which villagers feel essential.

- (vi) Achieve people's participation in all the stages of development initiatives.
- (vii) Keep both short and long term goal.
- (viii) Improve the spirituality of the individuals with a view to improve their insight.
- (ix) Develop the level of co-operation and collaboration so that the capability of the people is enhanced in working as a group.
- (x) Create awareness among the common people so that they show right kind of interest in development efforts.

(xi) Initiate activities keeping in mind the resources available.

(xii) Consider everybody in the community as important of the community.

**(4) Areas of Intervention :**

(i) Different activities relating to improvement in the agriculture sector.

(ii) Planned action to promote health and general awareness level of the people.

(iii) Conducting village survey with a view to collect actual information regarding community including its resources.

(iv) Promotion of rural health and sanitation project.

(v) Conducting training for the local leaders so that they could play effective role in the development of their community.

(vi) Cottage industries were promoted and strengthened.

(vii) Melas, exhibitions, demonstrations were made a regular feature of the project.

(viii) Co-operatives of the villagers were formed.

(ix) Efforts were made to fight out social evils including caste-based differentiation.

(x) Promotion of cultural heritage was emphasised.

**(5) Areas of Success :**

(i) Crop production was increased.

(ii) Awareness level of people was promoted.

(iii) Community resources were properly utilised.

(iv) Rural sanitation programme was augmented.

(v) Cottage Industries were developed.

(vi) Local leaders were successfully trained as a result of which they could take lot of responsibility.

(vii) Melas, exhibitions, demonstrations were successfully organised from time to time.

(viii) Complete database could be created by conducting survey.

(ix) Bringing attitudinal change of the people become possible.

In fact, the scheme was successful in every sphere. It created enthusiasm among the people to bring change in their overall condition. Because of its success, the model was replicated in other parts of India as well as in Egypt, Burma and Indonesia.

#### **(6) Conclusion :**

This project believed in co-operative system and the YMCA used to call these co-operatives as Clubs due to the friendly relations among the members. At a point of time some trained and experienced workers of this project spread over most parts of India including Ahmedabad, Baroda and Mysore. Even some of them reached Ceylon, Burma and Java to help the Government there to implement projects in this line. This indicates that the project was successfully implemented and wisely planned. Martandam experiment thus remained as another effort to develop the rural India through people's participation.

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## **3.7 Firka Experiment**

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### **3.7.1 Introduction :**

The concept of planned effort for rural development was introduced in different parts of the country even before the independence. The responsibility was felt either by the State or some individuals like Mahatma Gandhi and Rabindranath Tagore who had ideas, determination and commitment for the welfare of the society. Such kind of initiatives have paved the way of today's community development programme too. Such are the experiments of Firka, Etawah, Martandam, Gurgaon and Nilokheri.

### **3.7.2 Concept and History :**

Firka Scheme was introduced by Madras province in 1946 to address the problems of rural reconstruction. Department of Rural Welfare was the initiator of the scheme. It set an example in the field of rural development. Later it turned to be a model to

rest of India and even the world. Feeling the needs of rural development through enhancing the possibility of meeting basic minimum needs were felt essential by the State Government of Madras. The motto was overall development of the rural areas with particular emphasis to the rural poor. The target was to promote the quality of life of the community through various ways including the self-help principle. To materialise the concept of self-help Gram Sevaks were engaged who used to keep in touch with the community people, motivate them to identify the problems and initiate action to overcome them. Initially experiment was started in 34 Firkas which was increased to 84 within 1952.

### **3.7.3 Objectives :**

The Firka scheme started with two different objectives— short term and long term. The short term objective of the scheme was to develop the villages for meeting the basic amenities and institutional framework particularly matters relating to communication, water supply, sanitation and formation of village Panchayats and co-operatives. The long term objective of the scheme was to attain self-sufficiency in meeting the basic needs such as food, shelter, clothing and formation of forum for Khadi and Cottage Industries. Thus the total objectives were —

- (i) To provide the basic amenities
- (ii) To develop institutional framework
- (iii) To initiate income generation projects
- (iv) To enhance the opportunity of agricultural development
- (v) To promote rural Cottage Industries.

### **3.7.4 Importance :**

The villages of India prior to independence were full of problems. Poverty, illiteracy, ill health were the common features in Indian villages. There was no reason to allow the condition to remain as same for centuries. Some initiative was needed to bring change in the scenario. Some beginning, some experiments were necessary, which could help all concerned to feel that change is possible. It is in this context that importance of Firka scheme was felt so much. The project that decided to “organise the village people into a happier, prosperous and fuller life of the rural people” is bound to have significance. This experiment, along with certain others have actually helped the Government of India to go for Community Development (CD) Programme in a big way as well as other rural development. This signifies the importance of Firka Movement or Experiment.

### **3.7.5 Areas of Intervention :**

For bringing real change in the situation various intervention has been made which include the followings:

- (i) Making provision of proper drinking water supply in the villages concerned.
- (ii) Improving the sanitation system of the villages.
- (iii) Helping the farmers to use improved process of farming and other scientific methods to develop the agricultural system.
- (iv) Helping people to go for using improved techniques to promote animal husbandry.
- (v) Developing the cottage industries and khadi.
- (vi) Ensuring that farmers get proper cost of the crops.
- (vii) Developing new system for selling of cottage industry products.
- (viii) Providing the basic institutional facilities.
- (ix) Improving the condition of roads in the villages.
- (x) Taking care of adult education.
- (xi) Establishing co-operatives.
- (xii) Giving appropriate health education.

Thus the major intervention areas were Agriculture, Animal Husbandry, Cottage Industry, Rural Sanitation, Health Education, Literacy, Infrastructural facilities, etc. Since these are inter-related and supplementary to each other, condition of the villages changed significantly.

### **3.7.6 Administration :**

To run any project administrative control is necessary. In case of Firka the following administrative measures were taken.

- (i) At the district level this project was controlled by the Collector who was assisted by a Rural Welfare Officer.
- (ii) Each Firka covered 5-10 villages. Each village used to be looked after by a Gram Sevak.
- (iii) Each Firka used to be looked after by an Officer.

- (iv) Centering a few Firkas there was one Regional Office which was headed by a Welfare Officer being supported by Welfare Officer (Agriculture) and Welfare Officer (Public Administration).
- (v) At the state level State Rural Welfare Board was the higher authority of the scheme. Director of Board was overall in charge of the scheme.

### **3.7.7 Budget :**

Initially the Firka scheme was started with Rs.4 lakhs for each Firka which was reduced to Rs.1,10,000 after some years and Rs.58,000/- during the last few years.

### **3.7.8 Impact/Success :**

Firka was very effective rural development scheme. It changed the situation of the villages to a great extent. The impact that has been created by Firka Experiment are:

- (i) The people started believing that their active participation can bring substantial change in the overall condition of the villages. Creation of this self-confidence is one of the valuable impacts of the scheme.
- (ii) Need-based or Ground-reality based programmes were undertaken as a result of which real problems of the villages were addressed.
- (iii) Literacy level as well as awareness level of the people were enhanced significantly.
- (iv) Production rate in agriculture rose substantially. Improved variety of seeds, proper manuring, irrigation helped improving income level of the farmers.
- (v) Transport and communication system improved and benefit of marketing facility and co-operative was taken by the farmers as a result of which villagers were less exploited. They started getting good price against their produces.
- (vi) Solidarity among the villagers increased.

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## **3.8 Exercises**

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1. Analytically write the background of early experiments of rural development in India.
2. What are the objectives, administrative set up and impact of Firka Project?
3. Write an essay on Nilokheri Rural Reconstruction Project.



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**UNIT : 4 □ Administrative organization of the Ministry of Rural Development and State Department of Rural Development and Panchayati Raj: Objectives, function and financing pattern, implementation and target group of various Rural Development Programmes; SGRY, NFFWP, IWDP, DPAP, SCP & TSP, IAY, RSVY.**

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**Structure :**

- 4.1. Ministry of Rural Development
- 4.2. National Food For Work Programme (NFFWP)
- 4.3. Integrated Wastelands Development Project (IWDP) Scheme
- 4.4. Indira Awaas Yojana (IAY)
- 4.5. Special Component Plan (SCP)
- 4.6. Tribal Sub Plan TSP
- 4.7. Rashtriya Sam Vikas Yojana (RSVY)
- 4.8. Drought Prone Area Programme (DPAP)
- 4.9. Sampoorna Grameen Rozgar Yojana (SGRY)
- 4.10. Exercises

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**4.1. Ministry of Rural Development**

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India has been a welfare state ever since her Independence and the primary objective of all governmental endeavours has been the welfare of its millions. Planning has been one of the pillars of the Indian policy since independence and the country's strength is derived from the achievement of planning. The policies and programmes have been designed with the aim of alleviation of rural poverty which has been one of the primary objectives of planned development in India. It was realized that a sustainable strategy of poverty alleviation has to be based on increasing their productive employment opportunities in the process of growth itself. Elimination of poverty, ignorance, diseases and inequality of opportunities and providing a better and higher quality of life were the basic premises upon which all the plans and blue-prints of development were built.

Rural development implies both the economic betterment of people as well as greater social transformation. In order to provide the rural people with better prospects for economic development, increased participation of people in the rural development programmes, decentralization of planning, better enforcement of land reforms and greater access to credit are envisaged.

Initially, main thrust for development was laid on agriculture industry, communication, education, health and allied sectors but later on it was realized that accelerated development can be provided only if governmental efforts are adequately supplemented by direct and indirect involvement of people at the grass root level. Accordingly, on 31st March 1952, an organization known as Community Projects Administration was set up under the Planning Commission to administer the programmes relating to community development. The community development programme inaugurated on October 2, 1952, was an important landmark in the history of the rural development. This programme underwent many changes and was handled by different Ministries at different time.

In October 1974, the Department of Rural Development came into existence as a part of Ministry of Food and Agriculture. On 18th August 1979, the Department of Rural Development was elevated to the status of a new Ministry of Rural Reconstruction. That Ministry was renamed as Ministry of Rural Development on 23rd January 1982. In January 1985, the Ministry of Rural Development was again converted into a Department under the Ministry of Agriculture and Rural Development which was later rechristened as Ministry of Agriculture in September 1985. On July 5, 1991 the Department was upgraded as Ministry of Rural Development. Another Department viz. Department of Wasteland Development was created under this Ministry on 2nd July 1992. In March 1995, the Ministry was renamed as the Ministry of Rural Areas and Employment with three departments namely Department of Rural Employment and Poverty Alleviation, Rural Development and Wasteland Development.

Again, in 1999 Ministry of Rural Areas and Employment was renamed as Ministry of Rural Development. This Ministry has been acting as a catalyst effecting the change in rural areas through the implementation of wide spectrum of programmes which are aimed at poverty alleviation, employment generation, infrastructure development and social security. Over the years, with the experience gained, in the implementation of the programmes and in response to the felt-needs of the poor, several programmes have been modified and new programmes have been introduced. This Ministry's main objective is to alleviate rural poverty and ensure improved quality of life for the rural population especially those below the poverty line.

The Planning commission has identified 150 most backward districts of the country on the basis of prevalence of poverty indicated by SC/ST population, agricultural productivity per worker and agricultural wage rate. Most of them happen to be tribal districts. There is a need for substantial additional investment in these districts to convert their surplus labour into required capital formation solving livelihood issues.

During the Ninth Plan period, several anti-poverty Programmes have been restructured to enhance the efficiency of the Programmes for providing increased benefits to the rural poor. Self Employment Programmes have been revamped by merging the Integrated Rural Development Programme (IRDP), the Development of Women and Children in Rural Areas (DWCRA), the Supply of Improved Tool-Kits to Rural Artisans (SITRA), the Training of Rural Youth for Self Employment (TRYSEM), the Ganga Kalyan Yojana (GKY) and the Million Wells Scheme (MWS) into a holistic self-employment scheme called Swarnjayanti Gram Swarozgar Yojana (SGSY).

Keeping in view the needs and aspirations of the local people, Panchayati Raj Institutions have been involved in the programme implementation and these institutions constitute the core of decentralized development of planning and its implementation. The Ministry is also vigorously pursuing with the State Governments for expeditious devolution of requisite administrative and financial powers to PRI's as envisaged under 73rd amendment Act of the Constitution of India. On 25th December 2002, under Drinking Water Sector, a new initiative "Swajal Dhara" empowering the Panchayats to formulate, implement, operate and maintain Drinking Water Projects has been launched. In order to further involve PRIs in the development process, a new initiative 'Hariyafi' has been launched by Hon'ble Prime Minister on 27th January, 2003. Hariyali has been launched to strengthen and involve Panchayati Raj Institutions in the implementation of Watershed Development Programmes namely IWDP, DPAP and DDP.

This Ministry is a nodal department for the two international organizations viz., the Centre on Integrated Rural Development of Asia and the Pacific (CIRDAP) and the Afro-Asian Rural Development Organization (AARDO).

The Ministry consists of the following three Departments:

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

(1) **The Department of Rural Development** implements schemes for generation of self employment and wage employment, provision of housing and minor irrigation assets to rural poor, social assistance to the destitute and Rural Roads. Apart from this, the Department provides the support services and other quality inputs such as assistance for strengthening of DRDA Administration, Panchayati raj institutions, training & research, human resource development, development of voluntary action etc. for the proper implementation of the programmes. The major programmes of the Department of Rural Development are Pradhan Mantri Gram Sadak Yojana, (PMGSY), Rural Housing (RH) Sampoorna Gramin Rozgar Yojana (SGRY) and Swarnjayanti Gram Swarozgar Yojana (SGSY).

(2) **Department of Land Resources** implements schemes to increase the biomass production by developing wastelands in the country. Department also provides the support services and other quality inputs such as land reforms, betterment of revenue system and land records. It also undertakes development of desert areas and drought prone areas in the country. The major programmes of the Department of Land Resources are Drought Prone Area Programme (DPAP). The Desert Development Programme (DDP) the Integrated Wasteland Development Programme (IWDP) and Land Reforms (LR). These aim at increasing the soil and moisture conservation and productivity of the wasteland of the degraded lands thereby increase the income of the people.

(3) The provision of Drinking Water Supply and extension of Sanitation facilities to the rural poor are the main components of the activities of the **Department of Drinking Water Supply**. The major programmes of the Drinking Water Supply Department are the Swajaldhara, the Accelerated Rural Water Supply Programme (ARWSP) and the Total Sanitation Programme (TSP).

#### **Overview To Department of Rural Development :**

The Department of Rural Development is implementing a number of programmes in rural areas through the state Governments for poverty reduction, employment generation, rural infrastructure habitant development, provision of basic minimum services etc. The important programmes presently being implemented by the Department are :

1. *Pradhan Mantri Gram Sadak Yojana (PMGSY)*
2. *Swarnjayanti Gram Swarozgar Yojana (SGSY)*
3. *Sampoorna Gramin Rozgar Yojana (SGRY)*
4. *Rural Housing (Indira Awaas Yojana)*

5. *DRDA Administration*

6. *Training Schemes*

7. *Promotion of Voluntary Schemes and Social Action Programme, organization of beneficiaries, advancement and dissemination of rural technology through CAPART.*

8. *Monitoring mechanism.*

1. Keeping in view the fact that Rural Roads are vital to economic growth and measures for poverty alleviation in the village, Government have launched a 100% Centrally Sponsored Scheme called the **Pradhan Mantri Gram Sadak Yojana (PMGSY)**. The Programme seeks to provide connectivity to all unconnected habitations in the rural areas with a population of more than 500 persons through good All-weather roads by the end of the Tenth Plan Period. In respect of the Hill States (North-East, Sikkim, Himachal Pradesh, Jammu & Kashmir, Uttaranchal) and the Desert Areas, the objective would be to connect habitations with a population of 250 persons and above.

2. **The Swarnjayanti Gram Swarozgar Yojana (SGSY)** is the single self employment programme for the rural poor. The Yojana which came in to effect from 1.4.1999, has been conceived as a holistic programme covering all aspects of self employment like organization of rural poor into Self Help Groups (SHGs) and their capacity building, training, planning of activity clusters, infrastructure development, financial assistance through bank credit and subsidy and marketing support etc.

3. **Sampoorna Grameen Rozgar Yojana (SGRY)** scheme was launched with effect from 25th September 2001 after merging the Employment Assurance Scheme and the Jawahar Gram Smridhi Yojana. This is being implemented as a centrally sponsored scheme on cost sharing basis between the Centre and the States. The cash component of the Programme is shared between the Centre and State in the ratio of 75:25. Food grains are provided free of cost to the States/Union Territories. The cost of transportation of the foodgrains is borne by the concerned States/UTs. The special component of SGRY aims at augmenting food security through additional wage employment in the calamity affected rural areas after due notification by the State governments and its acceptance by the Ministry of Agriculture.

4. **Housing** is one of the basic requirements for human survival. Therefore, construction of houses was included as one of the major activities under the National Rural Employment Programme which begun in 1980. Rural Landless Employment Guarantee Programme (RLEGP) begun in 1983. Indira Awaas Yojana (IAY) was launched during 1985-1986 as a sub-scheme of RLEGP and thereafter it continued

as a sub-scheme of Jawahar Rozgar Yojana. From 1st January 1986, IAY was delinked from JRY and made an independent scheme. The Government of India, in 1998 announced a National Housing and Habitat policy which aims at providing “Housing for all” and facilitating the construction of 20 lakh additional housing units (13 lakh in rural areas and 7 in urban areas) with emphasis on standing benefits to the poor and the deprived. The intention is to end shelterlessness and ensure the conversion of all unserviceable kutcha houses by pucca houses by the end of 11th plan period. The Action plan is being implemented through various programmes such as Indira Awaas Yojana (IAY), Credit cum Subsidy Scheme for Rural Housing, Innovative Scheme for Rural Housing and Habitat Development, Rural Building Centres, Equity Contribution by Ministry of Rural Development to HUDCO and National Mission for Rural Housing and Habitat.

**5.** In order to strengthen the **DRDAs** and to make them more professional and effective, a new centrally sponsored scheme, namely, DRDA Administration has been introduced from 1st April, 1999 based on the recommendations of an inter-ministerial committee known as the Shankar Committee. The scheme replaces the earlier practice of allocating percentage of programme funds to the administrative cost. Under this, a separate provision has been made to meet the administrative expenses of the DRDAs who are expected to effectively manage and implement the schemes.

**6. Training** has gained an important position in rural development activities concerning various poverty alleviation programmes. As training, research and development are closely linked, continuing education of both policy makers and programme implementers is imperative. Towards facilitating this, National Institute of Rural Development (NIRD) has been conducting training programmes, workshops, seminars and international programmes. In addition, extensive support has been provided to a number of training and research institutions dealing with issues related to rural development.

**7. 1. Council of Advancement of People’s Action and Rural Technology (CAPART)** has been set up to encourage participation of voluntary agencies in rural development and also to provide financial assistance to them in their rural development projects. CAPART directly deals with voluntary agencies and their projects.

**8. Monitoring and Evaluation (M&E)** of development activities provide various stakeholders in these activities with better means for learning from past experience, improving service delivery, planning and allocating resources, and demonstrating results as part of accountability to key stakeholders. A comprehensive multi-level,

multi-tool system of Monitoring and Evaluation of the policy and implementation environments of the programmes of the Ministry has been evolved over the years. In view of the vast canvas for implementation of the programmes of the Ministry, the monitoring of the programmes is taken up at various levels.

9. The overall monitoring of all the programmes at the national level is carried out by the Monitoring Divisions of the Ministry. The Programme Divisions monitor the respective programmes implemented by them. The Programmes of the Ministry are basically implemented by the State Implementing Agencies. At the State level, the Secretary/Commissioner dealing with the Programme monitors its implementation. The actual execution of the Programmes takes place at the District/Village level through DRDAs, Panchayati Raj Institutions (PRIs) and other implementing Agencies, who monitor the execution of the programmes at the grass root level.

#### **Autonomous Bodies:**

Under this department there are three autonomous bodies viz., Council of Advancement of People's Action and Rural Technology (CAPART), National Institute of Rural Development (NIRD) and National Rural Road Development Agency (NRRDA).

1. Council of Advancement of People's Action and Rural Technology (CAPART) has been set up to encourage participation of voluntary agencies in rural development and also to provide financial assistance to them in their rural development projects. CAPART directly deals with voluntary agencies and their projects.

2. National Institute of Rural Development NIRD is engaged in planning and coordination of national level training. For state and district level training, assistance is given to State Institutes of Rural Development (SIRD) and Extension Training Centres (ETC) respectively.

3. National Rural Road Development Agency (NRRDA) recently registered under society registration Act, 1860, extends support to the Pradhan Mantri Gram Sadak Yojana (PMGSY) to advice on technical specification, project appraisal, appointment of part time quality control monitors, management of Monitoring system and submits periodic reports to ministry.

#### **District Rural Development Agency (DRDA) :**

At the district level the entire work relating to planning, implementation, reviewing, supervision and monitoring of the programmes "related to rural development is done by the DRDA. Total resources which become available to the States for implementation of the programme is distributed to the DRDA on the basis of the laid down criteria.

It is further laid down that the works under this programme may be executed generally through Panchayat Raj Institutions. However, DRDAs could also consider the allotment of the work to any of the departmental agency. The DRDAs have the overall responsibility for supervision, monitoring and implementation of the programme. They are suppose to submit regular reports and records to the state Government.

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## **4.2. National Food For Work Programme (NFFWP)**

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### **1. Objective :**

To provide additional resources apart from the resources available under the Sampoorna Grameen Rozgar Yojana (SGRY) to 150 most backward districts of the country so that generation of supplementary wage employment and providing of food-security through creation of need-based economic, social and community assets in these districts is further intensified.

### **2. Target Group :**

The NFFWP is open to all rural poor who are in need of wage employment and desire to do manual and unskilled work. The programme will be self-targeting in nature.

### **3. Districts Where The Prpgramme Will Be Implemented :**

The programme will be initially implemented in 150 most backward districts of the country as identified by the Planning Commission in consultation with the Ministry of Rural Development.

### **4. Funding Pattern :**

The programme will be implemented as a 100% Centrally Sponsored Scheme. Foodgrains are provided to the States free of cost. The transportation cost, handling charges, and taxes on foodgrains will, however, be the responsibility of the States.

### **5. Programme Strategy :**

(i) Collector is the Nodal Officer at the district level and overall responsibility of planning, implementation, coordination, monitoring and supervision will be that of the Collector of the District. The necessary assistance will be provided to the Collector from the DRDA/District Panchayat (DP) to whom funds and foodgrains will be released.



(ii) The focus of the programme will be on works relating to water conservation, drought proofing (including afforestation/tree plantation) and land development. Flood-control/protection (including drainage in waterlogged areas), rural connectivity in terms of all-weather roads and any other similar activity for economic sustainability, keeping in view the area specific problems, can be included provided the principal focus of the programme on water conservation and drought proofing is maintained.

(iii) A five-year Perspective Plan for the district, (Block-wise and GramPanchayat-wise) will be prepared under the programme.

(iv) Works which can be undertaken within the resources available under any other ongoing Central Scheme or any State Government Scheme falling within the Perspective Plan will be taken up under the respective schemes.

## **6. Wages Under the Programme :**

Distribution of foodgrains as part of wages under the NFFWP is based on the principle of protecting the real wages of the workers besides improving the nutritional standards of the families of the rural poor.

Foodgrains is given as part of wages under the NFFWP to the rural poor at the rate of 5 Kg. per manday. More than 5 kg foodgrains can be given to the labourers under this programme in exceptional cases subject to a minimum of 25% of wages to be paid in cash. The State Governments will take into account the cost of foodgrains paid as part of wages, at a uniform BPL rate. The workers will be paid the balance of wages in cash, such that they are assured of the notified Minimum Wages.

In the event of non-availability/inadequate availability of foodgrains, wages in kind may be less than 5kg of foodgrains per manday and the remaining portion may be given in cash. In the reverse case of less availability of cash, the wages in cash may be less than 25% and the remaining portion may be given in kind as foodgrains. However, the norm of minimum 5 kg. of foodgrains and minimum of 25% wages in cash is maintained as far as possible. No additional allocation of cash in lieu of foodgrains will be made by the Central Government.

The wages under the NFFWP shall normally be paid partly in foodgrains and partly in cash. The wages to be paid under the NFFWP both for skilled and unskilled labour shall not be less than the minimum wages fixed by the State Government under the relevant Statute for agricultural labourers as applicable to the rural areas.

Equal wages shall be paid under the programme to both men and women workers.

#### **7. Convergence/Dovetailing With Other Programmes :**

Funds available from other sources like market committees, co-operatives, NGOs, NRIs and other institutions could also be dovetailed with the NFFWP funds for works permissible under the later. The funds available with the PRIs from other sources such as National Finance Commission, State Finance Commission, State Departments, other Central and Centrally Sponsored Schemes such as Sampoorna Grameen Rozgar Yojana (SGRY), Swarnjayanti Gram Swarozgar Yojana (SGSY), Drought Prone Areas Programmes (DPAP)/Desert Development Programme (DDP), Rashtriya Sam Vikas Yojana (RSVY) etc. can also be dovetailed for construction of durable community assets/works permissible under the NFFWP. However, NFFWP funds should not be used as a substitute for Departmental Plan funds of different Departments and agencies. Funds from other programmes for the works permissible under the NFFWP can be dovetailed with NFFWP funds and not vice versa.

#### **8. Monitoring :**

The Rural Development Department of the State Government and the Ministry of Rural Development at the Central level shall monitor the Programme through Monthly, Quarterly and Annual Progress Reports. In addition, the Monitoring and Vigilance Committees at the State and District levels shall also oversee the Programme as per the Guidelines issued by the Ministry of Rural Development.

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### **4.3. Integrated Wastelands Development Project (IWDP) Scheme**

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#### **Background:**

This scheme is under implementation since 1989-90, and has come to this Department along with the National Wastelands Development Board. The development of non-forest wastelands is taken up under this Scheme. The scheme provides for the development of an entire micro watershed in an holistic manner rather than piecemeal treatment in sporadic patches.. The thrust of the scheme continues to be on development of wastelands.

**Objectives:**

The basic objective of this scheme is an integrated wasteland development based on village/micro watershed plans. These plans are prepared after taking into consideration the land capability, site condition and local needs of the people.

The scheme also aims at rural employment besides enhancing the contents of people's participation in the wastelands development programmes at all stages, which is ensured by providing modalities for equitable and sustainable sharing of benefits arising from such projects.

**Activities:**

The major activities taken up under the scheme are:

- Initiating soil and moisture conservation measures like terracing, bunding, trenching, vegetative barriers and drainage line treatment.
- Planting and sowing of multi-purpose trees, shrubs, grasses, legumes and pasture land development.
- Encouraging natural regeneration.
- Promotion of agro-forestry & horticulture.
- Wood substitution and fuelwood conservation measures.
- Awareness raising, training & extension.
- Encouraging people's participation through community organization and capacity building.
- Drainage Line treatment by vegetative and engineering structures
- Development of small water Harvesting Structures.
- Afforestation of degraded forest and non forest wasteland.
- Development and conservation of common Property Resources.

**The New Guidelines For Watershed Development :**

- The IWDP scheme is being implemented on the basis of new Guidelines for Watershed Development from 1.4.1995. The new common Guidelines envisage the bottom up approach whereby the Users' Group themselves decide their work programme.
- The strength of the Guidelines lies in the decentralisation of decision making process by involving local Panchayati Raj Institutions, NGOs, Government

Departments and the watershed community at the grass root level. It is an effort on the part of the Govt. to remove the stumbling blocks that have delayed the process of development. In fact, the initiatives taken by the DoWD aim at establishing a system under which village people can actually involve themselves in planning, implementation and monitoring of watershed development programmes. In preparation of the Watershed Development Plan, Users and Self Help Groups and other people directly depending on the watershed are actually involved.

- Another strength of these guidelines lies on the flexible approach followed in the method of release of funds, the area to be covered in each watershed as well as choice of components.
- The new guidelines attempt to make the projects sustainable by establishing Watershed Development Fund and involving people in deciding equity issues and usufruct sharing mechanism.

#### **Main Features Of Guidelines For Watershed Development :**

- Recommended by Hanumantha Rao Committee Report.
- Applicable to All Area Development Schemes.  
(DPAP/DDP/IWDP/EAS)
- Came into effect from 1st April, 1995.

#### **Aims At :**

- Decentralized Decision making.
- Involvement of local people at Grass-root level
- Promotion of locally available low cost Technology.
- Involvement of Panchayat Raj Institutions
- Upliftment of landless persons and others belonging to weaker sections
- Special programme for social and economic upliftment of women

#### **Common Guidelines for Watershed Development :**

- Cost norms Rs. 4000 per ha
- Sustainability.
- All area development schemes on watershed development basis

- Decentralised decision making
- Strong technical and training input
- People's participation and involvement of Panchayati Raj Institution
- Development of village level institutions

#### **The Old and New Guidelines :**

These guidelines envisaged a fixed work programme to be followed by District Rural Development Agencies/Zilla Parishads. Components for each project were designed by the PIAs which used to be sanctioned at the Central level.

From 1.4.1995, Common Guidelines for Watershed Development were adopted with a view to involve watershed community at all levels of project implementation right from project formulation till its completion. The decision making and funds disbursement powers are given to the people under these Guidelines.

#### **Approach:**

From 1.4.1995, Common Guidelines for Watershed Development were adopted with a view to involve watershed community at all levels of project implementation right from project formulation till its completion. The decision making and funds disbursement powers are given to the people under these Guidelines.

#### **Approach :**

- Wasteland Development through holistic development of Degraded watershed.
- Employment of people through Institutional arrangements
- Planning from below (bottom up approach)
- Sustainability through people's participation.

#### **Funding Pattern :**

ASSISTANCE	Rs. 4,000 per ha.
ADMN. COST	10%
COMMUNITY ORGANISATION	5%
TRAINING	5%
WORKS	80%

### **End Results :**

- Improved Productivity of Wastelands
- Improved Availability of Fuel wood and fodder
- Increase in Water Table
- Reduction in Migration
- Improvement of Economic status of the People

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## **4.4. Indira Awaas Yojana (IAY)**

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### **1. Introduction :**

Indira Awaas Yojana (IAY) was launched during 1985-86 as a sub-scheme of Rural Landless Employment Guarantee Programme (RLEGP) and continued as a sub-scheme of Jawahar Rozgar Yojana (JRY) since its launching from April, 1989. It has been de-linked from the JRY and has been made an independent scheme with effect from January 1, 1996.

### **2. Objective :**

The objective of IAY is primarily to provide grant for construction of houses to BPL People living in rural areas.

### **3. Target Group :**

The target group for houses under IAY will be people below poverty line living in rural areas belonging to Scheduled Castes/Scheduled Tribes, freed bonded labourers and non-SC/ST subject to the condition that the benefits to non-SC/ST should not exceed 40% of total IAY allocation during a financial year.

From 1995-96, the IAY benefits have been extended to ex-servicemen, widows or next-of-kin of defence personnel and para military forces killed in action irrespective of the income criteria subject to the condition that (i) they reside in rural areas; (ii) they have not been covered under any other scheme of shelter rehabilitation; and (iii) they are houseless or in need of shelter or shelter upgradation. Priority be given to other ex-servicemen and retired members of the paramilitary forces as long as they fulfill the normal eligibility conditions of the Indira Awaas Yojana and have not been covered under any other shelter rehabilitation scheme. The priority in the matter of allotment of houses to the ex-servicemen and paramilitary forces and their dependents

will be out of 40% of the houses set apart for allotment among the non-SC/ST categories of beneficiaries.

3% of the funds have been earmarked for the benefit of disabled persons below poverty line. This reservation of 3% under IAY for disabled persons below the poverty line would be horizontal reservation i.e., disabled persons belonging to sections like SCs, STs and Others would fall in their respective categories.

#### **4. Identification of Beneficiaries :**

District Rural Development Agencies (DRDAs) / Zilla Parishads on the basis of allocations made and targets fixed shall decide Panchayat-wise number of houses to be constructed under IAY, during a particular financial year and intimate the same to the Gram Panchayat. Thereafter, the Gram Sabha will select the beneficiaries restricting its number to the target allotted, from the list of eligible households, according to IAY guidelines and as per priorities fixed. No approval of the Panchayat Samiti will be required. The Panchayat Samiti should however, be sent a list of selected beneficiaries for their information. This amendment in the IAY guidelines shall come into force with effect from 1-4-1998.

#### **5. Priority in Selection of Beneficiaries :**

The order of priority for selection of beneficiaries amongst target group below poverty line is as follows:

- (i) Freed bonded labourers.
- (ii) SC/ST households who are victims of atrocities.
- (iii) SC/ST households, headed by widows and unmarried women.
- (iv) SC/ST households affected by flood, fire earthquake, cyclone and similar natural calamities.
- (v) Other SC/ST households.
- (vi) Non- SC/ST households.
- (vii) Physically handicapped.
- (viii) Families/widows of personnel of defence services / para-military forces, killed in action.
- (ix) Displaced persons on account of developmental projects, nomadic seminomadic, and de-notified tribals, families with disabled members and internal refugees, subject to the households being below poverty line.

#### **6. Allotment of Houses :**

Allotment of houses should be in the name of female member of the beneficiary household. Alternatively, it can be allotted in the name of both husband and wife.

#### **7. Location of IAY houses :**

The houses under IAY, should normally be built on individual plots in the main habitation of the village. The houses can also be built on micro habitat approach or in a cluster within a habitation, so as to facilitate the development of infrastructure, such as, internal roads, drainage, drinking water supply etc. and other common facilities. Care should always be taken to see that the houses under IAY are located close to the village and not far away so as to ensure safety and security, nearness to work place and social communication.

#### **8. Upper limit for construction assistance :**

At present, upper limit of construction assistance under IAY is as given below:

	<b>Plain areas</b>	<b>Hilly/Difficult areas</b>
Construction of house including sanitary latrine and smokeless chulha	Rs.17,500	Rs. 19,500
Cost of providing infrastructure and common facilities	Rs. 2,500	Rs. 2,500
<b>Total:</b>	<b>Rs.20,000</b>	<b>Rs. 22,000</b>

In case the houses are not built in cluster/micro-habitat approach, Rs. 2,500/- provided for infrastructure and common facilities should be given to the beneficiary for construction of the house. These limits are subject to revision from time to time by the proper authority.

#### **9. Criteria for Allocation of Resources :**

Central assistance under Indira Awaas Yojana is allocated to the States/UTs on the basis of proportion of rural poor in a States/UTs to the total poor in the country. The poverty estimates prepared by the Planning Commission in this regard is used for this purpose. The proportion of rural SC/ST population in a district to the total rural SC/ST population in the State/UT is the criteria of inter-district allocation of IAY funds within a State/UT. These allocation for every year is decided by the Government of India on the basis of above criteria subject to availability of funds.



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## 4.5. Special Component Plan (SCP)

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### General information :

For all-round development of Scheduled Castes / Scheduled Tribes several development departments are implementing a number of schemes. Under Special Component Plan all the development departments are implementing schemes for Scheduled Caste and Schedule Tribe. Under Tribal Sub Plan some schemes are under implementation for Scheduled Tribes. The following schemes are being implemented under the SCP and the TSP :

### Beneficiaries:

- (a) People belonging to the family having monthly income below Rs. 19654.00 (rural areas) and Rs. 27,247.00 (urban areas).
- (b) Permanent resident of the area.
- (c) Prior experience and training in relation to the scheme.
- (d) Non defaulter of the past credit.

### Income Generating Scheme :

Under SCP Tribal sub plan most of the schemes are covered by 60% subsidy of the unit cost or Rs. 10000/- unit cost whichever is less. The Social Welfare department provides Computer Training to SC candidates. It also provides assistance in the form of subsidy to an extent of 60 % subject to max. of Rs 10000/- for various units, e.g.,

- i. Sugar-cane crusher machines
- ii. Decorator business
- iii. Chilli grinder
- iv. K.M.F Milk Dairy
- v. Floor Mill
- vi. Photography and video
- vii. Xerox Machine
- viii. Cycle shop
- ix. Bricks making
- x. Carpentry
- xi. Provision Stores
- xii. Other income generating schemes.

### **Drinking Water And Roads :**

Mini water supply scheme and drilling of Borewells also taken up in the SC colonies on need basis. Preference is given to cluster villages. Link roads and approach roads to the main road are taken up in this scheme.

### **Nutrition :**

Nutritious food is being supplied to SC children.

### **Expenditure in SCP:**

Maximum project cost in SCP is Rs.35,000.00. But upto Rs.12,000.00, 2% or Rs.2000.00 is allowed as part loan. 50% of the total project cost or Rs. 10,000.00 which ever is lowest is given as subsidy. Rest of the amount is to be given by the local Bank.

### **Fund:**

There are four major source of fund.

- i) State Plan
- ii) Central Government.
- iii) Special assistance from Central Government.
- iv) Institutional fund.

In addition the Govt. of India provides lumpsum grants of Rs. 61.00 lakh to take up welfare programmes under various sectors.

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## **4.6. Tribal Sub Plan TSP**

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### **Approach To Tribal Development :**

The First Five Year Plan emphasized additional financial resources through community development approach to address the problems of tribal people rather than that of evolving a clear-cut tribal development strategy and towards plan (1954), 43 Special Multipurpose Tribal Development Projects (MTDPs) were created. These MTDPs could not serve the interests of the tribal people since the number of Schemes were numerous. This approach continued during Second Five Year Plan also. During the Third Five Year Plan, another strategy for tribal development was evolved by converting those Community Development Blocks where the concentration of tribal population was 66% and above into Tribal Development Blocks (TDBs). By the end

of Fourth Five Year Plan, the number of TDBs in the country rose to 504 but this strategy too was considered to be a failure as it failed to address the cause of more than 60% of the tribal population of the country living in blocks outside the TDBs.

The Tribal Sub-Plan Strategy was evolved by an Expert Committee set up by the Ministry of Education and Social Welfare in 1972 under the Chairmanship of Prof S.C. Dube for rapid socio-economic development of tribal people and adopted, for the first time in Fifth Five Year Plan and is continuing since then. The salient features of the TSP strategy are:

The TSP is a plan within the ambit of a State or a UT plan meant for welfare and development of tribals. Such a plan is a part of over all plan of a State or UT, and therefore, called sub-plan. The benefits percolated to the tribals and tribal areas of a State or a UT from TSP are in addition to what percolates from the overall Plan of a State/UT.

- i. The TSP strategy is in operation in 21 States and 2 UTs. In the States like Arunachal Pradesh, Meghalaya, Mizoram & Nagaland, the TSP concept is non-applicable since in these states tribals represent more than 80% of the population.
- ii. The Sub-Plans:
  - a. identify the resources for TSP areas;
  - b. prepare a broad policy framework for the development ; and
  - c. define a suitable administrative strategy for its implementation.
- iii. The most significant aspect of this strategy is to ensure flow of funds for TSP areas at least in equal proportion of Scheduled Tribes population of each of the State and UT.

The Scheme/programme and projects under TSP are implemented through Integrated Tribals Development Projects (ITDPs) which were set up in Block(s) or group of Blocks where ST population is more than 50% of the total population. The coverage of tribal areas was further extended in the Sixth Five Year plan by inclusion of pockets/villages having a minimum of 10,000 tribal population of which at least 50% are Scheduled Tribes on Modified Area Development Approach (MADA) under TSP. Further, in order to ensure cent percent coverage of tribals under the TSP approach, in the year 1986-87 it was decided to include dispersed tribals under the approach while identifying their clusters, each with a total population of 5000 with 50% or more tribal concentration. The 75 identified PTGs living in isolated villages or hamlets were also included in TSP. At present there are 194 ITDPs, 254 MAD As

and 82 clusters. The State-wise number of ITDPs/ MADAs/ Clusters/ PTGs is at Annexure-II.

**Objectives :**

3. The twin objectives of TSP approach are:

- i. Over all socio-economic development of tribals and to raise them above poverty level.
- ii. Protection of tribals from various forms of exploitation.

**Coverage:**

The TSP strategy is in operation in 23 states & UTs (21 states, and 2 UTs) having sizeable population of Tribals. The coverage of tribal population under TSP, at present, is almost total.

**Fund:**

- (i) State Plan.
- (ii) Special Fund from central Govt.
- (iii) Institutional Fund.

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## **4.7. Rashtriya Sam Vikas Yojana (RSVY)**

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Planning Commission has launched a new initiative in the Tenth Plan, Namely, the Backward Districts Initiative under the Rashtriya Sam Vikas Yojana (RSVY). The primary objective of RSVY is to address the problems of the pockets of high poverty, low growth and poor governance by putting in place programmes and policies which would remove barriers to growth and accelerate the development process. The State Government prepare the District Plans in respect of the districts.

**About the Scheme :**

The Backward Districts Initiative under the Rashtriya Sam Vikas Yojana has been initiated with the main objective of putting in place programmes and policies with the joint efforts of the center and the States which would remove barriers to growth, accelerate the development process and improve the quality of life of the people. The scheme aims at focused development programmes for backward areas which would help to reduce imbalances and speed up development.

The identification of backward districts within a State has been made on the basis

of an index of backwardness comprising three parameters with equal weights to each (i) value of output per agricultural worker; (ii) agriculture wage rate and (iii) percentage of SC/ST population of the districts. The number of districts per state has been worked out on the basis of incidence of poverty. In addition, thirty two-districts which are affected by Extremist will also be covered.

The main objectives of the scheme are to address the problems of low agricultural productivity, unemployment, and to fill critical gaps in physical and social infrastructure. The District Administration/Panchayati Raj Institutions accordingly would be required to prepare a three year Master Plan with nested Annual Action Plans. The plan is to be based on a SWAT (Strengths, Weaknesses, Opportunities and Threats) Analysis, review of on-going schemes and identification of few lead sectors wherein state intervention would help the district overcome major bottlenecks in development. The additionally is to be used to meet local need through schemes in these lead sectors which would make dent on the poverty of the district in a time bound manner.

#### **The main principles :**

- The flow of funds from all sources namely State Plan, Centrally sponsored schemes, Central Schemes, externally aided projects etc. are to be indicated along with the specific schemes.
- The benefits from RSVY funds should be maximized through inter sectoral linkages.
- There should be complete transparency in the choice of schemes and their locations. The prioritized list of schemes and the reasons for taking up the schemes and the criteria for choice of locations must be made available on the web-site.
- Peoples' participation and involvement of PRIs, NGOs and Self Help Groups should be ensured at every stage including plan formulation implementation and monitoring.
- Involvement of PRI, NGOs and Self Help Groups in awareness and capacity building, training, etc. and about 2% of the funds is allotted for each schemes.
- Employment related schemes and vocational training need special attention specially in the districts affected by Extremism.
- Funds under RSVY should be used for projects and programmes and not for construction or renovation of administrative buildings, establishment costs/

staff costs, and other such schemes. No new posts are to be created for this programme.

- All schemes are to be completed within the prescribed three-year time frame.

Efforts should be made to concentrate on the poorer pockets and the disadvantaged communities within the district.

### **Release of Fund :**

A sum of Rs. 15.00 crores per year will be provided to each of the districts for a period of three years i.e. a total of Rs.45.00 crore per district. Funds will be released to the State Government on 100% grant basis in suitable installments linked with the satisfactory progress of the District Plan.

The State Government will release the funds received under the programme to a separate head created for the purpose under the District Rural Development Agency within 15 days of the receipt of the said funds. Failure to do so will lead to forfeiture of subsequent installments and the funds released earlier being treated as a loan.

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## **4.8. Drought Prone Area Programme (DPAP)**

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A rural works programme was started in 1960-61 in areas chronically affected by drought with the principal objective of organizing permanent works to generate adequate employment through labour intensive schemes such as major, medium and minor irrigation works, soil conservation, afforestation, and village and district roads etc. In the Fourth plan, after a mid-term appraisal the programme was re-designated as Drought-Prone Area Programme and re-oriented as an integrated area development programme with the objective of developing the land, water, livestock and human resources of these areas.

A task force was constituted in 1980 to review the on-going special programmes and development schemes taken up under DPAP to study its existing coverage to lay down objective criteria for the inclusion/ exclusion of areas under the programme to spell out the main components of the broad strategy of development under the programme and to identify the linkages between DPAP and other on-going rural development programmes. The task force submitted its report in 1982 and made several recommendations for improving the impact and coverage of the DPAP. While implementing the recommendations of the task force, some of the states had not agreed to the exclusion of some areas from this programme, whereas a few states had even suggested the inclusion of new areas which they considered to be drought prone.

An inter Departmental Group on DPAP/DDP was set up in 1984 by the Department Rural Development to examine the representations received from these State for purposes of inclusion/re-inclusion of blocks under these programmes. As a result of the recommendations of the Inter Departmental Group 120 blocks were added to DPAP while 16 blocks were deleted from the programme.

### **Objectives of DPAP :**

- i) To promote a more productive dryland agriculture on the basis of the soil & water resources and agro-climatic condition of the areas with suitable cropping pattern.
- ii) To develop productive use of water resources of the area, soil & moisture conservation including water harvesting and promotion of proper land use practices.
- iii) Afforestation including farm forestry.
- iv) Other diversified activities such as horticulture, sericulture, fishery etc.

### **Components:**

The major components of DPAP are:

- i) Soil & water conservation and land shaping.
- ii) Afforestation and pasture development.
- iii) Water resource development.

### **Criteria for identification of DPAP areas:**

The first effort was made by the state of Maharashtra and Gujarat by using the Meteorological data, revenue remission, frequency of famine or scarcity and availability of irrigation facilities as the criteria. In 1966, the Govt of Tamil Nadu & Rajasthan set the criteria with more weightage to the quantum of rainfall and irrigation and the latter to ratio of good crop years to bad ones as 2:1 or less. In 1967 the Dept. of Agriculture identified chronically drought affected areas on the basis of total or nearly total failure of crops once in every 3 years, 5 years & 10 years. In 1972 the irrigation commission used the criteria of meteorological data and availability of irrigation facilities.

### **Funding :**

During the Sixth Plan, the financing pattern was on the basis of equal sharing

between on center and the states. The funding norm under the DPAP was at the rate of Rs. 15 lakh per block per year.

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## **4.9. Sampoorna Grameen Rozgar Yojana (SGRY)**

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### **Introduction :**

Creation of employment opportunities with food security has been an important objective of developmental planning in India. The relatively higher growth of population and labour force has led to an increase in the volume of unemployment and under-employment from the one Plan period to another. The Government of India aim at bringing employment through wage and self employment into a larger focus with the goal of reducing unemployment and under-employment to a negligible level and of providing food security against hunger. Such an approach is necessary, because it is realized that larger and efficient use of available human and other resources is the most effective way of alleviating poverty, reducing inequalities, improving nutritional levels and sustaining a reasonably high pace of economic growth.

To make a dent on the prevailing poverty, unemployment and slow growth in the rural economy and to provide food security, it is necessary to provide a demand driven infrastructure at the village level to facilitate faster growth in the rural areas and to increase opportunities of employment through access to the market oriented economy.

To provide a greater thrust to additional wage employment, infrastructural development and food security in the rural areas, the Hon'ble Prime Minister of India launched an ambitious New Scheme on 15th August, 2001, with an annual outlay of Rs.10,000 crores. Accordingly, the Ministry of Rural Development reviewed the hitherto on-going Schemes of the Employment Assurance Scheme (EAS), (the only additional wage employment Scheme for rural areas), the Jawahar Gram Samridhi Yojana (JGSY) (a rural infrastructure development Scheme) and by merging them into one Scheme, launched the New Scheme of the Sampoorna Gramin Rozgar Yojana (SGRY) w.e.f 25th September, 2001.

### **Objectives :**

The Sampoorna Grameen Rozgar Yojana (SGRY) will have the following objectives:



**(a) Primary Objective :**

The primary objective of the Scheme is to provide additional wage employment in all rural areas and thereby provide food security and improve nutritional levels.

**(b) Secondary Objective :**

The secondary objective is the creation of durable community, social and economic assets and infrastructural development in rural areas.

**Status :**

The programme is implemented as a centrally sponsored scheme on cost sharing basis between the Centre and the States in the ratio of 75:25 of the cash component of the Programme. In the case of UTs the Centre would provide entire (100%) funds under the Scheme. Foodgrains will be provided to the States/UTs free of cost.

**Target Group :**

The SGRY is open to all rural poor who are in need of wage employment and desire to do manual and unskilled work in and around his village/habitat. The Programme is self-targeting in nature.

While providing wage employment, preference shall be given to agricultural wage earners, non-agricultural unskilled wage earners, marginal farmers, women, members of Schedule Castes/Schedule Tribes and parents of child labour withdrawn from hazardous occupations, parents of handicapped children or adult children of handicapped parents who are desirous of working for wage employment.

**Programme Strategy :**

(i) 5% of the funds and foodgrains under the Sampoorna Gramin Rozgar Yojana will be retained in the Ministry for utilisation in the areas of acute distress arising out of natural calamities or for taking up preventive measures in the chronically drought or flood affected rural areas. Savings from 5% could be allotted by the Ministry to better performing Districts.

(ii) A certain percentage of the allotted foodgrains under the SGRY will be reserved for the Special Component to be used in any Central or State Government Scheme with wage employment potential to meet exigencies arising out of any natural calamity.

(iii) The remaining funds and foodgrains under the SGRY will be available in two streams from the Department of Rural Development:

(a) **First Stream** - The First Stream will be implemented at the District and Intermediate Panchayat levels. 50% of the funds and foodgrains will be available under the First Stream and will be distributed between the Zilla Parishad and the Intermediate Panchayats in the ratio of 40-60.

(b) **Second Stream** - The Second Stream will be implemented at the Village Panchayat level, and 50 % of the funds and foodgrains will be earmarked for the Village Panchayats and distributed among them through DRDAs/Zilla Parishads.

(iv) The Programme will be implemented through the Panchayati Raj Institutions (PRIs).

### **Special Safeguards for the Weaker Sections and Women of the Community :**

(i) 22.5% of the annual allocation (inclusive of foodgrains) under the First Stream of the SGRY both at the District and the Block levels shall be earmarked for individual beneficiary schemes of SC/ST families living below the Poverty Line (BPL).

(ii) Minimum 50% of the allocation to the Village Panchayat (inclusive of foodgrains) shall be earmarked for the creation of need based village infrastructure in SC/ST habitations/wards under the second stream of the SGRY.

(iii) 30% of employment opportunities should be reserved for women.

### **Foodgrains given as part of wages under the SGRY :**

Distribution of foodgrains as part of wages under the SGRY (First & Second Streams) is based on the principle of protecting the real wages of the workers besides improving the nutritional standards of the families of the rural poor.

Foodgrains should be given as part of wages under the SGRY to the rural poor at the rate of 5 Kg per manday. Should a State Government wish to give more than 5 Kg of foodgrains per manday, it may do so within the existing State allocation (subject to a minimum of 25% of the wages to be paid in cash). The State Governments and UT Administrations will be free to calculate the cost of foodgrains paid as part of wages, at a uniform rate which may be either BPL rate, or APL rate or anywhere between the two rates. The workers will be paid the balance of wages in cash, such that they are assured of the notified Minimum Wages. Higher utilization per manday and higher price fixation of foodgrains will result in saving of cash component which may be utilized to meet the material cost for creation of durable community assets.

The Central Government will provide foodgrains and cash component to the States and UT Administrations as per the criteria in order to generate additional wage employment. If there is a balance of foodgrains from the SGRY the same can be utilized for dovetailing with other Central/State Sector Schemes as per para 8.3.1 provided 100% cash requirement is available from such schemes.

Distribution of foodgrains to the workers under the Programme will be either through PDS or by the Gram Panchayat or any other Agency appointed by the State Government. Distribution of foodgrains will be made to the workers, most preferably, at the work site. In the event of the workers belonging to one Habitation and should they choose to receive foodgrains in their Habitation, the same could be organized. While the State Government would have the option of utilizing the PDS, it will have to be ensured that effective safeguards are in place to avoid leakages. DRDAs/ZPs will make necessary arrangements for distribution of foodgrains among the concerned Agencies.

### **Wages Under the Programme :**

The wages under the programme shall be paid partly in foodgrains and partly in cash.

**Minimum Wages-**Minimum Wages fixed by the State authorities shall be paid under the SGRY both for skilled and unskilled labour.

Equal wages shall be paid under the programme to both men and women workers.

Payment of wages shall be made on a fixed day in a week preferably a day before the local market day, in the presence of the Village Pradhan/Sarpanch or Panchas.

In case the executing Agencies do not pay the wages for a category of employment at the rate notified for the relevant schedule of employment under the Minimum Wages Act, the Zilla Parishad/Panchayat Samiti shall withhold further release of funds to that implementing agency and inform the fact to the concerned authority for suitable action against the erring official under the Minimum Wages Act and also inform the Central Government.

Where the Central Government finds that the above provisions are not being followed, it may withhold further release of funds under the programme to the concerned District.

### **Allocation of funds/foodgrains from Centre to State/UTs and the Districts :**

(i) Under the Scheme, funds and foodgrains would be allocated to the States/UTs on the basis of proportion of the rural poor in a State to the total rural poor in the country or such other criteria as decided by the Central Government from time to time.

(ii) At the District level, the allocation of funds and foodgrains will be made on the index of backwardness formulated on the basis of the proportion of rural SC/ST population in a District to the total SC/ST population in the State and inverse of per capita production of the agricultural workers in that District. Equal weightage will be given to these two criteria, while allocating funds & foodgrains to the district.

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#### **4.10. Exercises**

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- (i) What are the objectives, target group and programme strategy of Sampoorna Grameen Rozgar Yojana?
- (ii) Analyse the concept and principles of Rastriya Sam Vikas Yojana.
- (iii) Analytically discuss the concept of National Food For Work Programme.

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## **UNIT : 5 □ Panchayati Raj**

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### **Structure :**

- 5.1. Proposal**
- 5.2. Concept**
- 5.3. Historical Development**
- 5.4. Structure**
- 5.5. Natural Functions**
- 5.6. Legislative System**
- 5.7. Importance of Participation of People**
- 5.8. Effect of Panchayats**
- 5.9. Problems**
- 5.10. Exercises**
- 5.11. References**

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### **5.1. Proposal**

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Panchayati Raj System in India is a very popular and effective system. People of all classes are being acquainted with this system. In some ways India has attracted landable attention of the world. Among these, the introduction of the Panchayati Raj System and successfully directing it, is noteworthy. It is very difficult to direct this system in an effective way in a large democratic country like India especially when nearly 40% of its population is illeterate, many villages being located in deserts, forests, hill areas. these are an easy prey to communication probelem. Despite these problems the Panchayati Raj System is running successfully and this is why it is a subject for analysis.

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### **5.2. Concept**

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Panchayat is a village based institution which is made up of elected candidates voted by adult population. This institution will aim at identifying the problems of the locality and try to find out possible solutions to the problem. In this way, Panchayats can be said to be an insitution of the people.

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### **5.3. Historical Development**

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The underlying source of Panchayat is difficult to ascertain. But the leaders of the village usually discussed problems relating their area and sought to find out possible solutions to these problems. The collective decisions undertaken in such cases were respectfully followed by all. In this way many centuries passed. Such an informal rural structure rendered discipline to village life and through a collective life condition it brought about stability in these villages.

The Panchayati Raj System formally started from the later 1950s. The aim was rural development by collective effort. But this system did not have a constitutional safeguard. The political parties were also not interested. No legislative system for the structure or functioning of the Panchayat was not established. The government did not provide funds nor did it take up any responsibility for its functioning.

The leaders of the nation were aware of the need to introduce Panchayati Raj System. So, many commissions were introduced to lay out the structure, Power distribution, responsibilities, time period, election procedure, economic system, agenda, areas to come under the system etc of the proposed Panchayati System. Last of all in 1998, the Ashoke Mehta Committees programme were implemented in West Bengal, Karnataka, Andhra Pradesh and Kerala. After some years, following the Singhvi Committee recommendations, Panchayats came under the purview of the Constitution through the 73rd Constitutional Amendment. After the introduction of this, the Panchayati system was laid down as a three tier system of governance. The Panchayat is like the State responsible for many activities. Throughout the country, the Panchayati Raj System is institutionalized as decentralized system of administration. But all the states have not introduced this system of administration at the same time. And more so it is not effective in all the states in the same way. The difference is due to political commitment, consciousness of common people and their backwardness.

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### **5.4. Structure**

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Panchayat has three layers or tiers. The first and the lowest is Gram Panchayat. This is made up of some moogas or villages. The elected representatives vary between ten and sixteen depending on the proportion of the population. In some instances this number can be less than the stipulated number.

The second tier or the middle layer is Block Panchayat or the Panchayat Samiti. Some gram panchayats collectively come under the Panchayat Samiti. Besides the elected candidates of the Panchayat Samiti the Pradhans of the Gram Panchayat by virtue of their posts can also be members of the Panchayat Samiti.

The last and the highest layer of the Panchayat is Zilla Parishad. It is the last authority in the district. Elected candidates from the district and the Sabhadhipatis of the panchayat samiti by virtue of their posts are members of the Zila Parishad.

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## **5.5. Natural Functions**

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The functions, power structure of the Panchayati system basically depends on the Panchayat law of the state. The Constitution has only laid down a framework of it :-

- It will work for economic development and establishment of social justice.
- It will lay out programmes keeping in mind the above principle.

The Constitution has a framework on the nature of the programmes of the Panchayats in its schedule no. II. There are 29 issues in it. It is divided into seven types such as—

**(1) Agriculture and agro based issues :**

- (a) Agriculture and expansion.
- (b) Land Development, Land Reform, Preservation of Water and Soil.
- (c) Small Irrigation facilities.
- (d) Animal Husbandry and Poultry etc.
- (e) Fishery.

**(2) Forest and Environment related issues :**

- (a) Social Forestation and Farmaland.
- (b) Fuel and Food for Animals.
- (c) Forest produced crop.
- (d) Alternative sources of Energy.

**(3) Industry related issues :**

- (a) Food Processing and other Small Industries.
- (b) Khadi and Small and Hadicrafts industry.

**(4) Infrastructure, Basic Needs and Social Work related issues :**

- (a) Road, Culvert, Small Bridge, Ferrighat
- (b) Rural Electrification.
- (c) Drinking water.
- (d) Construction of Houses in Rural Areas.
- (e) Education.
- (f) Vocational and Technical Education.

- (g) Adult Education and Informal Education.
- (h) Health and Sanitation.
- (i) Construction and Maintenance of Libraries.
- (j) Cultural Activities and Festivals.
- (k) Family Welfare.
- (l) Distribution System.
- (m) Market Regulation.

**(5) Social Welfare related issues :**

- (a) Women and Child Welfare.
- (b) Welfare Programme for Mentally and Physically Handicapped persons.
- (c) Welfare for listed Castes and Tribes.

**(6) Poverty Alleviation.**

**(7) Protection of Community Property.**

Besides these seven responsibilities, the Panchayat, has the responsibility of 108 Zilla Parishads, 87 Panchayat Samitis and 85 Gram Panchayats.

For the overall development the Panchayat has taken up many programmes. The most important among those are—

**(a) Jawahar Rojgar Yojna (JRY) :**

In 1989 this programme was initiated in combination of NREP and LEGP programmes that ensured income for work. This programme's aim was—

- To create additional opportunities of work for working people.
- To create permanent wealth/resource so that rural people can continuously get work from it.
- To facilitate general improvement in life conditions of rural people.
- This programme has three types.
- Protection of Land, Flattenning of land, creation of small damns for irrigation, creation of or Reforming Drainage System, Digging or Reforming ponds/wells etc.
- Constructing Houses for Rural poor.
- Protection of rural wealth/resource, construction of roads, schools, toilets, halls, sport-fields, creating facilities for drinking water, literacy programmes, forestation, maintenance of fruit forests etc.

Among these, the first is for scheduled castes, scheduled tribes and people living below poverty line and the thiid programme is for all rural people. People living



below poverty line only will get opportunities of work. This has a special rule that is this opportunity has to be reserved for 30% of the women population of the rural areas. It is also an imperative that 60% of the money allocated has to be used for giving wages, Some commodities can be bought with the rest amount. All the programmes that are to be initiated under this policy has to be testified by the participation of most of the target rural people.

**(b) Employment Assurance Scheme (EAS) :**

Generally the rural people do not get jobs throughout the year. Naturally they fall prey to poverty. This programme has been initiated to envisage that these people get jobs not only throughout the year but also in those months when they are generally unemployed. The second aim of this programme is creating permanent wealth/resource in the villages. This programme has not yet been introduced in all blocks of the state but it is already functional in areas where there is object poverty and high unemployment rate.

The principles of this scheme are—

- People living below the poverty line should be given at least 150 mandays' work for 2 adult members per family. The families should therefore register at the Panchayat. These registered families will be given cards, so that every employment condition is formal.

The programmes under this scheme are—

- Forestation and Maintenance of Gardens.
- Construction of Roads.
- Construction of schools and buildings for Anganwari.
- Making way for small irrigation facilities.

In this case also 60% of the allotted finance has to be given away in way of wages and up to 50% of the wages can be distributed in terms of food grains.

**(c) Integrated Rural Development Programme (IRDP) :**

From 1980 onwards this programme has been initiated in every block level of the state. Three types of programmes have been initiated under this scheme—

- Agricultural work, Animal husbandry irrigation system etc.
- Establishing Cottage Industry.
- Business and service orientation.

The scheme should be selected on the basis of the education, health, zeal, skill of the beneficiary, supply of raw material, selling opportunities. The age of the would be beneficiary has to be between 18 and 60 years. Only those living below the

poverty line are eligible to be beneficiaries of the programme. But these families are divided into four classes on the basis of their income. These divisions are a, b, c and d. The 'a' class of families are the most poor and therefore they should be given priority over selecting a beneficiary. And subsequently beneficiaries from b, c and d class of families should be selected.

**(d) Tricem :**

The beneficiaries of the IRDP scheme sometimes need technical training. Tricem programme aims at rendering technical training to these. This programme can be initiated with the help of any skilled person or private institute, public training system, Agro-technical centres, ITI, or any Polytechnic College. Generally people between the age group 18 and 35 are given such opportunity. In special cases age relaxations are made for the age group 16 – 45 years. Generally the duration of training is for six months. But for special cases this training period can be longer. The trainees are supposed to get stipend during training period. The stipend varies according to institutions residential and non-residential and for time-period of the training. Financial allocations are made for teachers remuneration, tools, raw materials necessary for the training. Trainees are supposed to receive half the amount of money from selling products produced during the training period.

**(e) Lamps :**

The large Cooperatives directed by scheduled castes and scheduled tribes is called Lamps. It envisages loans for irrigation, agriculture, collection and sale of forest-resources, distribution of commodities at a proper price, loan for self employment etc. There are more than 100 lamps in West Bengal. All the lamps working so far are registered.

**(f) Sesru :**

The registered unemployed at Employment Exchange aged between 18 – 40 years are brought under this programme so that they can take the opportunity of self employment programmes through the Panchayats under this scheme, these unemployed are given loans up to Rs. 25,000 for business and services upto Rs. 35,000 for establishing industries. But if anyone from their family has not repaid any loan taken earlier, the incumbent is not allowed to be a beneficiary under this programme. The 75% of the money that is to be received has to be disbursed in terms of loans and 25% of it as grants. The money allocated for grants are kept in the banks. After the loan is repaid the beneficiary can receive the grant amount along with the interest.

**(g) Prime Minister's Rojgar Yojna (PMRY) :**

This scheme has been introduced in 1994 – 95 for self-employment. The age of

the beneficiary has to be between 18 – 35 years. Males can select from 150 and females from 100 schemes, any one of their choice. The officer at the Block level or the officer at the District Industrial centre can help them in this regard.

Money assistance up to Rs. 100,000 can be received. The beneficiary has to take the responsibility of 5% of the total money needed and he can receive the other 95% through loans. There is no need to produce any guarantee for this loan. The product produced through this scheme will remain hypothecated to the bank.

To receive loan from this scheme, there are some principles that are to be taken care of —

1. The incumbent has to be a pass out or a failed candidate at the Madhyamik examination
2. The incumbent must have a training from the ITI or any Government approved institution for atleast six months.
3. The incumbent has to be a resident for at least three years in the locality from which the beneficiary is supposed to receive the opportunity.
4. The yearly income of the incumbent has to be within Rs. 40,000.
5. There should not be any unpaid loan in his name.

In this state there has been 25,000 beneficiaries so far who has come under this scheme.

#### **(h) Special Development Programme for Scheduled Caste and Sub Programme for Scheduled Tribes :**

This scheme has 2 parts — family programme and group bases programme. The family oriented programmes aim at economic development through loan – grant family schemes. The second scheme include rice cultivation sapling, distributon of tools, production of animal food, fishery, plantation and soil protection, construction of roads, rural water distribution, cottage industry, youth welfare programmes etc.

These residing below the poverty line are only eligible to receive benefits from this programme. Muder this scheme, each beneficiary gets 50% of the money as grant. There are special officers at the district level, district level manager of the corporation, Block level inspector the Mangal Committee at the Block level under the leadership of the sabhadhipati to take care for the smooth functioning of the scheme. An incumbent can receive an amount up to Rs. 10,00,000 and the interest rate for such amount is also low.

#### **(i) Khadi and Collage Industry related schemes—**

The Panchayat also encourages people by various small or big enterprise for khadi

and cottage Industry. Leather Industry, Cane Industry, Honey Bee Cultivation, Palm and date jaggery, hand made paper, Rice flake preparation, different types of craftsmanship Rope industry, Incense stick, Wollen material, Khadi material etc. making is encouraged among entrepreneurs. Special provisions to include new literates are made.

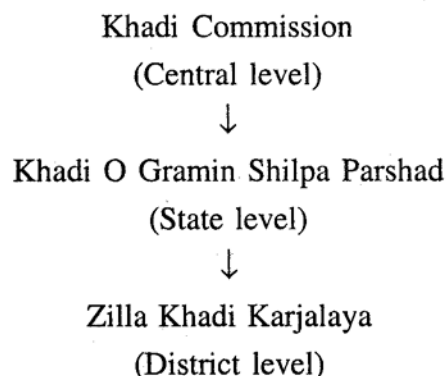
The characteristics of this scheme are—

(i) There is no provision of giving grants— the entire amount is given in term of loan.

(ii) Only 4% interest is charged for loans under this scheme.

(iii) The entrepreneurs are helped by imparting needfull technical training and arrangements for selling khadi products.

The structure of Khadi scheme is as such—



This scheme is directly involved in three tiers of the Panchayat – Gram Panchayat, Panchayat Samiti and Zilla Parishad.

**(j) Development of Agriculture :**

Under this scheme, the poor farmers are given minikits, seed containers, seeds at lower prices, manure and insecticide. There is provision for training farmers so that they can use better quality processes, better quality seeds. The pattadars and the bargadars are given loans at different periods of farming. There is also a provision for providing pension to old poor farmers. To look after this scheme there are agricultural officer at district level, Agricultural Development Officer at Block level, Agriculture-Technology Assistant at the villages. It is imperative to have a Agro Technology Assistant as the village level who will take care of this responsibility along with his other responsibilities.

**(k) Animal Resource Development :**

This is another scheme, which can help in the development of the economic

condition of the rural people. The Panchayat is directly involved in visualizing and nurturing of the scheme.

The services are :

- Training for keeping duck, chicken, goat and cow.
- Distribution of male goat and sheep of the Shankar variety.
- Services for artificial reproduction.
- Primary health check up and medication and also vaccination for animals.

Besides these services there are some Panchayat samitis that have attempted to create Milk Cooperative Samitis with women who are aged above 18 years.

**(l) Fishery and Related Schemes :**

This scheme is introduced to bring about qualitative difference in the life of fishermen. This scheme has different characteristics :

- Cultivation of fish in a farm worthy pond.
- Cultivation of fish in ponds after removing mud.
- Cultivation of fish in salted water.
- Cultivation of fish in newly dug ponds.
- Cultivation of fish in rice fields.
- Mixed cultivation of prawn, lobster and parshu.
- New scheme for releasing small young fish in rivers.
- Distribution of miniket of young fish and manure among the poor fishermen.

The beneficiaries under this scheme can be economically weak fisherman, club, cooperative association, personal pond owner, fishermen who has a pond on lease. There is provision of economic and technical assistance to a group of ten to twenty fish producers. Many provisions are there for technical training at block level for prawn processing, collection of young fish in salted water, creating fishing net, oyster cultivation etc. Other than these, troller, boat, fishing net and other tools are given for fisherman who go out deep into the sea or in the river in search of fish. The poor and old fishermen are given a stipend of Rs. 100 per month. Besides, group based insurance, water supply in the areas where fishermen live, development of infrastructure development are also taken care of. The fishermen are also given identity cards. The Panchayat has a definite role to play in providing these services and opportunities.

**(m) Forest Department Schemes :**

The forest department of the state government has schemes like social based forestation, land reservation, decentralized nursery, organized watershed development etc. The "Forest and land Reform" Association of the Panchayat Samiti and the Zilla

Parishad takes up programme to see that the rural people are effectively engaged in these schemes. The people engaged in the nursery scheme are imparted training for growing saplings with that, they are also given seeds, manure, polythene tube, hay, bamboo, water pot etc. Other than this the areas, which are situated beside forests, Forest Security Associations are created to render security to those forest areas. The Panchayat works for creating, developing and secure forest areas with the people. The Panchayat plays an important role in selecting member of the Forest Security Association and for directing it.

**(n) Silk Industry and its functions :**

Silk materials are always precious. In our country, mulberry, tussar, Endy and muga- are the four types of silk threads that are created. In West Bengal, mulberry silk threads are mainly produced in Birbhum, Maldah and Murshidabad. And, Tussar silk threads are produced in Purulia, Bankura and Medinipur. This Tussar production is a long process. A family based scheme is needed for the whole process or for a part of it. For this grants are available from Silk Industry Department and loans from the banks. If a group is formed with at least eight people, special opportunities are available. If the group is large enough a grant of up to Rs. 50,000 is easily available. The Panchayat takes the initiative to create such groups. To make the specialists more adept in their art, a two month long training is often organized. The trainees are given a stipend of Rs. 200 during the training period.

**(o) Multiple Health, Family welfare, Integrated Health Regulation Scheme :**

There are variety of infrastructural facilities available from the village level to the district level. Health services are provided by District Hospitals, Mahakuma Hospitals, Block Health Centres, Primary Health Centres, Health Sub-Centres etc. There are Anganwari workers, trained mid-wives, community health guides for assistance. Prevention of child death secured motherhood, vaccination, services related to family welfare are the services available. The Panchayat plays an important role so that the people get these services easily. It also has an important role in making people aware of these services.

The Integrated Health Regulation Scheme is being adopted in the state. Permanent Toilets at cheaper price, Smokeless oven and temporary personal toilets are the programmes under the scheme that has encouraged people to use these as alternatives. The Panchayat plays an important role in this context. The families living below the poverty line receive a grant of Rs. 200 per toilet that they construct. In this respect too a certificate from the panchayat Pradhan is very important. The Panchayat also has a significant role in encouraging a committee of at least seven villagers for

selecting an area for drilling in a water pump at the village. An exemplary issue for the country has been set in the Medinipur district where the district administration along with Unicef, Ramkrishna Mission loksiksha Parishad and the Panchayats of the district have come together to visualize a dream by adopting the programmes under this scheme.

**(p) Literacy Programmes :**

The Panchayat plays an important role in directing literacy, post literacy and regular education programmes. The Panchayat is also engaged in Sarvo-siksha Avijan, Informal education programmes. The Panchayat plays a significant role in selecting the area, target group, centre coordinator, education assistant, study material and other important tools needed for education.

**(q) Oldage, Widow and Handicapped Welfare :**

The poor old persons, widows receive a help of Rs. 100.00 every month. The Panchayat Samiti sees that such persons receive the amount via the Post Office. The Gram Panchayat lists those who are in need of such help. The Panchayat also makes mesessary arrangements for training of the handicapped in different private organizations, business houses and at the social welfare department of the State government.

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## **5.6. Legislative System**

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The Panchayat has a variety of responsibilities. The people too expect a lot from the panchayat. The Panchayat has to show its capability if it has to stay as a institution of democratic governmence at the local level. It has to function in accordance to the Constitution and the law of the State. The state government has the responsibility of enacting laws related to the Panchayat. The Panchayat on the other, has the responsibility of directing itself on the basis of the laws that are enacted by the state. The Panchayat has to function and distribute power in accordance to the law of the state. According to these laws—

(i) A village has to be identified amongst a large mouja or a couple of moujas situated nearby. A Panchayat is to be created for such a village.

(ii) Depending on the number of voters in a gram panchayat 5–25 members can be elected as representatives at the Gram Panchayat. If there are more than 500 voters at a Gram Panchayat then provision has to be made for an additional member. If for example there are 8315 voters in a Gram Panchayat, then the total representative of that Panchayat will be  $8000/500 = 16$  and for the additional amount of 315 there will be one additional representative. Therefore for that Panchayat the total number of representative will be  $17\frac{1}{3}$ rd of the total representatives should be women. There

should also be proportionate arrangements for representatives of the scheduled castes and scheduled tribes.

(iii) The members of the Panchayat samiti has to be elected members of the Gram Panchayat. Out of the representatives there should be one Pradhan and one Upa Pradhan at the Gram Panchayat.

(iv) Starting from the day of election, the tenure of a Panchayat is to be 5 years.

(v) The decision when and where a Panchayat will work is to be taken in a meeting. A meeting is to be held every month. If  $\frac{1}{3}$ rd of the members are present in the meeting, then a forum will be formed. A notice has to be served seven days prior to the meeting. If any member does not know about the said meeting then it has to be cancelled. An emergent meeting can be called within three days notice. The secretary has to write down the proceedings and the decisions taken in the meeting. An inquiry meeting can be summoned by written request of  $\frac{1}{3}$ rd of the members within 15 days.

(vi) The functions of the Panchayat are written down in the form of laws. The functions are mainly developmental, establishment of social justice and related to integrated comfort for the people.

■ The functions for collective life comforts.

○ Public Health, Drainage.

○ Prevention against Contaminating diseases.

○ Drinking water supply, Prevention of water pollution.

○ Construction and Maintenance of Roads.

○ Prevention of encroachment on roads.

○ Reformation of ponds, burial ground, burning ghat, grazing land.

○ Forestation.

○ Registration of birth, death etc.

○ Digging of wells and ponds.

○ Guarding public property

○ Collecting taxes etc.

■ Functions for Development and Establishment of Social Justice.

○ Arrangement for cooperative farming, industry and other works.

○ Maintenance of Markets

○ Arrangement for fairs and exhibitions.

○ Arrangements for creating Cottage and Small industries.



○ Initiating projects for animal husbandry, medication of animals, animal reproduction, fishery etc.

○ Constructing and maintaining Libraries.

○ Creating better atmosphere for sports and cultural activities.

○ Distribution of food and other commodities.

○ Developing Irrigation facilities.

○ Developing and Identifying fallow land.

○ Land Reform

○ Use of land and other resources by forming cooperatives.

○ Constructing Rural Houses.

○ Alternative Energy.

○ Social Forestation.

○ Poverty Alleviation.

○ Developmental programmes for women and children.

○ Welfare activities for the Handicapped.

○ Arrangements for professional Training.

○ Directing Adult and Unconventional Education.

○ Welfare for the SCs and STs.

○ Construction and Maintenance of Rural Dispensary.

○ Development for women and children.

○ Rural Electrification.

(vii) Responsibility of the members :

The Sabhadhipati and Saha Sabhadhipati of the Zilla Parishad and Sabhapati and Saha Sabhapati of the Panchayat samiti has a lot of power and responsibility. But the responsibility of work is divided among other members as well. The secretary is the head of all the permanent associations at the district and block level. The Pradhan and Upa-Pradhan were responsible of all work at the Gram Panchayat but for democratic decentralization, the responsibility has been bestowed on the other members of the Gram Panchayat. This has been done by Amendment but it also has been stated that the responsibility of the Pradhan and Upa Pradhan cannot be changed. The responsible members are there only to assist them. They will not enjoy any economic power.

(viii) Licence for Transport, Fee and Toll :

The Panchayat can give licences to rickshaw, pulled cart, bullock driver cart with

wheel of tyres and other vehicles. It is liable to demand fees for water distribution, fairs, ferry service. The Panchayat can also demand toll tax.

(ix) Budget :

The Panchayat has to approve a budget that contains the list of expenditure and costs incurred every year. As this process is too long, the entire process starts in October and is finalized by March. At the time of preparing the budget the audit report is also looked into.

(x) Accounts Record :

The Panchayat has to keep and record of its accounts in a binded copy. It is illegal to keep his record in loose sheet. It has to be written in English and Bengali and for Darjeeling, Nepali language has to be used. Pradhan has to sign on the first page of such copy while writing the number of pages in the copy.

The Panchayat has to keep all its money in a banu or a Post-office only keeping a small amount at had for small expenses. Only with the approval of the Pradhan or the Upa-Pradhan any amount can be withdrawn from the bank or the Post office, wherever the Panchayat has its account. Both of them has to sign for approval. The secretary has to keep the Pass Book or the Cheque Book. The cost-expenditure account has to be followed up regularly by a committee constituting the secretary, Pradhan, Upa-Pradhan and a member. Only in special cases the Pradhan can take decisions independently to buy any essentials.

(xi) Formal Audit :

The Panchayat officer will check the accounts of the Panchayat at least once in an year. A formal audit account has to be maintained regularly. The audit report has to be sent to the Panchayat Pradhan and District level Panchayat Officer within two months after it has been completed. If any discrepancies are found it also has to be reported within two months of the time it has been tabled. The necessary corrections that are to be made also should be intimidated. If there is a serious discipency the auditor can charge a surcharge against the guilty or report it to the District Magistrate.

(xii) Gram Sabha :

Every Word of a Panchayat is Called a Gram Sabha. All the voters of the area are members of the Gram Sabha. Every Gram Sabha has to organise half yearly meetings in May of every year. At least seven days before the meeting people of the area should know about it by whatever means. The accounts has to be presented at the half yearly meetings of the Gram Sabha. The working of the past year and discussion on it is the chief agenda of the yearly meetings. Here, the budget and proposed work of the Panchayat are also discussed. The Pradhan chains such meetings. In his

absence the Upa-Pradhan has to take up the responsibility or any older member of the Panchayat has to preside over the meeting.

#### **Expulsion or Resignation of Members :**

Any member can be expelled with directions from the District Magistrate under these conditions.

(1) If any member after being elected is convicted of any illegal work and has been in prison for more than six months.

(2) If any information regarding the basic qualification of a member needed for election is not met.

(3) If any member is absent for three consecutive meetings without permission.

(4) If a member has not paid any kind of tax.

(5) If the member is also a member of the Panchayat Samiti or Zilla Parishad.

(6) If the area from which he is elected is under any Municipality/Corporation.

Any member can resign from office for any reason. The day from the BDO accepts the resignation, it becomes functional.

#### **Decisions against Gram Panchayats :**

In some cases legal steps are taken against gram Panchayats. According to the Panchayat law in West Bengal in 1973, all the Panchayats are responsible for defined functions. If it is found that a gram panchayat is not working in accordance to the Panchayat law, under the supervision of the Zilla Parishad or the Panchayat Samiti, then the Zilla Parishad can make orders to that work. If the Zilla Parishad finds that a Panchayat is not implementing the tax structure as it is in the Panchayat Law, it can direct the Panchayat to do it immediately. If regular meetings of the Gram Panchayat are not held, then too the Zilla Parishad can take significant steps. If the state government finds that any Gram Panchayat has not implemented any directions, it can take drastic steps.

A state government can take steps like dismissing a Gram Panchayat if it finds out that the Panchayat is unable to carry out its responsibilities there are deliberate and continuous errors, it exerts power discriminately or in other cases. But the Panchayat can defend itself.

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## **5.7. Importance of Participation of People**

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It is very important for the people to participate in the working of the Panchayat. First of all it is necessary for the whole lot of people to be a part of the process if the ideal of democracy is to be fruitfully used. It is the responsibility of the electors

to participate in the election process and select a candidate of choice. Second by participating in the half yearly and yearly meetings by the Panchayat and knowing about the working of the system, the Panchayat cannot do whatever it wants to. By participation of the people, the schemes and programmes can fruitfully be initiated wherever necessary. Another important reason for the participation is direct participation. The economic resource of the Panchayat is limited. It is lesser than the demand of the people. As the capability is limited, welfare activities can be added up, which enhances the demand for voluntary labour, which in turn helps in qualitative development.

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## **5.8. Effects of Panchayats**

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Through the Panchayati Raj System has been introduced all over the country but still it has not been successfully functional in all the states. It has been more successful in Karnataka, Kerala and West Bengal than in Bihar and Orissa. The interest in making it more functional also varies from State to State. This is the reason why the effect of a Panchayat is not equally observed. The effect of Panchayat in West Bengal is :

(1) By locating the problems of the people and making necessary programmes to meet them has made the system more effective in dealing with the demands of the people.

(2) There has been positive changes in drinking water facilities, water for irrigation, education, health consciousness and services, construction of roads etc.

(3) There has been significant growth in employment opportunity, agriculture vocational training, income generation etc.

(4) The process of women emancipation is moving in a faster pace. Their role in decision making, social status, forming self help groups and directing them towards socio-economic development is another significant achievement.

(5) By decentralizing the developmental process, for away villages have also been getting opportunities and services.

(6) People have tend to forget that government funds and grants are an impossibility.

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## **5.9. Problems**

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There is no abnormality in having problems in a system that is functional all over the country. It is normal that there will be a number of problems. If those are identified and analysed in an open mind, it is possible to find solutions to those too. Some problems that are seen in Panchayats are.

(1) Some of the elected members are illiterate. They find it difficult to read notices keep a track of the accounts etc. They also cannot write down the proceedings of the meetings of the Gram Sabha. But in order to function effectively with responsibility it is important that these above mentioned drawbacks are looked into.

(2) Many members do not fight an election out of their own choices. It is generally out of pressure from their families or political party that they become members. They are therefore not prepared for the responsibility.

(3) There are some women members who cannot take decisions independently. They are directed by their husbands, fathers in law etc.

(4) It is necessary that the members after being elected should take training for working as a member. But in many cases even after an year of their election, they do not get the needed training.

(5) The meetings of the Gram Sabha are not always organized. Sometimes even 1/5th of the members do not participate.

(6) Sometimes there are some panchayats who do not keep economic records straight.

(7) Some panchayats work very slowly.

(8) Some women members come for training alongwith their children, which slow down the training process.

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## 5.10. Exercises

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1. What is a Panchayat? Explain on its development and structure.
2. What are the normal functions of the Panchayat?
3. What is the role of the Pradhan in directing a Panchayat?
4. What are the important legislations for the Panchayat? How many members can be expelled?
5. What are the problems of a Panchayat? What can be done to remove them?

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## 5.11. References

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## **UNIT : 6 □ Concept of Co-ordination and Convergence in Rural Development, role of Bank, Co-operatives and Industries in rural development**

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### **Structure :**

- 6.1. Concept of Co-ordination**
  - 6.1.1. Concept of Coordination**
  - 6.1.2. Need of co-ordination**
  - 6.1.3. Importance of co-ordination in Rural Development**
  - 6.1.4. Objectives of Co-ordination**
  - 6.1.5. Principles of Co-ordination**
  - 6.1.6. How to achieve Co-ordination**
  - 6.1.7. Machinery for Co-ordination**
  - 6.1.8. Important aspects of Co-ordination**
  - 6.1.9. Factors Conducive to Co-ordination**
- 6.2. Role of Banks, Co-operatives and Industries in Rural Development**
  - 6.2.1. Role of Bank in Rural Development.**
  - 6.2.2. Role of Co-operative in Rural Development.**
  - 6.2.3. Role of Industry in Rural Development.**
- 6.3. Exercises**

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### **6.1. Concept of Co-ordination**

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#### **6.1.1. Concept of Co-ordination :**

Co-ordination means harmonious functioning. It is shared knowledge and team work. It implies a co-operative situation, where two or more participants share a common goal and where each has sufficient information as to what the others are going to do to enable him to make correct decisions. Its aim is to secure cooperation and team work among the employees engaged in the work of organization. Negatively, it is the removal of conflicts, working at cross purposes, and overlapping in

administration. In short co-ordination may be described as the means whereby different entities may achieve concerted action without losing their organisational entity.

### **6.1.2. Need of co-ordination:**

Co-ordination is essential because when members of any large organization are left to themselves they have a tendency to go in different directions which may result in conflicts. The main reasons for the conflict may be:

- (i) Due to ignorance of each other's work resulting in duplication of work.
- (ii) Due to a tendency among workers in charge of different functions to attach so much importance to their own work and be unmindful of the need of others,
- (iii) Due to greed for power and importance which the heads of some organizations may have

### **6.1.3. Importance of co-ordination in Rural Development:**

The planned development of any country necessarily requires co-ordination, both in formulation and execution of the plans of development. The Rural Development programme in India is a multi-purpose programme aiming at balanced development of the rural areas. This makes it imperative that the several activities in the different fields of development are co-ordinated into local programmes, which in turn should be co-ordinated with the regional and national plans to get the best results. Likewise the activities of non-official voluntary agencies have to be co-ordinated with the activities of government agencies.

Co-ordination is needed at two vital points: at the top level of policy making, and at the field level of execution. Unless there is co-ordination in policy making and planning, co-ordination in execution becomes difficult and often impossible. Right from the project director to the village level worker the rural development programme is conceived as an organization which has to play the role of a co-ordination between the different development programmes in various subject matter fields, so that requisite priorities in development are observed and a balanced progress is ensured.

### **6.1.4. Objectives of co-ordination:**

Some of the broad objectives of co-ordination in social welfare and development projects are as under:

1. Co-ordination helps in removing some of the handicaps and bottlenecks in running programmes and projects.

2. It helps in economizing on personnel-both voluntary and paid.
3. Co-ordination also helps in economizing on expenditure on meeting social problems, e.g, multi-purpose buildings, utilizing medical facility in the community for institutions for children or aged.
4. Co-ordination also makes it possible for organizations to employ skilled techniques.
5. It helps in preventing competitive fund-raising, which does not get the best from the contributing citizens.
6. Co-ordination also facilitates study of common problems and joint efforts at their solution including creating public opinion and working for social legislation.
7. In short, co-ordination improves general efficiency of work in the organizations.

#### **6.1.5. Principles of co-ordination :**

The following are some of the principles of co-ordination:

1. There must be agreement on the nature of the problem and the goal towards which the agency's work is to be directed.
2. There must be mutual awareness of underlying principles that is central to all groups.
3. There must be some kind of procedure and methods to be followed in the solution of various problems,
4. The degree of responsibility of each unit, pattern of work and assignments of jobs to each should be decided.
5. There must be an agreement on the time schedule, so that work is completed according to plan at the right time.
6. There must be regularly constituted and regularly utilized channels for relating and clearing the work of several groups, so that at any given time each group knows of what other group has given.
7. There should be effective inter-group communication in every agency. There should be good team spirit among the staff and perfect understanding between the Management and staff.



### **6.1.6. How to achieve co-ordination:**

Co-ordination may be achieved in two ways:

(i) **Automatically** : The mechanism of co-ordination by automatic way requires that on individual the highest authority is made responsible for knowing all the activities and happenings in the organization, but it is not possible in large scale organization because there is a limit to the individual span of attention and control. In large organization, co-ordination has, therefore to be deliberately planned and achieved. Co-ordination is a continuing process which has no finale or end.

(ii) **Deliberate-co-ordination** can be obtained in two ways:

(a) **Compulsory** — Compulsory co-ordination is achieved through the mechanism of organization hierarchy. If there is a conflict between two sections of the same department, it is referred to a common official supervisor and his decision has to be accepted by the disputing units.

(b) **Voluntary** — Voluntary co-ordination is secured voluntarily by mutual agreement and adjustment. The methods and techniques that could be adopted to secure voluntary co-ordination are:

(i) By reference, consultation and clearance with all concerned so that no conflict or duplication may arise. Every proposal or policy which is likely to affect other departments must be circulated to them, to obtain their agreement before being taken to the higher-up for a decision.

(ii) Inter and intra departmental conferences are useful if (a) the issue has a number of parties to be consulted (b) the matter for discussion is an issue of policy requiring co-operation of many agencies; and (c) some new policy or proposal are to be explained.

(iii) Organizational devices like inter-departmental committee, co-ordination officers, planning committees and boards.

(iv) Standardization of procedures and methods, it facilitates comparison and measurement of results.

(v) Decentralization of activities.

(vi) Co-ordination by means of ideas and leadership.

### **6.1.7. Machinery for co-ordination:**

Effective co-ordination can be ensured if there is either a single individual (like

the president) or a small group (committee) entrusted with the duty. A group co-ordination body is preferable, where the work is extension and the large questions of policy viewed from many angles have to be dealt with. Whatever the machinery, with clear directions and rules of procedure issued from time to time, the parties to be co-ordinated can play a large part in securing co-ordination. Co-ordination requires constant watchfulness on the part of those entrusted with it, and it is a function of the administrator/leader.

### **6.1.8. Important aspects of co-ordination :**

#### **Communication:**

The initial task in co-ordinating the programme of rural development is that of establishing clear channels of communication among agencies. Communication is an important factor in linking one agency with another when there is an objective common to all. It would be recognized that communication is a two way process built upon the principle of mutual dependence.

#### **Role system :**

The second aspect is the need for making the role system clear. The rights and duties assigned to any agency occupying a certain position in the social system should be clearly defined. Co-ordination develops where the role of one agency is made clear and is understood by the other agencies with complementary roles. This is a fundamental factor in co-ordinating different patterns of agency behaviour.

#### **End and objectives of the programme:**

Rural Development programmes have been established in many countries as means of channelising the work of various technical agencies or departments into a unified effort in rural development. The important task of rural development is to make its ends and objectives clear to all related agencies. The specific duties to be performed should be made known and understood by the all agencies and departments. Means should be provided for each agency to meet together for the purpose of knowing and understanding what is to help and support each other. The procedure will strengthen communication and help to avoid some of the problems incurred for want of co-ordination.

#### **Orientation of Personnel:**

Since rural development must obviously carry the major responsibility of the

programme and co-ordination, it should see that agencies and departments on whom it must depend are oriented as to its importance. Objectives and programmes co-ordination would not be considered as a matter of theory but of reality. Depending upon the specific circumstances and situation, orientations may be done in the following ways (a) seminars, (b) conferences, (c) lectures & talks, (d) mass media, (e) audio visual aids, (f) demonstration and (g) socio-drama.

### **6.1.9. Factors conducive to co-ordination:**

Co-ordination is between equals or near-equals, working together. Each agency retains its identity, objectives and functions as well as responsibilities. It however willingly surrenders a small part of its individuality in return for the advantage of working together with other agencies, thereby ultimately securing better service for all concerned. The co-ordinator therefore, is general purpose man charged with the responsibility of ensuring a vital balanced effort but is not expected to control or guide the technical details of the programme and the policies of the technical agencies or departments.

When co-ordination exists, team work automatically follows. From the members of the group or team headed by a leader will then work in harmony with one another and with a commonly conceived and accepted purposes in mind. Good team work presupposes good understanding among the 'players' as to the place and function of each in the 'game' to be played. Also, they readily accept the authority and leadership of the captain whose counsel is sought and whose orders are willingly obeyed. The leaders of the team believes in joint consultation, fair play and justice. He is the type of person who would not claim credit of any good game or victory for himself, but rather should praise the team. In short, the should be looked upon by the members of the team not as a boss but as big brother. Team work is further facilitated by display of good humour on the part of the leader as well as the members of the team. While personal factors play an important part in determining the actual situation, there are certain considerations for good team work on fruitful co-ordination. Some of them are:

1. Equality or near-equality in status, rank etc.
2. Conviction, or at least strong belief, that joint thinking and mutual consultation are productive for better results than pure individual or departmental thinking, particularly where the objective is development of the community.
3. Common outlook and attitude bom out of common orientation training.

4. Belief that co-operative effort and team work produce more productive and lasting results.
5. The pattern should be set from the top.

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## **6.2. Role of Banks, Co-operatives and Industries in Rural Development.**

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### **Introduction:**

Rural development is a strategy to improve the socio-economic life of rural people with special emphasis on rural poor. It has many components or areas of development. It covers output, employment, health, education, transportation, commerce, power supply etc. Rural development involves extending the above benefits of development to the poorest among those who seek livelihood in the rural areas. The group includes small and marginal farmers, tenants, landless agricultural labourers artisans, women, unemployed youth etc.

Its primary aim in India is the eradication of poverty and all other socio-economic evils which are inter-linked with it. The improvements realized with the aids/supports of infra-structural facilities should help to enhance production and productivity in agricultural and rural industrial sector and thereby ensure better distribution, consumption and welfare. It is not only important to raise agricultural productivity and rate of overall economic growth in rural areas, it is equally important to ensure that the poor and weaker sections share in the benefits of development. Therefore, the main objects of rural development are:

- i) To achieve enhanced production and productivity in rural areas.
- ii) To bring about a greater socio-economic equity.
- iii) To bring about improvements in the ecological environment so that it may be conducive to growth and happiness, and
- iv) To develop broad based community participation in the process of development.

The achievement of the above objectives warrant the creation of necessary infra-structural facilities. It facilitates the smooth functioning of an economy.

### **Institutional Infrastructure in Rural Development :**

Rural development is a strategy to improve the socio-economic life of rural people

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- ii) To bring about a greater socio-economic equity,
- iii) To bring about improvements in the ecological environment so that it may be conducive to growth and happiness, and
- iv) To develop broad based community participation in the process of development.

The achievement of the above objectives warrant the creation of necessary infrastructural facilities, It facilitates the smooth functioning of an economy as a whole. We should remember here that institutional infrastructure for rural development covers a wider area. It should not be construed simply as a role of institutions or agencies or organizations like banks, co-operatives, panchayats etc.

### **6.2.1. Role of Bank in Rural Development:**

#### **(a) Commercial Bank:**

The banking system is one of the few institutions that impinges on the economy and affect its performance for better or worse. Therefore, the creation of a strong financial infrastructure is an imperative need for the healthy growth of the economy. The commercial bank play a part of the poverty eradication programmes. It is in this context the Government of Indian nationalized 14 major commercial banks in 1969 and subsequently other big ones. At this juncture the concept of priority sector took place. This includes specially agriculture and small scale cottage and village industries.

Many measures have been introduced to enable them to play a greater role in rural development. Opening of rural branches increased level of direct and indirect financing to farm sector, adoption of villages , helps through co-operative credit societies wherever the District Central Co-operative/ Banks are weak. Introduction of differential interest rate schemes in the backward areas for selected Projects, Area, Scheme/ Project and target-group oriented approaches in financing, concessional financial assistance to weaker section, assistance to self-employed persons, involvement in the integrated scheme of rural development, lead bank schemes, mobilization of rural savings, development of banking habits in rural areas, etc. are the hall marks of the commercial banks. Of late, they have been made to play committed role in rural development

The record of progress of commercial banks in rural sector can be examined in terms of expansion of rural branches, deposits and lending operations. For example, between June 1969 and December 1995, banking map of the country was enlarged by opening newly 40,000 offices, more than 60% of which were in rural area. The share of rural deposits to aggregate deposits has increased from 3.11 % to 13.82 % during the same period and the rural credit deposit ratio from 37.24 to 64.35%.The share of priority sector (agriculture, SS1 etc.) in total credit has increased from 14% to 38%.

Several short-comings like delays, poor supervision, inadequate amount, poor support to the beneficiaries from the extension agencies, limited attention to the technical aspects of investments etc. are reported in their financial helps to the agricultural and allied sectors. Overdues are also mounting up. Efforts should be taken up to solve these problems.

**(b) Regional Rural Banks (RRBs) :**

The RRBS have been set up under the Regional Rural Banks Act,1976. The participation of the Central Government (through NABARD) in the capital of the Regional Rural Banks is to the tune of 50%. The share of the State Government is 15% and the remaining 35% is the share of the sponsoring public sector bank. The total authorized capital of a regional rural bank is stipulated at Rs.1 crore, NABARD is countable for the overall management of RRBs. The IRDP and other special programmes for weaker sections were integrated with the 'District Credit Plans'.

**(c) National Bank For Agriculture And Rural Development (NABARD)**

The National Bank for Agriculture and Rural Development(NABARD) was

established by an Act of Parliament on the recommendations of CRAFICARD and started functioning from 12 July 1982.

### **Genesis.**

The setting up of the bank met the demand for establishment of an apex bank for agriculture and rural development. In 1969 the All India Rural Credit Committee (Venkatappaiah Committee) had rejected the demand on the grounds that new institutions outside the RBI will only add to the cost of Credit and red tape without adding resources or efficiency to the system or service to cultivators. The RBI, therefore, appointed a committee to Review Arrangement for Institutional credit for Agriculture and Rural Development (CRAFICARD) under the Chairmanship of Shri. B. Sivaraman, (former member, planning commission)

CRAFICARD observed that co-operatives and other agencies were deficient when viewed in the context of ( a) massive credit requirement (b) stupendous task of integrated rural development (c) upliftment of weaker sections in the rural areas.

### **CRAFICARD recommendations:**

- i) There was imperative need for decentralization of RBI functions at the apex level in the context of expansions and diversifications of the development role.
- ii) A new institution at the apex level viz. NABARD should be created to provide undivided attention, forceful direction, pointed focus to the credit problems arising out of integrated approach to rural development.
- iii) NABARD should be conceived as an exercise in decentralization at the national level.
- iv) NABARD should take from RBI responsibility of overseeing the entire rural credit system including credit for artisans and village industries etc.
- v) The assets and liabilities with RBI in respect of loan/advances etc. of co-operative banks/RRBs including those relating to National Agricultural Credit (Long-Term Operations) fund and NAC (Stabilization) fund be transferred to the National Bank.
- vi) Similarly, the statutory inspection of co-operative banks, RRBs, be vested with the NABARD, RBI continuing to retain its essential statutory control work.

- vii) ARDC will merge with the National Bank and maintain organic links with RBI.

Accordingly as per recommendations of the CRAFTCARD, parliament enacted the National Bank for Agriculture and Rural Development Act in 1981. The Act came into force in its entirety with effect from 12 July 1982.

### **Objective of National Bank:**

The preamble to the National Bank Act reads “An Act to establish a bank to be known as National bank for Agriculture and Rural Development for providing credit for the promotion of agriculture, small scale industries, cottage and village industries, handicrafts and other rural crafts and other allied economic activities in rural areas with a view to promoting integrated rural development and securing prosperity of rural areas, and for matters connected therewith or incidental thereto”.

Central Govt. in the statement of objectives while placing the bill before the Lok Sabha stated:

- i) The National Bank shall be the apex organization with respect to all matters relating to policy, planning and operational aspects in the field of credit for the promotions of agriculture, SSI, cottage and village industries, and other rural crafts and other allied economic activities in rural areas.
- ii) The Bank will serve as a refinancing institution for extending short-term credit for the promotion of activities in the said field. Similarly, the bank will provide refinance to various banks for their term lending operations for the purpose of agriculture and rural development.
- iii) A provision has also been made for direct lending to any institution as may approved by Central Govt.

### **Functions:**

The functions of the National Bank can be grouped as follows :

- (a) Credit
- (b) Non-credit
  - Promotional
  - Developmental
  - Supervisory/Regulatory
  - Others.



Since its inception, NABARD has made significant strides in the field of rural credit. It is heartening to note that minor irrigation has topmost priority in NABARD'S programme closely followed by IRDP. It is deeply involved in the poverty eradication programme of the New 20 point scheme. However, a study of the flow of credit shows wide regional imbalances.

### **6.2.3 Role of Co-operative in Rural Development:**

#### **Introduction:**

Co-operation is a special way of doing business that asserts the principle of equity and quality. It is based on the motto, "each for all and all for each". Co-operation is applied in the solution of many problems of varied economic activities such as production, distribution banking, marketing dairying etc. Co-operatives are the outcome of common economic needs of their promoters. They are not charitable institutions. Co-operatives seek to help those who are willing to better their economic condition through self-help and mutual help.

Co-operation refers to the association of the weak, the powerless and the poor to achieve the advantages, which are available for the powerful and the rich. A co-operative society is a voluntary association and all are welcome to join it. Every member of the society has equal rights and equal responsibilities. The association is for mutual benefit and help and not for getting profit.

It is an economic institution for the promotion of economic interests of members. It suits to all political and economic systems. It has a vital role to play in the developing countries. Such countries have high degree of illiteracy, social oppression, ill-health, problem of women and children. Co-operation is visualized as a potent instrument to play a significant role in the socio-economic transformation of such societies.

A co-operative society can be organized to satisfy the common economic , social and cultural needs of the members.

Co-operative movement made its first appearance in England. It was started to give relief to persons exploited during the industrial revolution. The industrial revolution brought a separate segment called working class of the people, who were being exploited. The co-operative Credit Structure consists of two wings — Short-term and long-term. Short-term structure consists of State co-operative (apex body) then District co-operative Central Banks (intermediate level) and primary Agricultural Credit Societies(base level).Long-term structure is as follows. State level Land Development Banks (Apex body) and Primary Land Development Banks and branches of SLDBs at the field level.

Under the Indian Five Year Plans co-operatives have been provided with the opportunity to become progressively the principal basis of organization in several branches of rural life. Notably, some of the areas where co-operatives plays a major role in the field of rural development are small industry, marketing, processing, distribution and provision of essential commodities for local communities.

#### **a) Co-operative Finance:**

The primary agricultural credit societies have covered more than 98% of the villages. Their membership is about 7 crores. Universal membership has now been accepted as the policy of these societies. The weaker sections viz. small and marginal farmers, agricultural labourers and rural artisans are encouraged to become the members of these societies. The primary Land Development Banks are functioning at Taluk/Block levels and they provide long term development finance. The resource pattern and the level of lending of these co-operative credit institutions (both short-term and long-term credit institutions) at the grass-root level show that now they are capable of meeting around 40% of the total agricultural credit requirements and thereby have emerged as the single largest institutional infrastructure for rural development. The co-operative credit agencies have helped to reduce the burden of rural indebtedness and exploitation of money lenders. They also helped to increase agricultural production with the provision of cheap finance, supply of inputs like improved seeds, fertilizers, pesticides, tools and other services. About one to one half of their total finance is provided to the weaker section. These co-operative credit agencies co-ordinate with IRDP in helping the weaker sections.

#### **b) Marketing and processing co-operatives :**

The defects in agricultural marketing can be solved by building up appropriate institutional arrangements. Marketing co-operatives at Taluk/Mandi level are formed to improve the input and output marketing and allied marketing services. A network of marketing co-operatives are popularized for marketing of specific commodities and for general purposes since the beginning of second five year plan. The co-operative marketing structure covering all important agricultural markets in the country, with the National Agricultural Co-operative Marketing Federation at the helm.

Co-operative sugar factories produce about 50% of the country's total production of sugar. The sugar factories have made socio-economic consequences in their area and helped for rural development.

#### **Co-operative movement in India:**

In the Indian economic planning and economic scenario in between the public

sector and private sector, the co-operative sector occupies an honourable and significant place. The movement was started in 1904 and has completed its hundred years of useful service. The co-operative movement of India has a record of achievements and failings. It has number of problems to confront.

**Achievements of Cooperatives during post independence period are :**

- i) Establishment of large sized multi-purpose societies and Large multi-purpose agricultural Societies (LMPAS).
- ii) Widening of the capital base of the PACBs by substantial share capital by the government.
- iii) Introduction and popularization of crop loan system whereby loans are given on the strength of standing crops and not on the assets of the members.
- iv) Including a short portion in the short-term credit for consumption purpose also.
- v) Agricultural credit societies have been reorganized by a calculated policy of liquidation of weak societies and merger of other societies,
- vi) In some states like Tamil Nadu the entire rural distribution is entrusted to the PACBs in Tamil Nadu have opened Kesosene banks for continuous and easy distribution of Kesosene.
- vii) Primary Agricultural and Rural Development Banks (LDBs) have stepped up very much their lending and also have diversified their lending. Under IRDP they lend to landless agricultural labourers. They also lend for sheep breeding, poultry and pig rearing, besides for plantation, purchase of truck, van etc.
- viii) Not only 50% of total sugar production but also 60% of total fertilizer distribution in the country is handled by the co-operatives.
- ix) The consumer co-operatives are now functioning as a backbone of public distribution system in distributing goods.
- x) The National co-operative Development Corporation (NCDC), a statutory body established in 1963, for the planned Development of co-operatives, the NABARD established in 1982 as an adjunct to RBI to give massive support to co-operative credit have very much helped the co-operative development.
- xi) India has recorded high milk production ranking number one in the total

production in the world following the success of Anand Milk Union Ltd.(AMUL) under the excellent guidance given to the nation by Dr.Verghese Kunen. The role of the cooperative Milk producers Societies in the milk production is commendable.

### **Problems of Co-operative Movement :**

- i) The biggest problem confronting the co-operatives is the problem of overdues, disinclination on the part of the borrowers to return the loan amount has created high overdues at the level of PACBs. And it is reflected in the level of District Central Co-operative Banks and State Apex Co-operative banks.
- ii) All political parties make tall promise of writing off of agricultural debt of co-operatives from time to time.
- iii) Co-operative movement in India is under the state dominance and making it a truly self-reliant movement. has become a problem.
- iv) The co-operative movement is dominated by vested interests.
- v) There is lack of member involvement in co-operatives.
- vi) Lack of leadership hinders development of co-operatives,
- vii) Professional management in co-operatives is still a distant dream.
- viii) No proper training has been given to co-operative personnel at all levels.
- ix) There has been uneven development of co-operatives between different states of India.
- x) Co-operative movement of India has by and large remained as co-operative credit movement and the progress of non-credit co-operative have not been very much..

In view of the glowing success of cooperatives in Israel as well as the back-lustre progress of the movement in India, one can easily infer that co-operative movement can only succeed if it becomes truly a people's movement and is not something imposed upon people from above. Simultaneously, there should be provision for extensive training as well as organizational discipline.

### **6.2.3. Role of Industries in Rural Development :**

#### **Introduction:**

Simply stated, Industry means conversion of agricultural raw materials or other

products into a different product with the help of small or large machinery. In case of industrial production there is a qualitative change of the inputs in the production process due to application of human labour and machinery. For example, we may sight the case of generation of electricity from coal, production of steel from Iron ore, production of thread from raw cotton and production of cloth from thread etc.

Industry can broadly be divided into two categories- i). manufacture, i.e. industrially processing raw materials into goods and (ii) construction, i.e., construction of homes, roads, bridges, canals etc. by which we get new houses, bridges etc.in the society.

Industry can also be divided into the two classes on the basis of labour market (i) Small Scale and Cottage Industry which are organized by family labour and (ii) Large factories organized on the basis of hired labour. Actually land market affects primarily agriculture sector, Product Market affects industrial sector, but the effect of labour market is spread over both Agricultures, Industries as well as society as a whole.

Industrialization increases productivity by intensively using more capital, as a result of which National Income increases. Hence the term industrialization is used inter changeably with the process of development. In reality industrialization deeply affects socio economic condition of a country.

### **Agriculture and Industrialization :**

The relation between Agriculture and Industrialization development is not at all antagonistic in nature. In fact they are very closely linked. The increase in agricultural productivity is a pre-condition for industrialization. Unless the agriculture is modernized or improved the process of industrialization in Less Developed Countries (LDC) is bound to be very slow. This is because, unless agriculture is modernized there will be lack of effective demand for industrial goods due to the fact that majority of the people live in rural areas, who have meager purchasing power. If the income of the people living in rural area increases due to improvement of agriculture, the industry will not face lack of demand. On the other hand unless there is progress of industry due to industrialization, there will not be much improvement of agriculture. This is because modern method of agriculture production involves use of machinery and other industrial products like chemical fertilizers etc.

Moreover, industrialization also helps to remove excess labour force that exist in rural areas. In the short run agriculture and industry is often thought as mutually competing with each other. This is because if state helps one sector the other sector remains deprived. From long run point of view agriculture and industry are complementary to each other. Historically, there are so many examples of agriculture

development vastly benefiting the process of industrialization. In fact agriculture and industrialization are mutually dependent. No nation-however developed may it be industrially can progress very far without striking a balance between agriculture and industry.

Actually there are some industries, that depend entirely on agriculture. For instance sugar industry, Jute industry, cotton textiles industry etc. are based on agricultural raw materials. Agriculture supplies food and other necessities of life to the whole nation which also includes the industrial labour. If the supply of food etc. from industry is insufficient, the prices of food product will increase leading to industrial unrest. Industrial production might suffer as a result.

On the other hand, there are some industries which directly help in increasing agriculture productivity. Fertilizer, Tractor industry, Insecticide industry etc. fall within this group. With the help of the products of this industries agriculture can increase its production and cope with the increased demand for agriculture goods from industry and its works force.

### **How Industrialization helps agricultural development :**

We are now in a position to enumerate the various ways in which industrialization help agricultural development:

- i. Improvement of agriculture requires scientific cultivation. Scientific cultivation involves use of necessary machineries. Supply of this machine depends on industrialization. Not only that these machineries require to be repaired from time to time and here again industrialization comes to the rescue.
- ii. Industrialization is also necessary for use of agricultural raw materials. One can turn these raw materials into industrial product, which may be exported and might earn valuable foreign exchange.
- iii. The agricultural labour who loose their job due to increased use of agricultural machines as well as the huge disguised unemployed in agriculture sectors can be taken away from agriculture sector to industrial sector with the progress of industrialization. Removal of the excess labour in agriculture will strengthen the base of agriculture, thereby initiating further agriculture development. So, one can conclude that there is a close relationship between industrialization and agricultural development.

### **How agriculture sector helps industry :**

- i) Agriculture supplies food etc to the growing urban population, majority of which are industrial workers.

- ii) Agriculture provides a major source of demand for industrial product.
- iii) By exporting agriculture product, necessary capital goods can be imported.
- iv) The surplus income generated in agriculture sector can be a useful source of fund for industrialization. If the process of industrialization is not coupled with agriculture development, the country may face various problems like balance of payment crisis, inflation, erosion of social values etc.

### **Importance of Cottage Industries in Indian economy :**

At first sight, the establishment and expansion of Small Scale Industries (SSI) in an age of large-scale production might appear to be absolutely meaningless and non-sensical. But one must remember that even in highly industrialized nations, SSI acquire an important place. For example in UK, SSI account for 19% of the National product and 29% of the working force. In Japan SSI constitute 80% of total industrial enterprises. In India also SSI have been allotted an important place in the 5 year plans, primarily because of their relatively high employment potentiality and low social cost.

Employment potentiality of SSI is one of the main reasons for giving great importance to the development of this sector. In comparison to Large Scale Industries these industries are highly labour intensive and low capital intensive. Since, like many other LDCs India suffer from inadequate capital and huge unemployment, the SSI are more suitable to tackle the problem of unemployment more effectively than highly capital intensive but low labour intensive in large scale industries. Many of the Indian farmers can not earn their living from their un-economic or inadequate land holdings. In off seasons their main source of income is provided by these SSIs. Without this side income from these industries, marginal farmers and landless agriculture labour face no other alternative but starvation.

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### **6.3. Exercises :**

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- (i) What is Co-ordination? What are its principles? Explain the factor responsible for effective co-ordination.
- (ii) Enumerate the role of cooperative in rural development.

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## **UNIT : 7 □ Tribal Development : concept, importance and review of Tribal Development in India**

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### **Structure :**

- 7.1 Introduction**
- 7.2 Characteristics and Distribution of Tribal Population**
- 7.3 Economic Status**
- 7.4 Major Problems of Tribes**
- 7.5 Constitutional safeguard for ST People**
- 7.6 Committees established for Tribal Development**
- 7.7 Tribal Development during Five Year Plans**
- 7.8 Tribal Development Schemes**
- 7.9 Exercises**
- 7.10. References**

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### **7.1. Introduction**

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India is the abode of numerous tribes. According to the census of 2001, the tribes consist of about 8.2% of the total Population of India. Infact, India is the second largest country in terms of tribal population after Africa. There are about 428 Scheduled Tribes in the country speaking 106 different languages. 'Tribe' is an endogamous social group with territorial affiliation and common dialect. They are egalitarian in nature and follow traditional beliefs and customs. They have their own socio-cultural identity, modus vivendi, world-view and self-view. From the socio-economic point of view, they constitute the weakest section of the society. Social structure of the tribal communities varies from tribe to tribe. The tribes usually live in isolation far away from the civic society. Historically, they were subjected to exploitation, deprived of many civic facilities. They face the problems of indebtedness, poverty, land alienation, bondedness, low education, poor income, poor health & sanitation etc.

During the British rule the tribes were kept away from the political influence. There was no attempt to improve their socio-economic condition, except in a few



pockets. After the Independence special provisions were made through the Constitutions as well as through Five Year Plan for tribal development. Emphasis was on prevention of exploitation, economic development, employment generation & provision of basic infrastructure etc. Before going into in-depth discussion of tribal development strategy, it is necessary to understand the characteristics of tribes, their economic status and problems.

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## **7.2. Characteristics and Distribution of Tribal Population**

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The Tribes are usually known as 'Adivasi' or 'Aborigines' i.e. son of the soil. Various concepts have been introduced from time to time to indicate their status as well as their identity. The concept of 'Primitive Tribes', in 1931 'Backward Tribes' in 1935 and 'Scheduled Tribes' in 1950 are important. According to D.N.Majumdar and T.B.Naik the tribes have following characteristics:

- i) Economically backward—primitive means of exploitation of nature, no savings, non-profit making, underdeveloped economy.
- ii) Least functional interdependency.
- iii) Live in geographically isolated area.
- iv) Speak in common dialects.
- v) Kinship bond very strong.
- vi) Egalitarian i.e. non-hierarchical and undifferentiated.
- vii) Least desire to change.
- viii) Endogamous in nature.

Geographically they are distributed in certain pockets throughout India. Distribution of tribal population in India is given below:

- |                       |        |
|-----------------------|--------|
| i) North & North-East | 12.33% |
| ii) Central Part      | 55%    |
| iii) South India      | 6.49%  |
| iv) Western Part      | 26.01% |
| v) Andaman & Nicobar  | 0.13%  |

Gond is the largest tribe in India followed by Bhil and Santhal.

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## 7.3 Economic Status

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From the economic point of view the tribes may be classified into five groups as discussed below:

- i) Hunter & gatherer: The Chenchu of Andhra Pradesh, Kadar of Kerala, Kurumba and Paliyan of Tamilnadu, Onge, Sentenelese and Nicobarese of Andaman and Nicobar, the Birhore, Korwa, Raji, Kharia of North India are the hunter and gatherer tribes. They are the backward most tribe in India. By means of collecting edible roots, fruits and hunting & fishing they earn their livelihoods. They always suffer from uncertainties of earning livelihoods. Most of them still remain beyond the main stream of development.
- ii) Shifting cultivation: The tribes of North-Easter region and central India mainly practices shifting cultivation. Under this system trees and bushes are slashed and burnt. Seeds are scattered on the ashes. There is no question of irrigation. The Naga, Khasi, Garo tribes practice shifting cultivation. Around 12% of Indian tribes practice it. This type of cultivation leads to soil erosion, ecological imbalance, and deforestation. Through the shifting cultivation is legally prohibited in many places the tribes still practice it.
- iii) Pastoral Tribes: Toda of Nilgiri hills, Gaddi and Bakrawal of Himachal Prades, Nageshia of Madhya Pradesh, Maldhan of Gujarat are some of the pastoral tribes live in India. They have relationship with other nearby tribes for barter exchange.
- iv) Cultivator and agricultural labourer: Most of Indian Tribes of central India Plain lands depends on settled agriculture. Most of their land are not irrigated. They usually use bullocks and plough for cultivation. Some of them work as agricultural labourer due to landlessness after land alienation,
- v) Service and Trades: Some of the tribes especially the tribes of Meghalaya, Mizoram, Nagaland and Christian tribals of Chhotonagpur are engaged in trade and services. After the reservation of seats in services for Schedule Tribes, a good number of educated youths are taking the opportunity.

Some of the Indian tribes are engaged in cottage industries- basket making, mat making, weaving etc. A few tribal groups are known as folk artist (Nut & Sapera of UP) and they earn their livelihoods by performing dances, snake-charming etc.

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## 7.4 Major Problems of Tribes

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During the British Rule the Tribes were kept in isolation. After Independence attempts have been made to bring them back into the mainstream of the society. But still they suffer from poverty, exploitation and underdevelopment. They face following problems:

(i) *Indebtedness*: Due to rampant poverty the tribal population of India face the problem of indebtedness. They take money during crisis from money lenders at a very high interest. Loss of tribal rights over land and forest, primitive mode of agriculture, over exploitation of land & forest, ignorance etc. are the main causes of their indebtedness. They become unable to repay the loan as a result they loss the freedom, the creditor utilize their labour, alienation of land and its acquisition by the money lenders etc. However, the fifth schedule of Indian Constitution empowers the Governors safeguard the tribes from exploitation.

(ii) *Land Alienation and Bondedness*: The tribes become landless after the land alienation by, the moneylenders, traders and contractors. Tharu & Boksa of UP and Korwa of MP are mostly affected. In many cases the tribes become bonded labourers of they cannot pay back the loan. Around 80% of bonded labourers in India belong to SC & ST communities. The Govt. has adopted following steps for the protection of tribal lands: punishment of moneylenders & traders, transfer of land in the name of wife, setting of special courts for land problem, check exploitation, financial assistance etc. The Govt. has implemented Bonded Labour Act in 1976 and Child Labour Act in 1987. According to this Act the BDO will identify the bonded tribes and take necessary action to arrest the practice. Assistance has also been given through IRDP, NREP and other programmes for the economic upliftment of such tribes.

(iii) *Lack of Education*: Literacy rate amongst the Indian tribes is still very low. Due to inaccessibility in tribal areas, scattered population, lack of infrastructure, lack of study materials in tribal languages etc. the literacy rate is low. As a result their representation in Govt. services is also negligible. Emphasis has been given to establish both formal and non-formal education in tribal areas.

(iv) *Problem of Forests Act*: Socio-economic life of tribal communities revolves round the forests. They are fully dependant on forest for fuel, food, medicine, shelter, sports & culture etc. During the British Rule the Govt. restricted the movements of tribes in the forest. Even after independence tribal rights on forest have, been restricted through the Forest Policy 1952. The officers, contractors and traders often

exploit them by purchasing MFP at a low cost. Even they are paid very low wages for construction of roads, building and other works in the forest area.

(v) *Industrialization* : Due to industrialization and river dam projects in tribal areas a good number of people have been uprooted from their natural habitat. They became landless & homeless. They were pushed back to the interior forest. The non-tribal people have settled down in the industrial belt. They are also exploiting the tribals, influence their culture too. Usually the tribal people are unskilled to work in the industry. They are not able to compete with the non-tribals. Thus, they lose their original world and deprived of the benefits of industrialization.

(vi) *Health*: Generally the tribal people are physically strong and stout. But they suffer from many chronic diseases. Water borne diseases are very common. There is no facility of safe drinking water in most of the tribal villages. Malaria is also common as the tribals live in hilly forest area. Some of them die due to malignant malaria. The women and children in large number suffer from malnutrition. Health services are not always available to them through a few schemes have been started to improve the health situation of such people.

(vii) *Communication*: Usually the tribes live in isolation since time immemorial. As a result communication facility is very poor in those areas. For the all round development of the tribals communication is essential. If communication improves, their economic condition, education, health etc. will be improved automatically.

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## **7.5 Constitutional Safeguard for ST People**

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A number of special provisions have been made in the Indian Constitution for safeguarding the rights and interest of Scheduled Tribes and Scheduled Castes. These are both protective as well as developmental in nature. These provisions can be traced back from the first and second session of the Constituent Assembly under the leadership of the Prime Minister Pt. Jawaharlal Nehru. The fundamental principles laid down by Nehru became the guiding force.

Special provisions for ST provided in the Constitution have been spelt out in 24 Articles and in fifth and sixth Schedules. Eight Articles out of 24 viz: 15, 16, 17, 19, 23, 25, 29 & 35 come within the purview of the Fundamental Rights under Part III of the Constitution.

Article 15 : Prohibits discrimination on grounds of caste, religion, race, sex & place of birth. It provides free access to temples, hotels, schools & public places.

Article 16 : Equal opportunities for employment in Public sector & Govt. services.

Article 17 : Abolition of untouchability on the basis of caste, religion, race, sex & place of birth. Untouchability has been declared as a criminal offence.

Article 19 : Protection of rights regarding freedom of speech, movement throughout the country, right to reside any where, acquiring property etc.

Article 23 : Abolition of traffic in human beings and labour. Abolished exploitation women, children and other weaker sections of society.

Article 25 : Freedom of conscience, free profession, practice and propagation of religion.

Article 29 : Deals with cultural and educational rights.

Article 35 : Right to Constitutional remedies, legislation for the provisions of Part III.

Article 38 & 46 come within the purview of Directive Principles of State Policies under Part IV of the Constitution.

Article 38 : The State shall promote the welfare of the people.

Article 46 : Deals with educational and economic interest of ST, SC and other weaker sections.

Article 164 : Deals with the States. There shall be a Minister in-charge of tribal welfare in the States of Bihar, Madhya Pradesh and Orissa. In other states the Ministry of Social Welfare will look after the matter.

Article 244 : Deals with the Administration of Schedule Areas & Tribal Areas.

Article 244 (1) : The President of India may declare any area as a Schedule Area. The Governor, representative of Union has to submit reports of the Tribal Welfare & Administration of Schedule Area to the President of India.

Article 275 : Provides grant of special funds by the Union Govt. to the State Govt. for promoting the welfare of ST and for the better administration.

Article 320 : Details functions of Public Service Commissions ensuring equal treatment for all.

Article 330 : Reservation of seats for SC & ST in the House of the People.

Article 332 : Reservation of seats in the State Legislative Assembly.

Article 334 : Specifies the tenure of reservation of seats and special representation.

Article 335 : Reservation in services for SC & ST.

Article 338 : Provisions for appointment of special officer for SC & ST & his duties. The Union Govt. should appoint Commissioner for SC & ST. The Govt. & Parliament are kept informed of the progress in the implementation of the safeguards for ST and the schemes for their welfare.

Article 339 : Control of the Union over the administration of Schedule Area and welfare of the ST.

Article 342 : Mechanism of scheduling tribes. The President of India after consultation with the Governor of the concerned state may by public notification declare the tribe or tribal communities or parts of or group within tribes for the purpose of this Constitution be deemed to be Scheduled Tribes.

Article 366 : Specifies meaning of Scheduled Castes and Scheduled Tribes. Besides all these provisions, some seats have been reserved for SC & ST at Gram Panchayat, Panchayat Samity & Zilla Parishad.

Tribes Advisory Council :

The Fifth Schedule (Part B) of the Constitution provides for compulsory setting up of Tribes Advisory Council in each State. This Council should consist of more than twenty members. The duty of the Council is to advise regarding the welfare and advancement of the Schedule Tribes.

Parliamentary Committee for SC & ST :

The speaker will choose some members of Lok Sabha & Rajya Sabha for this Committee. They will review the work of the Constitutional provisions for SC & ST. They will also look after the welfare of SC & ST.

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## **7.6 Committees formed for Tribal Development**

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A number of Committees and Commissions were formed by Govt. of India to look into the problems of development in the tribal areas. They have recommended several measures to improve the socio-economic condition of the tribes. Some of the important committees are:

- (1) The Social Welfare Team of the Committee on plan projects 1959.
- (2) The Verrier Elwin Committee on Tribal Development.
- (3) The Committee on Tribal Economy in Forest Areas 1967.

- (4) The Dhebar Committee 1961. (This Committee recommended an integrated approach based on minimum essential needs such as food, drinking water, employment, health, education etc.)
- (5) The Task Force on Development of Tribal Areas 1972.
- (6) The Dube Committee 1972. (This committee tried to define a new strategy for tribal development. They suggested an integrated area development approach.)
- (7) The Study Team on Co-operative Structure in Tribal Development Project Areas — 1976
- (8) The Study Group on Relief of Indebtedness, Land alienation — 1973.
- (9) The Team of Marketing, Credit and Co-operation in Tribal Areas — 1978.
- (10) The Working Group on Development of Scheduled Tribes.

Based on the recommendations given by the Committees, Study Groups, Commissions appointed for tribal development, a number of programmes have been launched in different Five Year Plans.

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## **7.7 Tribal Development during Five Year Plans**

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Since the beginning of First Five Year Plan, systematic efforts for tribal development were initiated. The details are given below:

**First Five Year Plan (1951-56) :** An expenditure of Rs. 17.36 crores was incurred for the welfare of the Schedule Tribes. Emphasis was given on the schemes of health, education, communication & housing.

**Second Five Year Plan (1956-61) :** An amount of Rs. 48.33 crores was invested for tribal development. Emphasis was given on 'economic development' through agriculture, cottage industries, forest co-operative society and setting up of multi-purpose Tribal Blocks.

**Third Five Year Plan (1961-66) :** On the recommendation of the Verrier E Levin Committee, multi-purpose Tribal Block was renamed as Tribal Development Block with the emphasis on economic development, education, health, housing and communication. A number of 415 Tribal Development Blocks were set up.

**Fourth Five Year Plan (1969-74) :** About Rs. 75 crores were spent by the Union Government for implementation of Tribal Development Programme. Around 43% tribal population was covered in 504 Tribal Development Blocks. Programmes for

small farmers, marginal farmers were launched. Thus, the focus was turned on individual family.

**Fifth Five Year Plan (1974-79) :** The concept of Sub-plan was introduced for the tribal regions. The objective was development of the area with focus on tribes within the sub-plan area. Integrated Tribal Development Project (ITDP) was the unit of planning. A number of 18 sub-plans were started covering 65% of tribal population. These sub-plans have been organized in 178 ITDPs during the period. Over one thousand crores had been spent in the tribal sub-plan areas in 16 States and 2 Union Territories.

**Sixth Five Year Plan (1980-85) :** Objectives were to improve the quality of life of the tribals as well as narrowing the gap between the level of development of tribal areas with others. Emphasis was on protective measures, employment, education and health services. Large Multipurpose Co-operative Societies (LAMPS) has been re-emphasized. The tribal concentrated pockets outside the Tribal Sub-plan area were covered under Modified Area Development Approach (MADA). A number of 4.70 million ST families were brought above the poverty line. About 9000 tribal villages were electrified, more than 80000 villages were provided drinking water. A number of 181 IFDPS, 245 MADA pockets & 72 primitive tribal projects were in operation. Coverage of tribal population was around 75%.

**Seventh Five Year Plan (1985-90) :** Both area development and family development programmes were continued. A number of 40 lakhs BPL ST families were targeted to provide economic assistance. Three new ITDPs have been added. Total 184 ITDPs were running covering 313.21 lakhs tribal population. Gradual evolution of the concept of family oriented programme for eradication of poverty in tribal areas.

**Eighth Five Year Plan (1992-97) :** Grant in Aid to State Tribal Development Co-operative Corporation (STDCCs), establishment of Grain Bank schemes started along with the previous programmes.

**Ninth Five Year Plan (1997-2002) :** Attempt was made to establish 100 residential schools. Around 250 crores was assigned. Education Center for women was started in those districts where tribal female literacy was below 10%.

#### **Tribal Sub-plan :**

The Tribal Sub-Plan was prepared under Fifth Five Year Plan. All areas having more than 50% tribal population were treated as Tribal Sub-Plan areas. In Maharashtra, Andhra Pradesh & Assam a minimum tribal population of 20,000 and in Tamil Nadu,



Kerala & UP tribal population of 10,000 was the smallest unit of development. The major objectives of Tribal Sub-Plan were to (i) start family oriented beneficiary programme to increase productivity in the sector of agriculture, horticulture, animal husbandry, small scale industries etc. (ii) improve the quality of life of the tribal people through education & training, (iii) liberate them from exploitations, (iv) provide infrastructural facilities in tribal areas etc. More than 75% of the tribals have been covered through Tribal Sub-Plan area. In-fact it was the main instrument of the development of Schedule Tribes. This programme covered 26 districts fully and 97 districts partly in 17 States and 2 Union Territories.

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## **7.8 Tribal Development Schemes**

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Being the nodal Ministry for Tribal Development the Ministry of Tribal Affairs has been implementing a number of schemes. These are given below:

### **(i) Special Central Assistance (SCA) for Tribal Sub-plan.**

Special Central Assistance (SCA) is a family oriented income generating programme in the sector of agriculture, horticulture, sericulture, animal husbandry etc. SCA is provided to the State Govt. as an additive to the State TSP. The objectives of the programme are:

- Socio-economic development of ST people.
- Protection of tribal against exploitation.

SCA is released for the economic development of ITDP area, MADA area, Cluster identified pockets containing 50% or more ST population, Primitive tribal communities, displaced tribal population and assistance for margin money loan programme etc.

### **(ii) The Grants under the provision to Article 275(1) of the Constitution.**

For the welfare of ST and for administration of Scheduled area following projects may be sanctioned:

- Resettlement of tribals practicing shifting cultivation.
- Schemes of development of forest villagers.
- Development of tribals suffering from special diseases.
- Specific health schemes.
- Enrolment subsidy for tribal membership in LAMP.
- Intermediate processing for MFP/SAP by LAMP / other co-operatives.

- IG schemes for tribal women organization.
- Detection of land alienation, money lending, bonded labour cases and filing of court cases.
- Compact Area Programme.
- Special Tribal crafts training cum production centers.
- Residential schools for primitive tribes.

**(iii) Grant in-aid to State Tribal Development Co-operative Corporation (STDCCs).**

This scheme is for MFP operations, started in 1992-93. This is a central sector scheme with 100% grant in aid available to the STDCCs and Forest Development Corporations (MFP/TDF) for :

- increasing the quantum of MFP,
- setting up of scientific ware housing facilities for processing,
- establish processing industries for value addition,
- consumption loans to tribals,
- research & development.

**(iv) Price support operations to (Tribal Co-operative Marketing Development Federation of India Ltd.) TRIFED.**

The price of MFP and SAP fluctuates in the market. The Ministry give financial assistance to the TRIFED to ensure remunerative prices to the tribal farmers for their produce.

**(v) Investment in the share capital of TRIFED.**

TRIFED was set up by the Govt. of India in 1987 for providing marketing assistance & remunerative prices to the ST communities for their MFP & SAP and to protect them from the exploitative traders & middlemen. The authorized share capital of TRIFED is Rs. 100.00 crores.

**(vi) Establishment of Grain Bank.**

This scheme is aimed at to establish grain banks in tribal villages in the most vulnerable areas to check deaths of tribal due to starvation, malnutrition etc. initially, the scheme was started in 703 villages in 12 states. The village will be identified by the concerned states. One quintal of local grain per member family will be contributed

by the Central Govt. through TRIFED to STDCCs. The unit cost is Rs. 64,000/- per grain bank (taking 100 families per village). Member families of the grain bank are entitled to take loans of food grains in four instalments of upto 25 kg. each during rainy season or in scarcity. The loan will be repaid with interest at the time of next harvest. If the amount is repaid within 3 months the interest will be 5% and if beyond 3 months upto six months it will be 10%. If no repayment within six months the membership will be lapsed, again it will be revived on repayment.

**(vii) Construction of Girls Hostels and Boys Hostels for Scheduled Tribes.**

The objectives of the scheme is to provide separate hostel facilities to the ST girls and boys studying in middle schools, Higher secondary schools, colleges and universities. Financial assistance is provided to the states on 50:50 basis for construction of hostel upto 100 seats. Land will be given by the State Govt. free of cost.

**(viii) Establishment of Ashram Schools in Tribal Sub-Plan Area.**

This centrally sponsored scheme is in operation since 1990-91. Under the scheme Ashram school will be constructed for primary, middle, secondary and senior secondary stages. The land for construction of Ashram school will be available free of cost by the State Govt. The State Govt. will also bear 50% of cost of the building. The Ashram schools have played an important role in educational development of ST students.

**(ix) Vocational Training in Tribal Areas.**

Under the vocational training scheme 100% central assistance is given to the States/ UTs/ NGOs for setting up and running VT centers. This scheme has started in 1998. Each center will provide training for 100 trainees. Residential facilities will be available for 50% trainees. Each VTC will be provided financial assistance of Rs. 2.40 lakh once in five years for purchase of training equipments to run five trades. The recurring grant to run VTC is Rs. 13,5007- per trainee per year. A stipend of Rs. 3507- per month and raw materials of Rs. 12007- per annum for each trainee will also be given.

**(x) Educational complex in low literacy pockets for the promotion of women literacy in Tribal Areas.**

Literacy rate amongst the tribal women is very low. According to the 1991 census there were 134 districts having ST female literacy rate below 10%. Considering the scenario it was decided to start educational complex in low literacy area. This scheme

was started in 1998. 100% grant in aid is provided to the organizations/ agencies. It is proposed to impart coaching class for I to III in the dialect of the tribals. Adult education centers can be set up for attracting the parents for better management of agriculture and MFP. Each school will have strength of 30 girls in each class.

**(xi) Development of Primitive Tribal Groups (PTGS).**

There are 75 primitive tribal groups in India having low literacy, stagnant population, pre-agricultural level of technology and economically backward. This scheme is for the survival, protection and development of Primitive tribes. It will be implemented through ITDPs. 100% financial assistance is available for three years.

**(xii) Grant in aid to Voluntary Organizations working for the Welfare of ST.**

The prime objectives of the scheme is to provide financial assistance to the VOs working in the field of education, health, sanitation, environment, drinking water, legal services etc. for overall development of Scheduled Tribes. 100% assistance will be given to the organizations. Under the schemes following projects may be sanctioned: residential schools (100 students), non-residential schools (100 students), hostel (100 students), rural night school for tribals, library, mobile library cum audio-visual unit, ten bedded hospital/ dispensary, mobile dispensary, computer training center, VT units, drinking water programme, environment protection programme, legal redressal services, health and sanitation programme etc.

The aforesaid schemes have been launched by the Ministry of Tribal Affairs, Govt. of India. There are some central sector/ centrally sponsored schemes bifurcated from the Ministry of Social Justice and Empowerment for STs. These schemes are:

- i) Post Matric scholarship for ST for studies in India,
- ii) National Overseas scholarship for ST,
- iii) Book Bank for ST students,
- iv) Coaching for ST students,
- v) Upgradation of Merit of ST students for competitive examinations.

Finally, it may be pointed out that problems of tribes in India are manifold. So, the development programme needs to be long-term basis. After Independence planned programmes have been launched for tribal development. Gradual socio-economic improvement has also been noticed. But a good number of tribals are not getting the benefits of development. There are the problems of inaccessibility of tribal areas, languages, traditional psychology, fears, lack of interest among the tribal administrators etc. Tribal unrest and extremism is also being noticed in some parts of India due to

frustration and lack of faith in the present development. In this juncture, participatory planning and development may yield a better dividend.

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## **7.9. Exercises**

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1. Discuss the major problems of Indian Tribes.
2. Discuss the Constitutional Provisions for safeguarding the rights of Scheduled Tribes.
3. Discuss the Steps taken for the development of ST through Five Year Plans.

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## **7.10 References**

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1. Tribal Development and its Administration by L. P. Vidyarthi
2. Tribal Culture in India by L. P. Vidyarthi
3. The Scheduled Tribes by A. K. Ghosh (ed.)
4. Tribal Development in India, Problems & Prospects by B. Chaudhuri (ed.)
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## **UNIT : 8 □ Urban Community Development : Concept, Importance, Scope and Growth of Urban Community Development in India.**

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### **Structure :**

- 8.1 Introduction**
- 8.2 Concept of Urban Community**
- 8.3 Characteristics of Urban Community**
- 8.4 Importance of Urban Community Development**
- 8.5 Scope of Urban Community Development**
- 8.6 Growth of Urban Community Development in India**
- 8.7 Exercises**
- 8.8 References**

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### **8.1. Introduction**

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To start with, before coming to the concept of urban community Development, we should be clear about the terms 'community' and 'community development'.

The term 'community' originated from late Middle English: from Old French comunete, reinforced by its source, Latin *communitas*, from *communis* common.

Obviously 'community development' may be termed as a movement to promote better living for the whole community through active participation and initiative of the community at large, be it rural or urban community.

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### **8.2. Concept of Urban Community**

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The term 'urban community' means the city community. Someone has rightly said, 'the history of every civilization is not its countryside but the towns and cities thereof'. To be more precise, it is an environment of bricks, wood and stones, bridges and roofs, monuments and buildings, streets and footpaths and the scores and scores of people living therein with bundles of hopes and despair. For millions, it can be the most cherished place on this earth.

To have an all-round concept of urban community, we have to accept some axioms. They are as follows:

- o 'Urban System' is nothing but urban community.
- o In urban community, by life we mean city life.

Since the word 'city' has come up with high priority underneath urban community, we should at least learn some definitions of stalwarts in the field Sociology regarding cities:

- o Howard Woolston in his book 'Metropolis' tried to define a city to be a limited geographical area, inhabited by a largely and closely settled population, having many common interests and institutions, under a local government authorized by the state.
- o "A city may be defined as a relatively large, dense and permanent settlement of socially heterogeneous individuals." - Wirth.
- o We also find the endeavor for defining a city by number count. Through the book, "The growth of cities," Adna Weber defined city to be any incorporated place with a minimum of 10,000 inhabitants.

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### **8.3. Characteristics of Urban Community**

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To understand the characteristics of urban communities as a whole and small urban community slums in particular, we are required to understand the natures mentioned below:

- o Heterogeneity of Social life: City life is heterogeneous with various forms of complex equations. The ways and standards of living of people are observed to be varied at a considerable level with diversities. Louis Wirth through his essay 'urbanism as a way of life' wanted to express his feelings that, 'the city has been the melting pot of races, peoples, cultures, and a most favorable breeding ground of new biological and cultural hybrids.' In another place he further states, 'the greater number of individuals participating in a process of interaction, greater the potential differentiation between them.'
- o Anonymity of City life: The cities are cluster of strangers in restricted geographical areas. Overcrowding in limited area increases anonymity among one another. Everyone individual is a stranger to other. Often due to anonymity of the city life, complex social problems evoke.

- o **Gross Social Mobility:** There is continuous social mobility in urban communities. 'Social mobility' means a state of movement of individuals of the urban community from one social, economic, political or cultural status to another and vice versa. An individual's locus standing is determined by his achievements and not by birth.

Urban communities provide many pronged social mobilities. It can be geographic or occupational mobility one hand and horizontal and vertical social mobility on the other hand. In a few words, element of change is the other name of city.

- o **Varied Division of Labour and Specialization:** Urban community is an admixture of varied division of labour and specializations. Different people are differently engaged in different professional activities like mechanical, commercial, educational, scientific, recreational, political, artistic and so on and so forth. This of course is dependant on the quality of expertise, talents, age, sex, etc. of the individuals.
- o **Secondary Social Relations:** It has been seen in most of the cases that the relationship pattern existent at the urban community are secondary in nature. In most of the cases people are indifferent towards one another, friendly or intimate relations generally do not exist. Contacts are mostly through telephone.
- o **Secondary Social Control:** Due to the existence of secondary social contacts or relations, the control and social behaviour of urban community is becoming more difficult. In urban community due to different types of proliferations, and diffusion of different cultures in a restricted geographical area, the behaviour of urban community is governed by customs, traditions, religion and group standards.

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## **8.4. Importance of Urban Community Development**

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We have evidences and we acknowledge the importance of development of small urban communities (urban slums) as a part for total development of the nation we are in. In the developing countries it is often seen that these people often are isolated from the mainstream of national progress thereby are unable to enhance growth and continuance of heritage of human race. Community development as a method recognizes the importance of urban small community development as a stepping stone for an integrated urban community development at large for the ultimate



development of the nation. It is of deep concern of the fact that majority of people who dwell in the slums are living in conditions of extreme poverty, ill health and illiteracy and are ill organized for effective participation in programmes of their own betterment and lack of knowledge and resources for improving their standard of living. Community development points out the fact that country as a whole can progress only when with the progress in the field of industry, transportation, railways, shipping, agriculture etc. progress should also be of the population be it of the urban or rural communities in the same pace.

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## **8.5. Scope of Urban Community Development**

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To have an overall development in the urban community level, the scope of intervention needs to be discussed at length so as to have positive intervention at the urban community. Following points may be the identified scopes of urban community development:

- o Study of the value system and practices of the urban community for bring in feeling of unity and brethren ship.
- o Promotion of urban life education in the urban community to enhance positive interpersonal relationship and preservation of common interests.
- o In order to have desired social change in the urban community where every other person is unique in oneself, implementation of well planned rational developmental programmes can yield positive results.
- o Application of Social Group Work methods and Social Case Work methods can bring in positive results for overall development of the urban community.
- o Scope of utilization of mass media especially modern electronic media for all round development of the urban community be it social, economic, cultural and political aspect of life.

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## **8.6. Growth of Urban Community Development in India**

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Since the post industrial revolution period, the total trend of migration of people from the rural areas to the urban fringes has been observed in many countries of the world. India was also no exception from that. In comparison to the rural areas, the urban areas provided ample opportunities for personal advancement upto certain period of time till reaching saturation.

The cities are the centres of brisk economic, commercial, artistic, literary, political, educational, technological, scientific and other activities.

India, an agrarian country, is also undergoing process of urbanization. The number of cities is increasing, from the details available, in the year 1901; there were only 25 cities in India with each having an average population of one lakh or over. But what do we see in the year 1960? The number increased by more than four folds, it was 107 such cities in our country.

It obviously demanded developmental efforts in the urban pockets to bring in all-round development of our country. In the Post-Independence period since the year 1952 onwards Community Development approach had been considered as a vital stepping stone. Though it started in the rural areas. More precisely, Community Development Blocks came into existence from 2nd October, 1952 the auspicious birthday of Mahatma Gandhi. From then onwards, the Governmental as well as Non-Governmental Organisations started organizing the urban communities at different corners of this sub-continent. Time to time Government at the Central Level as well as at the State Level took up developmental programmes for the upliftment of the Urban Communities at vulnerable pockets. In the year 1953, the Central Social Welfare Board was set up at the Central Level and State Social Welfare Advisory Boards were set up at State Level. It had taken up many developmental programmes including economic programmes under urban family welfare projects, after care programmes, etc. Our planners have given due weight age on development on human resources by introduction of developmental programmes for upliftment of urban poor on public health, social security in the form of old age pension, health insurance, medical benefits, education, job opportunities, poverty alleviation and harmony development programmes.

In the sector of Child welfare, I.C.D.S. programme of the Government deserves mention. In dilapidated slums in the urban areas, programmes on health and nutrition has shown miraculous results where proper governance exists. Committed Community Health Workers at urban areas is contributing a lot in growth of urban community development.

Setting up of the Ministry of Urban Development in another vital step in the growth of community development in India. Shelter to the homeless of the urban areas as a programme deserves mention. Provision of training for vocational skill development of urban youth and rehabilitation through self-employment schemes are other worth mentioning programmes for urban community development. Even in

recent days, the Swarnajayanti Sahari Swarojgar Yojana aims at rehabilitation of urban poor with self-employment schemes.

Last but not the least, in present days, considerable involvement for urban community development is seen to be undertaken by non-governmental organisations at different urban communities with national or international monetary support. Obviously, differences in situations are also observed at various urban cross-sections in our country.

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## **8.7. Exercises**

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1. Describe in brief the characteristics of Urban Community.
2. Elucidate in brief the growth of Urban Community Development in India.

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## **8.8. References**

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2. Raman, P. 'Urban Community of India'- Nagraj Publications, New Delhi, India.

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## UNIT 9 □ Urban Slams

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### Structure

- 9.1 Introduction
- 9.2 Concept
- 9.3 Characteristics
- 9.4 Reasons Behind the Causation of Slum
- 9.5 Problems
- 9.6 Programme Intervention/Schemes
- 9.7 Role of KMDA and NGOs
- 9.8 Exercises
- 9.9 References

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### 9.1 Introduction

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The word slum is known to everyone—rural or urban. It is known as malignant sores of the city. People live here only under compulsion. There is no city or town in India, which is free from the existence of slum. In Kolkata there are slums in 4550 bigha of land, which are the living place of about 30 lakhs population. In 1975 itself nearly two million (30%) people of Calcutta used to live in slums. It is expected that the same has gone high in the last three decades. If the present trend continues, about 40% of the people of the city including Howrah are expected to live in slums.

Slum is a word, which is not liked by anyone. It is an area with substandard living condition. Seeing the condition of slums in Kanpur and Howrah Dr. Radha Kamal Mukherjee, the famous Social Scientist, once remarked that people live here in inhuman condition. He compared this with the living condition of pigs. Pandit Jawaharlal Nehru also said that these represent the utmost form of human degradation and those responsible for the creation of slums should be severely punished and even before making any alternate arrangement these structures should be demolished.

But whether we like or not, slum is the universal phenomenon. Slums are very common places in the cities and towns of almost all the countries. India is also known for its slums. In the cities like Mumbai, Kolkata, Delhi, Lucknow, Kanpur, Nagpur, Howrah, Hyderabad etc. almost one-third population live in slums. In one

hand, we don't want the existence of slum and on the other hand we want the services of slum dwellers as Maidservants, Taxi Drivers, Rickshaw Pullers, Washermen, Sweepers, Gardeners, Day labourers, and so on who cannot think of living in a better condition.

Naturally cities and towns are not likely to be free from the slums.

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## 9.2 Concept

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It is difficult to clearly define the word 'slum'. However, it can be said that :

- Slum is a geographical location in a town or city where the people live under unhygienic condition that reflects the overcrowding dilapidated house without sanitation and drainage facilities.
- Slum is a cluster of thatched houses situated in low/marshy land having no or very little civic facilities.
- Slum is the colony characterised by a huge population of low-income group residing in a limited area, congested and poorly built houses, unhygienic environment, poor drainage system and so forth.

According to Kolkata Municipal Act, 'Slum is a conjugated area which consists of some huts and the whole area would not be less than 10 katha of land'.

Different social scientists and the Dictionaries have defined slum in different words. Gist of some of them can be mentioned here for better understanding.

- It refers to the squatted and heavily populated urban pockets. (Webster Dictionary)
- It is the urban 'residential area...physically and socially deteriorated and where satisfactory family life is impossible'. (Encyclopaedia Britannica)
- Slum is 'a street, alley, court etc. situated in a crowded district of a town or city and inhabited by people of low income classes or by very poor...' (Oxford Dictionary)
- UNO in 1952 has given the following definition—  
"a building, group of buildings or area characterised by overcrowding, deterioration, unsanitary conditions or absence of facilities, or amenities which because of these conditions or any of them, endanger the health, safety or morals of its inhabitants."

- Chicago School of Sociologists defined slum as a “break area of segregated society; an area of extreme poverty....high rates of birth, infant mortality, illegitimacy and death....The slum harbours many sorts of people, starting from criminals to the innocents.”
- In a Seminar of Social Scientists at Bombay it was defined as “Chaotically occupied, unsystematically developed and generally neglected area which is over populated and overcrowded with ill-prepared and neglected structures.”

Thus it can be said that slum is a living area in any town or city, which accommodated the poor people mostly, migrated from the rural areas in search of job. Slum houses are small and thatched, dark and unhygienic. Basic facilities like water supply, drainage facility, toilet, garbage pit, electricity, parks and playgrounds are seriously lacking. The area is generally dirty, congested and low. Slum is a depot of all kinds of diseases and anti-social activities too. At the same time these are essential as well as unwanted location in any urban area. To explain the concept further we can say that a slum is a congested area with poor sanitation, unhygienic condition where normal human life cannot be led. So, it can be said that—

- Slum is the by-product of urbanization and the result of migration.
- Slum is the extended portion of an urban area, somewhat detached from the rest of the town/city.
- It is a place in urban area where low-income group people live in a poor physical condition and unhygienic manner.
- It is any urban residential area built in a congested manner without sufficient ventilation, drainage, sanitation, etc. The cluster of thatched houses are situated in low and marshy land.
- It is dilapidated and overcrowded habitat known by various names such as bustees, jhuggijhupri, ghettos, katras, gallis, zopadpatti, chawls, ahatas, cheris, keris, petas, etc.

In conclusion it can be said that we generally consider those areas of the towns and cities as slum where cluster of thatched houses are situated in low marshy land without any basic facility including provision of water. The wall, roof, floor of the houses are ‘kutchra’ and temporary type. The houses are attached with each other and naturally no ventilation system. Height of such houses is very less. Size of the rooms is also very small. Narrow common passage, combined latrine, no urinal, no

drainage system, no garbage disposal arrangement is the reality in slums. Exception to the above mentioned situation is insignificant. As a result, slum condition is not liveable.

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### **9.3 Characteristics**

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The basic characteristics of slum are the followings.

- Thatched houses
- BPL peoples living place
- Unhygienic to the extreme extent
- Deficient in basic amenities
- An encroachment on vacant land
- Unplanned growth
- Basically people work in unorganised sector
- Den of social problems and health hazards
- Lack of adequate privacy
- Situated rearer to housing complex, railway station, airport, port, industrial zone etc.

As has been said, slums are the reality in almost all the big and small urban areas. However, percentage of slum dwellers, number of slums, size of slums, and condition of slums differ from town to town. For example, in town like Howrah and Kanpur a sizeable section of people live in slums and conditions of slums of these towns are very bad. In Chennai, Mumbai, Kolkata hundreds of large size slums are in existence. Dharavi in Mumbai is the largest slum in this part of the world, where some ten lakh people live. However, the conditions of slums of these cities are slightly better than Howrah and Kanpur slums. Chandigarh is almost free from slums. Whatever little construction is there, that is also of comparatively better condition.

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### **9.4 Reasons Behind The Causation of Slum**

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Slum is the creation of social and economic situation. Whether people wanted or not slums have emerged and are sill emerging in all urban areas—big or small. In

fact, this has become more than a reality of our life. Several factors are responsible for the causation of slums in towns and cities of which the following are the pivotal—

- (i) Requirement of cheap, unskilled labourer in the households, housing complexes, commercial places, railway stations, industries, etc. Rickshaw Pullers, daily wage earners, porters, maidservants, security staff, etc. are needed in large number. But their earning is meagre and hence they are compelled to live in slums.
- (ii) As a result of partition of the country, influx of homeless and refugees is another reason behind the causation of slum. Due to various reasons occasionally some people become homeless and refugees. Either they make effort to find some accommodation facilities in the existing slum or develop a new slum since they do not have capacity to live in a better condition.
- (iii) The third reason is pressure on agricultural land. Due to population growth, developing more network of transport and communication, industrialization, making irrigation canals, constructing more houses, etc. pressure on agricultural land is high. This creates an environment where some people fail to get any work opportunity in rural set up. Compared to 70.67% in 1991, the percentage of people involved in farming has gone down to 58.60% in 2001. Such steady decline in the number of farmers and farm workers clearly indicates that pressure on land is acute. This compels them to leave for urban area in search of job and in the process they become slum dwellers.
- (iv) Industrialisation at rapid scale can be considered as fourth reason for the development of slum. The present age is the age of industrialization and urbanization. For the progress of any country agriculture, cottage industry and heavy industry will go side by side. In case of India we can mark that different kinds of heavy industries have come up as a result of which cities like Durgapur, Burnpur, Bokaro, Jamshedpur, Rourkela, Bhilai, Haldia, etc. have emerged. To work in these industries or in the downstream industries or even as a self-employed person people in thousands migrated from the rural area. These people with very low and unstable income had no other way but to find a place for living in slums. In Kolkata and Howrah jute and other industries are there in hundreds. The low paid employees of these industries were also compelled to live in slums.
- (v) Urbanisation can be considered as another factor responsible for creation of slum. Trend of urbanisation is a global phenomenon. In India also number



of towns and urban population is constantly increasing. Towns have developed even without industry. For example, Siliguri, Bardhaman, Malda, Bankura, Bolpur, Chandigarh, Puri and Varanasi are not the result of industrialisation. These towns have developed because people wanted to take the benefit of the urban life or purely due to religious factors. Migrating from the rural areas people tried to find some source of income and some shelter in such towns. Thus the slums have come up.

- (vi) Most of the employers do not take care of the social obligations they have towards their employees. They generally provide housing accommodation to only a section of its employees. Others have no option but to live in slums since their earning is also very less.
- (vii) End of Empirism : With the end of Empirism in different parts of the country, the distant relatives, dependants, employees had to leave the places in search of some new place for accommodation and earning for maintenance of livelihood. Ultimately they developed slums in different cities. Park Circus, Metiabruz, Garden Reach, Tollygunj slums have basically come into being as a result of end in empirism.
- (viii) Inappropriate agricultural revolution : Agriculture is still a traditional one in majority of the areas. Less production, lack of irrigation facility, absence of round the year cultivation process compels many people to live in half-starved manner. Cottage Industries and Animal Rearing are also not beneficial. Such a situation compels a section of people to leave their villages in search of some better living opportunity in towns and cities. While struggling for survival they also take shelter in slums.
- (ix) Population Growth : Growth of population in the country like India is quite high. In every Census we find a steady growth rate of population. Health, education, job opportunity, water supply or any such basic services also cannot be guaranteed to the constantly added population is also not in a position to arrange for a liveable house. For survival they make some kind of stay arrangements. Thus the slums are coming up at high rate and the slum population is increasing steadily.
- (x) Pressure of rural economy : Rural economy is based on agriculture, animal rearing and cottage industries. Due to more and more use of agricultural equipments including tractor and closure of many cottage industries rural people are finding it difficult to get a source of income for maintaining

livelihood. Number of jobless people in rural area is increasing day by day. This has compelled many people to leave villages with the expectation to get some opportunity of earning in towns. Ultimately these people are giving birth to slum pockets.

There may be many more reasons behind the causation of slums but the reasons mentioned above are most relevant.

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## 9.5 Problems

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Slum dwellers are to face numerous problems such as—

**(i) Poor Condition of House :**

Houses of slums are located in dingy congested conditions. Basic amenities like water supply, electricity, drainage and sanitation are severely lacking. Each house is attached with other and hence no ventilation facility, resulting thereby no circulation of fresh air. The walls are not strong, roofs are mostly of tin, tiles, tarpaulins, straw or coconut leaves. The floor is basically kutcha and always in wet. Windows are also missing in many cases. Appearance of the slums is usually very filthy.

**(ii) Excessive Pressure of Population :**

Compared to the land available in the area number of people live is very high. In fact, an one-room slum house becomes the residence of a good number of people. This over-crowdedness is a common feature of slums of any big city. It creates both—health and social problems. Slums are extremely congested. The houses, the lanes, other open spaces—all are over crowded. Even during the night some people sleep on the lanes and the open spaces if any. Congestion is so acute that it becomes difficult to move inside the slums.

**(iii) Health & Sanitation problem and lack of civic amenities :**

This is one of the primary problems of all the slums and it is said that first casualty of slum is health. S. N. Sen, based on his survey of Ekbalpur slum enumerated the following problems which have direct link with the health aspect.

(a) 1/7th families do not have toilets;

- (b) 82% of the families share toilets;
  - (c) 54% do not have water taps;
  - (d) high percentage of houses are of the size of around 30 sq.ft. and more than 5 persons occupy the same.
- (iv) Lack of minimum privacy, poor living condition, smoke, irregular or no disposal of garbage, stagnation of water, non-availability of medical facilities are contributing negatively in the condition of the health of slum dwellers. Water supply, which is pre-requisite, is very poor. All these ultimately lead to various health problems including TB, Diarrhoea, Skin disease, Dengue, Malaria, etc. These health problems have spreading effect on the non-slum areas also.

**(v) Illiteracy or low-level of education :**

Slum dwellers in very large scale are either illiterates or having very lower level of education. They are also not technically skilled. This naturally gives birth to various problems including poor level of awareness.

**(vi) Poor Morals :**

For having proper moral, a person needs an environment that is congenial. Slum can't provide that kind of an environment to its dwellers. The natural consequence is that they become custodians of poor moral. Drinking, gambling, having illicit relation, theft, use of drug, any other illegal activity are naturally the common affairs in slums. Slums are considered as 'sores' of the cities because of certain reasons of which poor morals is one. Slums are often dens of organised and unorganised crimes. Many of the slums are red light areas. Dharavi of Mumbai is an example of it where thousands of girls and women are prostitutes. In fact, hundreds of families there live directly or indirectly on the earnings of prostitutes. The very environment of slums negatively contributes in social disorganisation, which is reflected in the behaviour of individuals and families.

**(vii) Social Isolation :**

Slum dwellers are isolated from the rest of the areas. Generally non-slum dwellers do not enter in such areas. The slum dwellers also cannot effectively take part in the socio-cultural life of other people. so, isolation remains a fact of life of the slum dwellers.

**(viii) Poor Economic Condition :**

The people who live in the slums are basically poor. Their income is unstable. Mostly they are self-employed or working in unorganised sector. Many of the slum dwellers are totally unemployed and have no income. Since they are basically illiterate and unskilled they are either unemployed or underemployed. As a results, slums are good playgrounds of money-lenders.

**(ix) Poor Status of Women :**

Status of women in generally very poor. Particularly in the area of social status their plight is absolutely poor. Nobody bothers about their existence, about their minimum privacy needed, about the minimum respect that should be shown to them. The women living in slums are also habituated with such condition and they do not expect anything more than that.

**(X) Impact on Efficiency :**

Efficiency of any person depends on some factors of which condition of physical health and mental health are two important factors. A person suffering from this or that disease and/or mental stress cannot give his/her best and naturally efficiency level is decreased. Slum situation does not provide that kind of a condition where increase in the level of efficiency is possible. Efficiency is something, which is the product of knowledge, skill, moral, attitude and health condition. The people who live in slums gnerally suffer from lack of all the above-mentioned qualities. It is but obvious that in such situation efficiency of the people will be poor.

**(xi) No stability :**

The word 'stability' does not fit in the slum situation. First of all stability lacks because based on the decision of the Government the slum can be demolished any day. Due to various reasons sometimes slums are demolished and the dwellers need to shift to another area. Since most of the slums are situated on unauthorised land such shifting becomes necessary at various points of time. Spread of serious disease, caught under fire can be other reasons for disturbing the life of slum dwellers. Thirdly, the slum dwellers are never sure about their occupation and income.

**(xii) Emotional health Proplem :**

Emotional helath of the slum dwellers is seriously disturbed as a result of constant fighting among each other, anxiety, insecurity, anger and irritation

due to the poor situation of the slum. These are nothing but mental illness. And such illness or problems are also having bearings in the life of slum people as well as of others. 'Bustee Culture' has almost become a proverb in any urban area principally because of this tensionfull and quarrelsome life style.

**(xiii) Lack of privacy :**

Any individual needs some amount of privacy in his/her day to day life. But in a slum situation one cannot expect even the minimum level of privacy. There is no separate bathroom, bedroom or rest place. The term privacy is subject of insult here. There is no way, which can bring improvement in this situation.

**(xix) Addiction to Drug/Liquor :**

Addiction to liquor and drug is also very common in slums. Keeping conformity with the mental anxiety and the total environment of the slums, the addiction to liquor and drugs has also become a problem of almost all the slum areas. The racket of alcohol and drug peddlers is very much functional, thereby creating health problems and social nuisance. Mafia gangs also safely operate from slums.

Thus slums are characterised by many problems related to social, economic, health and cultural aspects of life.

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## **9.6 Programme Intervention/Schemes**

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The role of any welfare state is to take special care of the people who are more backward and who face more difficulties in life. Naturally, the Government has undertaken several schemes for urban development (including slum development) from time to time. Some of the important schemes are —

- (i) Swarna Jayanti Sahari Rojgar Yojana
- (ii) Slum Improvement Programme through Statutory Bodies like HIT/KMDA/DDA/BDA and municipal bodies.
- (iii) Slum Clearance Programme adopted by the Statutory Bodies/Municipal Bodies/NGOs.
- (iv) ICDS for the welfare of women and children of BPL families.
- (v) Vocational training through different agencies including JSS and NYK.

Through such schemes lot of changes have taken place. Both the Central and State Government have Urban Development/Municipal Affairs Department, which is responsible for planning and implementation of the schemes directly, or through different statutory bodies, and NGOs.

There are two major approaches for bringing improvement in slum condition. They are slum improvement and slum clearance. Slum improvement refers to bringing improvement in overall situation of the slum condition by improving the condition of lanes, arranging proper garbage disposal system, making provision of drainage and electricity, installing sanitary toilets, making provision of health and educational facilities, etc. Population education and health campaigning programme should also be organised since slums are the breeding grounds of different kinds of diseases. On the other hand slum clearance refers to the eradication of slum structures by displacing them and arranging better accommodation elsewhere or on the same land.

One can easily understand that slum clearance programme is difficult and expensive. Only in very limited cases this has been done mainly considering the importance of the place and acute sufferings of the people. In Kolkata, a few such programmes were undertaken. Ramakrishna Mission Lokasiksha Parishad has also done it at Rambagan in North Kolkata after fighting out lots of legal aspects besides the normal problems related to slum clearance.

Because of this, throughout India, slum Improvement Programme is taken care of through various agencies, instead of going for slum Clearance Programme which is problematic and expensive.

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## **9.7 Role of KMDA and NCOs**

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### **(a) Role of KMDA :**

KMDA, which was established in 1969-70, (later on renamed as KMDA) is the principal agency for the development of Kolkata city and its suburbs covering an area of 520 sq. km. Though it looks after the development of the entire area under its jurisdiction, emphasis is given more on slum improvement. KMDA plays some vital role in the context of welfare of the slums. It takes care of proper town planning, making provision of physical facilities, beautification of the city including its slums, pollution control and so on. In fact, since inception of the city KMDA has been playing an important role as a result of which situation of the city and the slums has changed towards positive. Significant changes in the conditions of slum lanes, arrangements of light, drainage system, garbage disposal system, health and educational

services, etc. have been marked in all parts of the city including its slum pockets. Based on the need Primary School buildings have been constructed. Health Centres have been established in slum pockets, water supply has also been ensured. In 1970s Mobile Health Services and Special Nutrition Programmes were also under operation, which have now been withdrawn.

**(b) Role of NGOs :**

NGOs are by nature people-oriented organisations. They maintain close relations with the communities concerned. In urban areas their area of operation is slum pockets. They are significantly contributing in the welfare of the slum dwellers by :

- Creating health awareness and rendering health, nutrition and family welfare services.
- Helping people in understanding the importance of hygienic living and motivating them to lead a hygienic life.
- Helping them to understand the importance and methods of Small Savings and forming SHGs.
- Arranging educational programmes for the children.
- Organising vocational training of various nature with a view to creating income generation opportunities.
- Helping Municipal bodies/Government Departments to implement their slum welfare programmes.
- Organising sports, games and cultural programmes, which will ultimately help the younger generation to be involved in creative activities.
- Organising programmes for the welfare of sex workers and their childrens as well as children of pavement dwellers.
- Running Day Care Centres.
- Rendering health services.

This is not an exhaustive list of what NGOs are doing in the context of slum development. It is just indicative of what NGOs can do. Ramakrishna Mission Lokasiksha Parishad has done an exemplary work for the welfare of slum dwellers. It has constructed four-storied housing complex at Rambagan (now renamed as Vivekananda Palli) in North Kolkata and allotted a flat to each slum dweller family. This is a model slum Clearance Programme where no family had to move outside the

area. Secondly, literacy, formal education, vocational training, recreational programmes, SHS formation, and women empowerment—all aspects have been taken care of ICDS project is also under operation. Thus through NGO intervention a remarkable programme has been effectively implemented with the active support of some international funding bodies, well wisher, State Government, Municipal Corporation and Janakalyan Samity—the local youth organisation.

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## 9.8. Exercises

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1. Define the term 'slum' and analytically discuss about the reasons behind the causation of slum.
2. Write in details about the problems of the slum dwellers in India.
3. What kind of programmes has been initiated by the Government to minimise the problems of the slum dwellers?
4. What role a NGO can play in minimising the problem of slum dwellers?

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## 9.9. References

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- (iii) The Children of Indian Nomads : S P Ruhela
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## **UNIT : 10 □ Special Agencies In Urban Community Development**

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**Structure :**

- 10.1. Introduction**
- 10.2. Kolkata Metropolitan Development Authority (KMDA)**
- 10.3. Haldia Development Authority (HDA)**
- 10.4. Siliguri Jalpaiguri Development Authority (SJDA)**
- 10.5. Assansol Durgapur Development Authority (ADDA)**
- 10.6. Kolkata Improvement Trust (KIT)**
- 10.7. Exercises**

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### **10.1. Introduction**

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The main objectives of special agencies in urban community development are to plan for various infrastructure facilities and to implement essential services such as water supply, sewage disposal and sanitation, urban poverty alleviation and various municipal services. In fact, special agency's roles are multi-disciplinary — they are the agencies of city planning, they sculpt new areas and townships, they develop physical infrastructure as well as provide basic services like water, drainage, waste management. Special agencies should have a competent multi-disciplinary team, with a wealth of experience and expertise, comprising of engineers, planners, social scientists etc. It is this case group that needs to craft the city's urban regeneration and provided a quality enriching living environment. Special agencies should be engaged in preparation of perspective and master plans and formulation and execution of project proposals, besides carrying out land use and development control functions. A special urban community development agency's interventions should not be limited to physical infrastructure like water supply, sanitation and roads but they should also include health care and employment generation issues among urban poor.

The regional community groups in urban areas normally lead to uneventful lives in the absence of local initiative and lack of community organisation. Special urban community development agencies are, therefore, required for community organization and for mobilisation of local youths to for their effective participation in the urban development process. There are different kinds of special development agencies that may be categorized as follows :

### **(1) Local organisation :**

A local organisation may be in the form of agency

**(a) Neighbourhood council :** Neighbourhood councils frequently attempt to improve the local facilities for recreation, parks and playgrounds or summer camp facilities for school children. It may be concerned with the establishment of a community centre, the improvement of sanitary or housing condition within the area, the founding of a consumers' co-operative to restrict high living costs, on the setting up of garbage collection policies. In U. S. A., Neighbourhood council is a citizens committee which is organized to improve social conditions that are of particular interest to a certain neighbourhood.

**(b) Council of Welfare agencies :** Council of welfare agencies are organised in highly developed urban areas, which have a number of local organisations carrying out small and large programmes for the welfare of different sections of the community. In U.S.A. there are community welfare councils, whose objectives are co-ordination of social welfare activities and inter-agency co-operation between public and private social agencies, the raising and maintaining of standards of service, development of community leadership in the promotion of health and welfare, and social planning.

**(c) The Co-ordinating Council :** A co-ordinating council is a citizens' group created for co-ordinating the social forces of a municipal district in order to deal with specific social problems, e.g. juvenile delinquency.

**(d) The Social Service Exchange :** A social service exchange is a centralized registration, a co-operative clearing service which lists all persons known to health and wealth agencies. The social service exchange is organised either by the Community Welfare Council or a private agency, or a public agency, for instance by public welfare department.

### **(2) Community Organisation Division of a Municipal Board :**

Progressive municipalities of many large cities and towns in advanced countries have a social service department as a part of the municipal administration. Some of these departments have a community organisation division to promote community development programmes in different parts of the city. A beginning in this direction has already been made by the Delhi Municipal Corporation which created a department of Urban Community Development in 1958.

### **(3) Community Organisation by Individual Social Agencies :**

In Certain Community areas special emphasis is given to certain problems and

needs of the community and a special agency or institution is created to look after a major aspects of community. For example, a health unit in an area may demonstrate the need of dealing with other aspects of community life.

#### **(4) Agencies at Regional, State or Central Level :**

There may be certain agencies at the state level co-ordinating the programme of agencies working in different areas. Similarly, there may be organisations at the central level to co-ordinate the work of special agencies, such as the Indian Council of Child Welfare. Such agencies in the field of social welfare under public or private auspices are interested in the process of co-ordinating services, developing adequate standards and enlisting broad public support. The public agencies include the state department of social welfare at the state level and Central Social Welfare Board at the Central level.

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## **10.2. Kolkata Metropolitan Development Authority (KMDA)**

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KMDA is a statutory planning and development authority for the Kolkata Metropolitan Area (KMA) under the provision of the West Bengal Town and Country (Planning and Development) Act, 1979. Initially formed under a Presidential Ordinance in 1970, it is today the agency for planning, promoting and developing the KMA.

KMDA's role is multi-disciplinary — it is the agency of city planning, it sculpts new areas of townships, it develops physical infrastructure as well as (provide basic services like water supply, drainage, waste management, Besides these, KMDA is also the Technical Secretariat to Kolkata Metropolitan Planning Committee (KMPC), being the first of its kind in India, Constituted under the West Bengal Metropolitan Planning Committee Act, 1994.

#### **Functions of KMDA :**

**(I) Infrastructure development :** KMDA has been thriving through projects to strengthen the infrastructure in the metropolis of Kolkata by improving water supply system, drainage and sanitation system, traffic and transportation system and housing and new area development. Renovation and strengthening of the existing system is no less important than provision of new ones.

The KMDA has put in a valiant effort to upgrade the existing infrastructure and services. The infrastructure projects undertaken by the KMDA cover the following areas :

**(i) Water Supply :** Renovation and strengthening of existing water storage capacity; construction of new water treatment plants and big-diameter tube wells, overhauling of distribution networks, etc.

- Highlights :**
- Portable water supply for the residents of KMA.
  - 80% population covered under piped water supply.
  - Piped Water supply to fringe areas also.
  - Rs. 163 Crore spent on water supply projects during last five years including 13 major schemes.
  - Rs. 135 crore being spent for on-going water supply projects that include 8 major schemes benefiting the residents of Nadia, Hooghly and North and South 24 Parganas.
  - Rs. 263.86 Crore to be spent on 5 major water supply projects under JN-NURUM in near future benefiting the districts of Hooghly and Howrah.
  - Aim to increase water production to maximize surface water supply coverage.

**(ii) Sewerage, Drainage and Sanitation :** Improvement and construction of drainage channels, pumping stations and house -to-sewer connections, modernising solid waste management and sewer clearing etc.

- Highlights :**
- Providing sewerage network, sewerage treatment plants and solid waste disposal system for clean and safe environment to the citizens of KMA.
  - Establishing network of drainage and pumping station for tackling the water logging problems of KMA.
  - Rs. 44 crores have been spent during last 5 years covering 9 major schemes.
  - Trans-municipal solid waste disposal project for 6 municipal towns at a cost of Rs. 170 crore being taken up under Japanese Bank for International co-operation funding.

**(iii) Traffic and Transportation :** Widening and improvement of existing roads; construction of expressways, bypasses, subways, fly-overs and bridges; construction of bus-terminals; improvement of street lighting and traffic signals etc.

- Highlights :**
- Aimed at facilitating easy dispersal of traffic and settlement, decongesting the core city areas and make the city travel stress free and comfortable.

- More than Rs. 200 crores have been spent on establishing major connectivities over the last 5 years, including 25 major schemes such as Lake Gardens Flyover, Dum Dum Express Way, Sonarpur Flyover, EMBP Widening etc.
- Work on projects worth Rs. 138.34 crores in progress covering 22 major schemes such as Bondel Gate Flyover, Prince Anwarshar Road connector to EMBP roads in sector - V of Salt Lake etc.

**(iv) New Area Development :** Demand for shelter is usually higher in areas close to the metro-core, Kolkata Metropolitan Development Authority (KMDA), therefore, took up implementation of new area development projects in the fringes of metro-core. Some such projects were : Baishnabghata - Patuli Area Development Project, East Kolkata Area Development Project, West Howrah Area Development Project etc. Besides providing serviced land with essential civic infrastructure, the area development projects of KMDA have aimed to provide certain essential facilities like school, college, hospital, health centre, shopping complex, bank, post office, fire station, recreational centres etc, so that the beneficiaries of the projects can avail of the basic urban services within a new township itself. The principle of cross-subsidization has been applied for pricing of lands, by which lands have also been made available for the Economically Weaker Sections (EWS) and also Low Income Groups (LIG) of people within their respective affordability.

**(v) Commercial Development :** The shortage of business and shopping spaces is particularly pronounced in the metropolitan core and is characterised by exorbitant rentals. KMDA felt the necessity of promoting such infrastructure, with selective direct intervention. KMDA has planned and implemented a few small shopping complexes in East Kolkata and Bishnabghata Patuli townships. It is now taking up some major Commercial multiplexes and necessary actions have already been initiated.

**(ii) Real Estate :** The Kolkata Metropolitan Development Authority has taken up real estate projects such as building Residential flats, Commercial shops, Improvement of famous Temple surroundings.

**(iii) Special Projects :** The Kolkata Metropolitan Development Authority has taken up specialized projects such as Ganga Action Plan, Gas Distribution Network, Municipal Development Program and Refugee Colony Development.

**(iv) Public Private Partnership Project (PPP) :** KMDA has taken up public private projects such as Hiland Park, River holding private limited, city centre at DC-Block at Salt Lake, Salt Lake Bypass, Digital Destination at Nonadanga (East Kolkata), West Howrah Township, Habitat Centre at DJ Block, Salt Lake, Water Park at East

Kolkata etc. are proposed to be built and upgraded respectively through a public private partnership project.

(v) **Jawarlal Nehru National Urban Renewal Mission (JNNURM)** : Under Sub-Mission for urban Infrastructure and Governance of JNNURM, till date about 227 DPRs have been, received and 79 have been approved after examination. Projects valued at approximately Rs. 4,430 crore are under various stages of implementation.

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### **10.3. Haldia Development Authority (HDA)**

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The development and promotion of Haldia as an industrial township has always been a key concern of the state government. The most important factor for the evaluation of Haldia industrial region is the development of port facility at Haldia. Initially, it was under the administration of Haldia Dock Complex (HDC). The excellent locational advantage at Haldia and comprehensive port facilities provided by Haldia port paved the way for the establishment of various Public Sector Companies like Indian Oil corporation and Hindustan Fertilizer. It also attracted private sector giants like Hindustan Lever, Exide Industries, Shaw Wallace to set up their shops along with various small scale units engaged in engineering and fabrication, automobiles, electricals, food processing, packaging and building materials. With the Commissioning of two dream projects—the Rs. 5170 crore Haldia Petrochemicals Ltd. and the Rs. 1400 crore Purified Terephthalic Acid (PTA) Plant of Mitsubishi Chemical Company, Japan, the growth potential of the industrial region was considerably enhanced.

Haldia Development Authority was constituted under the West Bengal Town and Country Act in 1979 to ensure planned and integrated development of the Haldia Industrial Region. HDA has been granted a considerable degree of functional autonomy to achieve a single point objective—that of promoting and developing Haldia as one of the most efficiently managed and easily accessible industrial hub of Bengal. The HDA Board now consists of 14 members including chairman. The life of the Board is normally three years.

HDA Covers an area of 326.92 sq. km. with a population of around 3.91 lakh (Census 1991). The functions of the Authority are to prepare and enforce Land Use and Development Control Plan, or LUDCP to prescribe use of land within its area, to prepare development plan for the area and execute these directly or through other agencies, HDA promote industries and housing and commercial complexes; develop infrastructure like road, electricity, water, sewerage and drainage, and help creation of social infrastructure to co-ordinate development activities of all departments and agencies of the State Government or local authorities operating within the Planning Area.

HDA has developed a number of Industrial Complexes. Many major industries such as MCC PIA, South Asian Petrochem Ltd. have already set up three factories in Haldia. Many downstream industries such as Capstan Shiffing and Estate Limited, Hindusthan Seals Limited, Mancus Oil and Chemicals Ltd., Indian Oil Blending Limited and Indian Institute of Information Technology have been allotted land for setting up industries.

The Authority has developed some important projects like Anusua Complex, Durgachak and Priyambada Complex, Basudevpur, Swati Housing Complex, Hatiberia.

HDA is committed to supply industrial and domestic water. With a view to ensuring steady and quality water to all concern existing 20 mgd. Water treatment plant at Geonkhali has been renovaded. Installation of new plant of 30 mgd capacity at uluberia is under progress. For supply of water to HPL factory, HDA has constructed underground rescrvair at Chaitanyapur with a pump house. For rehabilitation evicts, HDA has developed rehabilitation colonies at Khudiram nagar, Debhog, Kashbere and Hatiberia.

HDA has undertakn some important infrastructural projects such as improvement of HPL Link Road, Construction of road from Badra Railway station to Geonkhali Water Works, Construction of Bye-Pass Road from Khudiram Square to River Ring Road via MCPI factory. Construction of a ring road is under contemplation.

HDA is deeply involved in development of electrical supply with WBSEB in the larger interest of industires, water supply prijects and other important premises. The notable among them area Khudiramnagar Sub-Station, illumination of HPL Link Road and River Bank Road, Electrification of Ramnagar, Azad Hind Nagar etc.

One stadium has been constructed by HDA with a seating capacity of around 12000 people at Durgachak. Two parks have been created, developed and being maintained by the HDA at Durgachak and Basudevpur with play equipments, garden and lawn.

Quite a good number of stalls have been constructed and leased out at supermarket, Durgachak and Swati Housing Complex Phase - I.

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#### **10.4. Siliguri Jalpaiguri Development Authority (SJDA)**

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The SJDA's area of operation is spread over 1400 sq. km of the region, including the two cities of Siliguri and Jalpaiguri. The main city under the SJDA is Siliguri,

which is also the gateway to the entire north-eastern region. At one time, timber, tobacco and tourism were the main industries hence. Now, after Kolkata, this is the place where the maximum urbanisation is taking place. The main development work here is being done by the SJDA, of course with the help of the local municipality and the panchayat. Keeping the growth potential of Siliguri in mind, first a master plan was drafted. Later it was developed into a perspective plan - Siliguri - Jalpaiguri 2025.

It has been seen that with rapid urbanisation in the region, the non-agricultural sector is growing more than the agricultural sector. The main growth was in the service sector, such as financial institutes, transportation, small scale industries and so on. As a result, a large no. of people is having more purchasing power, and like all growing metropolises, there is a lot of influx of people from other states and bordering countries. It is expected that this will soon become the second metropolis in the eastern region. A transport nagar and a truck terminal have been set up. Two bypasses at Siliguri and one in Jalpaiguri have been constructed. The third Mahananda bridge has been set up; two satellite towns, one each in Jalpaiguri and Siliguri have been set up.

SJDA has been established in 1980 under the West Bengal Town and Country (Planning and Development) Act, 1979. The SJDA Board now consists of 14 members including Chairman. The term of the Board is normally three years.

SJDA is a nodal agency for the development of areas including the towns of Siliguri, Jalpaiguri and urbanising area of Naxalbari within its jurisdiction spread over 1162 sq. k.m., with a population around 10.52 lakh. The area includes one Municipal Corporation, or the Siliguri Municipal Corporation and one Municipality, the Jalpaiguri Municipality.

SJDA has taken various measures for both commercial and social infrastructure development since its inception. The authority has developed some important projects like :

Fulbari-Gharhputur Bypass Road, Ektiasal Road, Siliguri Baribhasa Connection for Eastern bypass. The construction of the Third Mahananda Bridge along with approach road connecting North Bengal Medical College is under construction.

To meet the growing demand for commercial place the Authority has completed Sevoke Road Commercial Complex, Dr B R Ambedkar and Sahid Khudiram Bipanan Kendra.

The Authority has taken up projects like Composite Complex, Jalpaiguri Residential



Complex (Himachal Bihar), Santinagar Housing Complex to provide land for residential, office and recreational purposes.

For developing a modern Industrial Estate SJDA has taken Area Development and Industrial Estate Project in Rupsing and Bairatisal mouzas and proccers of land acquisition has been initiated.

Development of a Satellite Township in the resumed land of chandmari Tea Estate in the joint sector with WBIDC and Luxmi Township Private Limited is in progress. Extension of the Planning area of the authority is under active exercise.

SJDA is now focusing on infrastructure development in a manner that around it economic activities will also increase. More private investment and more business establishments would be set up in the region near future. The areas that have been identifiical for private investments are infrastructure, housing transport, tourism and agro-based industries. ITC and the Taj Group have already acquired land here. There is also a lot of potential far herbal-based industries and we are trying to final a way of encouraging investments in this field.

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## **10.5. Asansol Durgapur Development Authority (ADDA)**

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Asansol Durgapur Development Authority (ADDA), has been established in 1980 under the West Bengal Town and Country (Planning and Development) Act. 1979. The ADDA Board now consists of 13 members including chairman. The term of the board is normally three years. ADDA has a vast jurisdiction of approximately 1615 sq km, spread over in two sub-divisions Asansol and Durgapur of Burdwan district. The area includes two municipal corporations Asansol Municipal Corporation and Durgapur Municipal Corporation and three Municipalities – Raniganj, Jamuria and Kulti.

ADDA has taken up comprehensive Area Development schemes both for development of industries and Townships. In the Industrial zones it develops plots with road and other infrastructures and offers plot to large medium and small industries.

For small industries, Water lines and electrical supply network are provided by ADDA. In case of large and medium industries ADDA co-ordinates with the Durgapur project limited and DMC to make arailable water and with DPL, DVC and WBSEB to make available power to industries in areas under the commonsds respectively.

In township areas ADDA develops residential plots of different size for allotment to individual. Group Housing Co-operatives, Government and semi-government offices, Industries and business companies. It provides roads and all other infrastructure and public amenities. ADDA also taken up comprehensive Area Development Schemes for developing business and commercial facilities. ADDA lays strers on developing land for creation of social infrastructure like schools, colleges, guest Houses and amusement parks.

ADDA consistently develops rural-urban linkages and provides drainage, sewerage, water supply, public utilities irrigation to the urban rural and fringe areas out of its own fund as well as from the government fund.

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## **10.6. Kolkata Improvement Trust (KIT)**

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In the same year that the British Govt. shifted the capital of India from the them Calcutta to Delhi, it gave an improvement trust for the city which was entrusted with the task of providing improvement facilities for the city. This Kolkata Improvement Trust (KIT), created in 1912 has been responsible for a number of improvements in the city mostly concerned with road, area and slum development over the years.

The KIT has jurisdiction over the area of Kolkata Corporation. It can not extend its area of its own accord. Any extension can only be done by the State Govt.

KIT is concerned with the following schemes :

1. General Improvement Scheme
2. Street Scheme
3. Housing Accommodation
4. Rehousing Scheme

In framing these schemes the trust may take into account the several dimensions of the city's problems, its nature, its condition, its neighbouring areas and the need for improvements in various parts of the city. The trust is authorized to acquire land for any of its schemes to establish open spaces parks gardens and public convenience.

The trust also undertakes construction work and alteration of streets, training provisions etc. it also provides for the demolition, reconstruction, and alteration of buildings and for the provision of accommodation for any class of inhabitants.

A development schemes involve 3 steps. These include

1. publication and notification
  - a. local publication of the scheme
  - b. its notification to the local authority concerned
  - c. its notification to the individual occupiers of the premises to be acquired
2. the trust organizes a committee to hear all the objections and after considering all these
3. decides to accept or reject the scheme

If the scheme is accepted then it applies to the State Govt. for sanction. The State Govt. may approve, reject or modify a scheme which is submitted by the KIT.

The biggest achievement of the trust was the construction of the Central Avenue, now known as the Chittaranjan Avenue and the Jatindra Mohan Avenue. It also built the Vivekananda Road and BK Pal Avenue in North Kolkata and Dr. Sundari Mohan Avenue in the South Eastern part of Kolkata.

In the field of new area development it has created Southern Avenue alongside Dhakuria Lake and in East Calcutta, the Beliaghata Lake added a new dimension to planning and development in Calcutta. By the area improvement programme in Bhawanipore and old residential suburb was upgraded to modern standards of town planning. The latest achievement of KIT is the creation of civic centers at Ultadanga and Dhakuria.

Although the trust is still functioning it has been somewhat crippled due to a number of constraints put on it by the changing socio-political and economic scenario. However KIT has, over the years, exemplified the town planning practice and is still trying to keep pace with growing Kolkata despite financial limitations now constraining its progress.

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## 10.7. Exercises

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- (i) Enumerate and explain the special Development Agencies for urban community development.
- (ii) What are the objectives and functions of SVDA?
- (iii) Write an essay on Haldia Development Authority.

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## **UNIT : 11 □ Concept, Composition and Functions of Urban Local Bodies.**

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### **Structure :**

- 11.1. Concept and Functions of Urban Local Bodies**
- 11.2. Structure and Composition of Urban Local Government**
- 11.3. Nagarpalika Bill and 74th Amendment of the Constitution**
- 11.4. Exercises**

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### **11.1. Concept and Functions of Urban Local Bodies**

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Introduction of local government in India in urban areas dates back to the British times. The system of local self-government was introduced in all provinces under the control of the British in the late 19th century, mainly through the initiative of Lord Ripon. The objective of such local self-government was to satisfy the aspirations of the local people in their governance and also a genuine desire on the part of the British bureaucrats to help establish institutions which could undertake local development functions, which the bureaucracy of the period was not in a position to undertake. Most of the features and forms of urban local government which we find in our country now, were introduced into our country at the turn of the century by the British. The main feature of all these urban local governments is that they attempt to give an amount of autonomy to the people of the local area in which they operate, in terms of managing their own civic needs as also to get the cooperation of the local people in the management of local affairs. Raising of local resources to finance local government activities is also one of the essential features of this system of urban local Government Development of a democratic leadership at the local level is also one of the objectives of this system of urban local self-government.

The most important feature of the urban local bodies is that in most instances they are elected bodies. For the purpose of elections the local areas in which each body operates is divided into wards and from each ward a councillor is elected to the council of the local body. These elected councillors, from the council of the local body, elect the Mayor or chairman. Usually the Mayor or chairman is the Chief

Executive of the local body. Most urban local bodies have various committees to assist the Mayor or chairman in his functions. There are committees for such functions as personnel recruitment, taxation appeals, purchases etc. The constitution of these committees and their functions are usually prescribed in the Municipalities Act of the State. All urban local government bodies are assisted in their day-to-day operations by an executive wing, headed by the Commissioner of the Corporation or Municipality. The Municipal Commissioners are usually officers of the IAS cadre in the bigger Municipalities and most corporations. In other Municipalities, the commissioners are usually government servants belonging to a separate service and deputed to the Municipalities by the State Governments. The Municipalities have their own staff for performing the host of functions that they have to perform in the local area and these staff are recruited by the local bodies themselves.

**Functions :** Urban local bodies perform certain basic civic functions in the local area. Some of them however do get into the area of remunerative commercial functions, but these instances are rare. The most important civic functions performed by local urban local bodies are :

1. Sanitation - Disposal of solid waste generated in local area; provision of sewerage services; cleanliners of local areas.
2. Water supply.
3. Public Health – Registration of births and deaths; provision of burial grounds and crematoria; preventive vaccination; control of communicable diseases; basic health and family planning services.
4. Animal control in urban areas.
5. Town planning and Regulation of building construction.
6. Zoning of areas into residential, commercial and industrial; regulation of industrial and commercial development in the urban areas.

The urban local bodies have staff trained for these various functions in different areas and each functional area is organised into a department headed by an officer trained in the area. The health functions are usually supervised by a Health Officer and the building regulations are enforced by the Town Planning Department headed by a Town Planner. In most states, there is a local Fund Audit department which audit the spending of funds by the Municipalities and Corporations. The act dealing with these local bodies also lays down restrictions on the extent of powers enjoyed by these local bodies.

Though in most cases, the decision of the Council of the local body is final, in certain instances, the State Governments do require the decisions of the local bodies to be approved by them before they are acted upon. Government of the states also reserve the right in certain circumstances to supersede the local bodies and appoint Special officers to perform the duties of the council. This right is usually exercised if there has been a misuse of powers by the local body.

The functions mentioned above are those which are performed by all the local bodies. These are basic civic functions which any local body has to perform. In addition, some of the bigger local bodies do perform certain remunerative functions which help them to earn revenue for their other local government functions. For example, certain local bodies, like the Corporation of Bombay, run local bus services and many local bodies distribute electricity within their local areas. Such commercial activities help to fetch non-tax revenue for these local bodies.

One of the objectives of these urban local bodies is to raise local resources for the running of local government. Most local bodies in urban areas have certain definite sources of revenue. The most important sources of revenue for local bodies are :

1. **Property Tax** : The most prolific source of revenue for local bodies in India is the property tax on urban property and it is the mainstay of local government revenues.

2. **Entertainment Tax** : This is levied by the State Governments on all entertainments in urban and rural areas and the proceeds of this tax are passed on to the local bodies.

3. **Profession Tax** : This is levied in most local areas on professionals practising any profession in that area or employed in that area.

4. **Octroi Duties** : These are a good source of income to local bodies in some states like Maharashtra. The urban local bodies are empowered by the State Government to levy a charge on any goods entering their jurisdiction for sale or use. This levy is called octroi.

5. **Fees** : Fees for various services rendered by the urban local bodies also contribute to the exchequer of these bodies. Fees are collected for such services or provision of water supply, drainage, etc. and also for the issue of licences for different purposes, like the issue of building permits, issue of licences for running industries, commercial establishments, keeping of animals etc.

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## 11.2. Structure and Composition Of Urban Local Government

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The forms of urban local government are as follows :

1. Municipal Corporation
2. Municipalities / Municipal Council
3. Notified Area Authority / Town Area Committee
4. Cantonment Board
5. Township

All states have legislation dealing with urban local government as its the case with the system of rural local government, since local government is a State subject. Most urban areas are demarcated into Municipal Corporations, Municipalities and Town Panchayats, based on population criteria, which vary among the states. Usually, large cities with populations above 10 lakhs are constituted as Corporations and the biggest in India are those of Bombay and Calcutta. Cities with lower population limits (usually below 10 lakhs but above 50,000) are constituted as Municipalities and population centres with a population above 5,000 but below 50,000 are constituted as Town Panchayats. Though all these bodies perform local government functions there are differences in the scope of their services and the administrative organization of these different types of local bodies in urban areas. We need to mention two more types of urban local bodies in India, namely Townships and Cantonment Boards. Townships are constituted in some special urban areas like hill resorts, industrial areas etc., and the essential difference between the municipality and township is that while the members of the municipality are elected by the people, the township committees are not truly representative of the people. The objective is to cater to the special needs of certain areas; but the way it is implemented is quite against the democratic spirit of local self-government. In areas where the military has a predominant presence, namely in the military cantonment areas, the urban local government is called a Cantonment Board, and though there are elected chairmen and members for such Cantonment Boards, their powers are somewhat restricted when compared to other Municipalities and Corporations.

**Municipal Corporation :** The topmost among urban local government is the municipal corporation; topmost, because of the greater autonomy it enjoys compared to other forms of local government. A corporation is established by the special statute

passed by the state legislature. The corporation of Union territories are set up by the statute of the Union parliament.

**Municipalities/ Municipal Council :** These are governed by the Municipal Acts of the States. This form of urban government is essentially for the towns. The functions are classified into two groups; namely, obligatory and discretionary. The failure to perform obligatory functions by the municipal council will end in its dissolution. The discretionary functions are performed, depending upon the resources of the municipal council.

**Notified Area Authority :** Connected with the municipal council are the Notified Area Committee and Town Area Committee. The Notified Area Committees cannot be compared with the municipalities but are concerned with newly developing towns. The establishment of this committee is notified in the government gazette. This is a nominated body. The committee has a three-year tenure and is nominated by the state government. Generally, the committee is set up to meet the civic needs of the developing towns. It has to work within the prescribed limits of the Municipal Act, subject to those provisions as are notified in the government gazette. This entirely nominated body functions in almost the same manner as the other municipalities and tax on buildings and octroi are the main sources of its revenue. Some sections of the Municipal Act are applied to the areas, and the affairs of the area are administered by the committee.

**Cantonment Board :** The cantonments are centrally administered areas and are placed under the direct administrative control of the Ministry of Defence. Another feature of this form of urban local government is the severely restricted role allowed to the elective element. The cantonment boards are constituted under the Cantonment Act, 1924. The cantonments are grouped into three classes as follows :

1. Class I Cantonments, where the civil population exceeds 10,000.
2. Class II Cantonments, where the civil population is between 2,500 and 10,000.
3. Class III Cantonments, where the civil population is less than 2,500.

**Township :** The township has been established with a specific purpose and is mostly outside the existing towns. The township form is bureaucratic, unlike the other forms of local government. This is argued in favour of the project population who need a high standard of services and facilities.

Most of the public sector undertakings establish townships for their employees. The outlay on the townships form nearly 11% of the investment on public sector undertakings.



The characteristics of the township are :

1. These are entirely planned.
2. Maintenance and services in the township area are of higher quality than generally provided by the municipal bodies.
3. These services and facilities are financed by the industry.
4. There is unsystematic development of the adjoining area.

There is uncontrolled and haphazard growth of slums and substandard housing around the township.

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### **11.3. Nagarpalika Bill and 74th Amendment of The Constitution**

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In August 1989, the Government of India brought forward a Constitutional Bill known as Nagarpalika Bill relating to urban local governments. Introducing the Bill in the Parliament, the Prime Minister stated that the civil bodies would be given adequate powers. Through this Bill democracy would percolate the lowest level of the society. So long the local self-governments had no separate constitutional entity and as such the Panchayats and the civil bodies were hardly effective. Now, democracy would start spreading its roots from the lowest level of our social structure.

The salient features of the Nagarpalika Bill were :

1. Giving the Municipal Bodies a constitutional status which they have been so far lacking.
2. Better financing of the Municipal Bodies.
3. Holding elections every five years for all the Municipal Bodies and Ward Committees.
4. Reservation of seats for SCs and STs in their proportion with population as also 30% seats for women in the interest of social justice.
5. The democratic decentralisation process initiated long ago had suffered a setback. The provisions in the Bill would help in taking the process much further.
6. Adoption of the concept of tiered structure for the larger Municipal Bodies. Ward Committees would have adequate authority. The ward councillors would be a link between the Municipal Body and the Ward Committees. For cities with more

than 3,00,000 population having Municipal Corporation, a Zonal Committee was proposed.

7. Two or three-tier structure for bigger Municipal Bodies and establishment of Nagar Panchayats for semi-urban areas were considered steps to bring in a much higher participation of the people in the process of development and decision-making about development.

However, the parliament passed a modified Nagarpalika Bill in December 1992 and the Constitution (74th Amendment) Act relating to Nagarpalika came into effect on 1st June 1993. The Nagarpalika Act envisages wide-ranging changes in municipal government including representation for the weaker sections and women, regularity of elections, better financial relationship between states and municipalities, planning for economic and social development and setting up of district planning and metropolitan planning Committees.

According to Article 243 2F of the Amendment Act, any provision of any existing law relating to a municipality which is inconsistent with the provisions of the amendment, shall continue in force until amended or replaced by a competent legislature or until expiry of one year from the date the Act Comes into force, whichever is earlier.

The Nagarpalika Bill passed by the Parliament in December, 1992, aims at rectifying the defects, deficiencies and inadequacies in the structure and organisation of urban local government and to revitalise and strengthen them. The strong points embodied in the recent Act are :

- (i) Setting up of three types of Nagarpalikas — the Nagar Panchayats for transitional areas, municipal councils and municipal corporations for urban areas;
- (ii) Setting up of Ward Committees and Zonal Committees to enable the local bodies to prove to be training ground for democratic institutions in the country.
- (iii) Giving powers to the people and placing responsibility on them at various levels so that a new leadership emerges;
- (iv) Empowering Election Commission to conduct local bodies election so that these may be held periodically in a fair and impartial way;
- (v) Reserving seats for the SCs and STs in proportion to their population in the area concerned;
- (vi) Reserving one-third seats for women;

(vii) Appointing Finance Commission to go into the fiscal needs of the local bodies and ensuring regular audit of accounts, and

(viii) Granting Constitutional status to the urban local bodies.

These provisions, it is hoped, would strengthen the urban local bodies and usher in an era of properly organised and suitably re-invigorated local government system which constitutes a vital factor for the success of a democratic system of government to which India is committed.

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## **11.4. Exercises**

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- (i) What are the composition and functions of Urban Local Bodies?
- (ii) Write an essay on Nagarpalika Bill.

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## **UNIT : 12 □ Background, administration, objectives, functions and target group of various urban development programmes : SJSRY, PMRY etc.**

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### **Structure :**

- 12.1. Introduction**
- 12.2. Swarna Jayanti Sahari Rozgar Yojana (SJSRY)**
- 12.3. Prine Minister's Rozgar Yojana (PMRY)**
- 12.4. Exercises**

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### **12.1. Introduction**

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Like rural areas several schemes have been undertaken by the Government departments with a view to bring necessary changes in the status of downtrodden people living in urban areas, particularly in the slums. The schemes are implemented directly by the Government or the statutory bodies like Delhi Development Authority (DDA), Bhubaneswar Development Authority (BDA) Kolkata Metropolitan Development Authority (KMDA) etc. Even the Municipal bodies and NGOs are involved in the implementation of the schemes. The objectives of this unit is to give basic ideas of the schemes to learners of social work course.

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### **12.2. Swarna Jayanti Sahari Rozgar Yojana (SJSRY)**

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The SJSRY seeks to provide gainful employment opportunity to the urban unemployed and underemployed belonging to poor families by encouraging them to go for self-employment ventures or by making provision of wage employment. It consists of two special schemes namely–

- (a) The Urban Self Employment Programme (USEP)
- (b) The urban Wage Employment Programme (UWEP)

The salient features of the scheme are the followings :

- (a) It shall rest on a foundation of community empowerment.
- (b) Instead of top down implementation the scheme shall rely on establishing and promoting community organisations to provide supporting mechanism for local development.
- (c) The Neighbourhood Groups (NHGs) Neighbourhood Committees (NHCs) and Community Development Societies (CDSs) Shall be set up in the target areas.
- (d) These CDS shall be the focal point for purposes of identification of beneficiaries preparation of applications, monitoring of recovery and providing other necessary support.
- (e) The CDSs will help in identifying the viable projects for the areas concerned.
- (f) The CDSs may also set up Thrift and Credit Societies to encourage community settings.
- (g) The expenditure for this scheme shall be met by the Central and State government at the ratio of 75 : 25.
- (h) The CDSs must be registred under the Societies Registration Act.

#### **The Urban Self-Employment Programme (USEP) :**

The scheme has three parts which included—

- (a) Assistance to groups of women belonging to urban poor families for setting up gainful self employment ventures.
- (b) Assistance to such groups to go for income generating programme under the sub scheme DWCUA (The Scheme for Development of Women and Children in the Urban Areas).
- (c) Providing vocational and entreprenenship training facilities to the persons associated with the urban employment programme.

The scheme is applicable in all towns and cities in India with special emphasis on urban poor clusters. It shall target the urban poor, particularly the people living below the poverty line. Special attential will be given to women, disabled persons, scheduled castes and scheduled tribes and such other categories. Women participate shall not be less than 30% and 3% shall be reserved for disables persons. Number of SC and ST beneficiaries must be at least to the extent of their strength in the area. Women of women-headed families shall get priority than others.

There is no minimum qualification for beneficiaries but to avoid overlapping with PMRY scheme the beneficiaries under this scheme should not have education beyond IXth standard. However there is no restriction of educational qualifications so far as wage employment component is concerned. For proper selection of the beneficiaries, a house to house survey is conducted under the guidance of the urban local body. The finalised list is displayed at the office of the urban local bodies. Any competent agency can also be engaged for conducting the survey.

The components of the programmes are the followings :

(i) It encourages underemployed and unemployed urban youth to set up small enterprises such as servicing petty business and manufacturing. For this purpose, local skills and local crafts are encouraged. Keeping in view the cost marketability and viability each town has to develop a compendium of such projects. The maximum unit cost will be Rs. 50,000 and the maximum allowable subsidy will be 15% of the project cost, subject to a limit of Rs. 7500. The beneficiary will have to contribute 5% of the total cost as margin money.

(ii) Skill development through appropriate training is another component of the scheme, aiming thereby self employment opportunity or securing salaried employment. Collaboration with ITIs/ Jan Sikshan Sansthan/ Community Polytechnics etc. is established to conduct training for the beneficiaries. A maximum of Rs. 2000 per trainee can be incurred as unit cost. The duration of the courses may vary from course to course. However it must be at least two months and maximum six months.

(iii) Necessary infrastructural support may also be provided for setting up micro-enterprises relating to marketing of their products including market survey, designs, advertising etc. A service centre at the C.D.S. level is also proposed to be set up to attend calls from citizens against appropriate payment.

(iv) Kits may also be provided to trainees who complete the training satisfactorily, cost of which should not exceed to Rs. 600 per trainee.

#### **Development of Women and Children in Urban Areas (DWCUA) :**

Under this scheme self employment ventures are initiated in group as opposed to individual effort. Based on the local condition, skill and aptitude of the group members income generation activities may be taken up. This will ensure income generation and empowerment of urban poor women. For getting subsidy under this scheme the group should consist of 10 urban poor women. The group needs to select an organiser from amongst the total members. The group will be encouraged to set up Thrift and Credit society. The selection of activity will be done by the group itself.

The DWCUA group is entitled to a subsidy of Rs. 1,25,000 or 50% of the cost of the activity whichever is less. The Thrift and Credit society formed by them is also entitled to a lump sum grant of Rs. 25000/- as revolving fund at the rate of Rs. 1,000/- maximum per member. This revolving fund is meant for

- purchasing raw materials
- infrastructure support for income generation.
- one time expense on child care activity.
- travel costs of group members.
- any other expense allowed by the state in the interest of the group.

Besides the above mentioned provisions, special assistance may be provided for setting up of community seva kendras which could be used for multifarious activities including work places, marketing centres et for the benefit of the members of the groups. Land for the seva kendras shall have to be provided by the local body free of cost. Maximum 10% of the total allocation under the self employment component can be used for creation of infrastructure. For training and capacity building state may utilise an amount upto a maximum of 5% of their total allocation.

#### **The Urban Wage Employment Programme (UWEP)**

This scheme shall seek to provide wage employment to beneficiaries living below the poverty line within the jurisdiction of urban local bodies by utilising their labour for construction of socially and economically useful public assets. This scheme is applicable to the towns having less than 5 lakh population as per the 1991 census. Out of the total fund allocated, 60% may be used for material and 40% for labour cost.

The community Development society shall prepare a list of available basic minimum services in their respective areas. They shall list down the requirements of physical infrastructure too. The CDS prioritise the above services into 'A' and 'B' category. List 'A' will contain the missing minimum services whereas list 'B' will contain the list of required infrastructure. These lists are sent to the Town Poverty Eradication cell at the beginning of the year. The State Urban Development Agency (SUDA) and District Urban Development Agency (DUDA) have been empowered by the state Governments to take necessary administrative measures to implement the scheme effectively. Works are executed through CDSs under the general supervision of ULBs. It is the responsibility of the sanctioning and implementing authority to ensure completion of such works.

For the project administration a community organiser is appointed at the community level for about 2000 identified families. The C. O. should preferably be a woman. The C.Os should take care of :

- facilitating voluntarism and organising community structures.
- assisting the community in need assessment and plan formulation.
- participating with the community in implementing and monitoring the programmer.
- maintaining liaison with the appropriate departments.
- facilitating community skill enhancement through interactive experiences.
- rendering regular follow up services.
- arranging community level training and information sharing.
- identifying genuine beneficiaries for self employment ventures.
- any other issue as may be decided by the competent authority for alleviating urban poverty.

At the Municipality level a Project Officer is appointed to look after the Urban Poverty Eradication cell. The responsibility of the project officer is :

- coordinating the activities of all CDSs and COs
- ensuring convergence between the activities of the societies and the ULB.
- maintaining linkages with all sectoral departments and schemes.
- guiding the CDSs in their work
- preparing town convergence plan based on the community plans and sectoral programmes at Municipal level.
- mobilising the human and financial resources at the city level.
- monitoring programme activities at the city level.
- reviewing community action plans

At the district level there is provision of District Project officer who will look after the functioning of District Urban Development Agency. He will be working under the overall guidance of the District Magistrate. The DUDA is registered under the Societies Registration Act. The responsibilities of District Project officer are :

- developing policy for urban poverty alleviation at the district level.
- facilitating convergence with different departments at the district/town level.
- making provision of information and experience sharing.
- monitoring city convergence plans and implementation at the district level.



At the state level there is State Urban Development Authority which is headed by a senior state government officer. It functions as state Nodal Agency for urban anti poverty programmes. The SUDA is also registered under the Societies Registration Act. The functions of SUDA include the followings.

- developing the state urban poverty programme and policy within the overall state urban strategy.
- providing technical support to districts and towns to achieve convergence targets and participatory systems.
- monitoring and assessing the programme.
- planning coordinating and monitoring the State training plan.
- planning and coordinating intertown visits.
- mobilising resources and determining allocations based on the actual need and past performance.
- guiding and supervising the programme implementation through project visits from time to time.
- sending reports as per norm to the Department of Urban Employment and Poverty Alleviation Govt. of India.

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### **12.3. Prime Minister's Rozgar Yojna (PMRY)**

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Unemployment is one of the serious problems of the country. The government has initiated a number of programmes for minimisation of this problem. Recently introduced scheme Prime Minister's Rozgar Yojna is one of them. The scheme is under implementation through out the country with the assistance of the central and state government. The aim of the scheme is to create opportunity of self employment. The district industries centre (D.I.C.), Municipality and Panchayat Samiti are involved in the implementation of the project. The minimum qualifications for the applicants under this schemes are the followings :

- (i) They should have minimum VIIIth standard of education.
- (ii) Their age should be between 18 and 35 years.
- (iii) In case of SC/ ST/ women/ physically handicapped/ ex-military people upper limit of age can be extended upto 45 years.
- (iv) Annual income of the family must not exceed forty thousand.

- (v) They should live at least for 3 years at a stretch in the present address. In case of married women, the father-in-law/ husband should live in the area at least for 3 years at a stretch.
- (vi) Those who have undergone training in any Government sponsored training institute at least for six months will get priority.

The applicant who has taken loan from any financial institution and has not repaid the same or has already been benefitted out of other projects, will not be considered.

The loan under this scheme can be given as per the following norms :

- (i) Maximum Rupees One Lakh in case of business.
- (ii) Maximum Rupees two lakhs in case of industry and services.
- (iii) Maximum Rupees ten lakhs in case of group enterprise.

Out of the total expenditure of the project the entrepreneur will have to arrange minimum 5% to maximum 16.25% fund. Another 15% or Rs. 7500/- whichever is less will be paid by govt. as subsidy. Rest of the fund will be given by bank as loan. The concerned bank can not claim any property document/ ornament etc. as deposit if the loan amount is within rupees one lakh.

The beneficiary will have to repay the amount to the bank within three to seven years. The interest rate will be as per Reserve Bank of India if the loan amount is within in two lakhs. In case of loan amounting more than two lakhs interest rate will be fixed by the norm of the concerned bank. Before taking the loan the applicant must have to take training on entrepreneurship. The project under this scheme will be of four types — production oriented, service oriented, sales and purchase oriented and maintenance and repairing oriented.

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## **12.4. Exercises**

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- (i) What are the salient features of Swarna Jayanti Sahari Rozgar Yojna?
- (ii) What is USEP? Who are eligible to get benefit out of the scheme?
- (iii) Write a note on DWCUA.
- (iv) What role a Community Organiser has to play in the context of U.W.E.P.
- (v) The applicants under the P.M.R.Y. need some qualifications. What are those?

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## UNIT : 13 □ Urban Informal Sector

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### Structure :

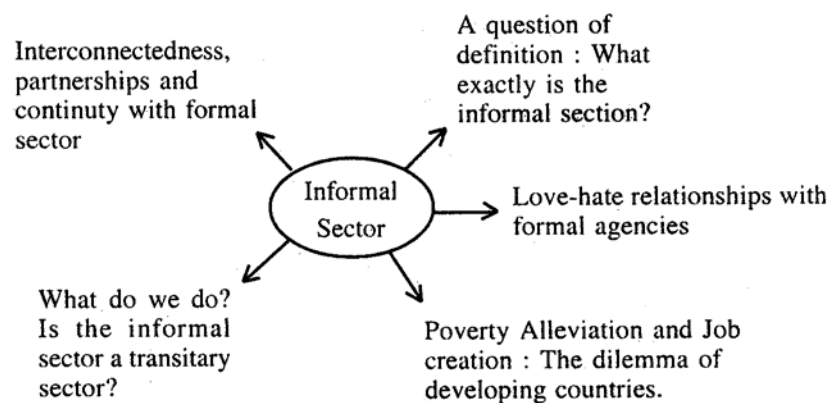
- 13.1. Nature
- 13.2. Distinguishing characteristics of the informal sector
- 13.3. Genesis
- 13.4. Relevance of the informal sector in indian context
- 13.5. Importance of informal sector in indian economy
- 13.6. Programmes and Interventions
- 13.7. Special Problems
- 13.8. Exercises

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### 13.1. Nature

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The informal sector is an oxymoron – on one hand it is an ‘unorganized nuisance’ sector whose members for example, do not pay any form of tax, on the other, it provides jobs and increase incomes of the most vulnerable groups in a city—the very low-income group. What should the policies be? Who should be doing what? What is the link to the formal sector. There are no easy answers!



The informal sector as per the 1993 system of National Accounts (SNA) refers to the productive institutional units characterised by :

- (a) a low level of organisation;
- (b) little or no division between labour and capital; and
- (c) labour relations based on casual employment and/or social relationships as opposed to formal contracts.

In the Indian National Accounts Statistics (NAS), the total economy is covered as the sum total of the organised and unorganised segments of each of the industries (economic activities). Practices in use to compile domestic product from the unorganised segments of various economic activities are described below :

**1. Agriculture and Allied Activities :** The agricultural and allied activities in India are by and large unorganized and have the characteristics of the informal sector. The agricultural and allied activities sector covers the production of all agricultural crops, raising of livestock and poultry, livestock products and operation of irrigation systems. Except for the operation of government irrigation systems and plantation crops of tea, coffee, etc., most of the agricultural activity are in the household sector.

**2. Forestry :** The activities of forestry cover major products comprising industrial wood and fuelwood and minor products comprising a large number of heterogeneous items such as bamboo, fodder, lac, sandalwood, honey, resin, gum, tendu leaves etc. Fuelwood and minor forest product are however, mostly collected by the households as free collections or by payment of a licence fee for the collection. These activities, therefore, are in the unorganised sector since the households, as own account enterprises, perform these.

**3. Mining and Quarrying :** The estimates of this activity are compiled separately for major and minor minerals. The unorganised segment of this activity covers the minor minerals and quarrying.

**4. Manufacturing :** For the purpose of estimation of domestic product, all manufacturing activities are classified into two broad sectors : organised and unorganised. The unregistered manufacturing sector in the Indian NAS represents the unorganised component of manufacturing. Unregistered manufacturing covers groups comprising of food products, jute, wood, furniture, metal products, repair of capital goods etc.

**5. Construction :** Construction activity comprises components which are labour intensive, viz., improvement of land, plantation, construction of traditional houses by the householders themselves making use of the free natural material (bamboo, leaves, etc.). The value of output of construction is estimated through the commodity flow

approach, i.e., taking into account the net availability of the basic materials which go in far construction activity.

**6. Electricity Gas and Water Supply :** Activities that fall in the unorganised segment are the activities of carrying water by water-fetchers whose sources of water are wells, and manual water pumps, and those whose services are sold to clients for a fee. Another activity that falls in the unorganised segment is gobar (cowdung) gas. This activity is mostly carried out by households for their own consumption but the possibility of selling part of it cannot be ruled out.

**7. Trade, Hotels and Restaurants :** The services of trade, hotels and restaurants are covered separately for the organised and unorganised segments. Own account trading enterprises are very large in number making a significant impact.

**8. Other Services :** Other services include educational services, medical and health services, sanitary services, religious and other community service, personal services such as domestic laundry, dry cleaning, barbers, recreational and entertainment services etc.

The informal sector covers a wide range of labour market activities that combine two groups of different nature. On the one hand, the informal sector is formed by the coping behaviour of individuals and families in economic environment where earning opportunities are scarce. On the other hand, the informal sector is a product of rational behaviour of entrepreneurs that desire to escape state regulations.

The two types of informal sector activities can be described as follows :

1. Coping strategies (survival activities) Casual jobs, temporary jobs, unpaid jobs, subsistence agriculture, multiple job holding;

2. Unofficial earning strategies (illegality in business) :

**(1) Unofficial business activities :** Tax evasion, avoidance of labour regulations and other government on institutional regulations, no registration of the company; and

**(2) Underground activities :** Crime, corruption — activities not registered by statistical offices.

The informal sector plays an important and controversial role. It provides jobs and reduces unemployment and underemployment, but in many cases the jobs are low-paid and the job security is poor. It bolsters entrepreneurial activity, but at the detriment of state regulations compliance, particularly regarding tax and labour regulations. The size of the informal labour market varies from the estimated (4–6)% in the high

income countries to over 50% in the low income countries. Its size and role in the economy increases during economic downturns and periods of economic adjustment and transition.

The concept of the informal sector was introduced into international usage in 1972 by the International Labour Organization (ILO) in its Kenya Mission Report, which defined informality as a “way of doing things characterized by (a) ease of entry; (b) reliance on indigenous resources; (c) family ownership; (d) small scale operations; (e) labour intensive and adaptive technology; skills required outside of the formal sector; (g) unregulated and competitive markets.” Since that time, many definitions were introduced by different authors and the ILO itself. The ILO/ICFTU international symposium on informal sector in 1999 proposed that the informal sector workforce can be categorized into three broad groups.

(a) owner-employers of micro-enterprises, which employ a few paid workers, with or without apprentices;

and

(b) own-account workers who own and operate one-person business, who work alone or with the help of unpaid workers, generally family members and apprentices;

and

(c) dependent workers, paid or unpaid, including wage workers in micro-enterprises, unpaid family workers, apprentices, contract labour, homeworkers and paid domestic workers.

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## **13.2. Distinguishing Characteristics of the informal sector**

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### **(A) Employment —**

#### **Characteristics of the people engaged in the informal sector :**

1. Absence of official protection and recognition;
2. Non coverage by minimum wage legislation and social security system;
3. Predominance of own-account and self-employment work;
4. Absence of trade union organization;
5. Low income and wages;
6. Little job security;
7. No fringe benefits from institutional sources.

**(B) Enterprise —**

**Characteristics of the activities in the informal sector :**

1. Unregulated and capetitive markets;
2. Small scale operation with individual or family ownership;
3. Ease of entry;
4. Reliance on locally available resources;
5. Family ownership of enterprises;
6. Labour intensive and adapted technology;
7. Absence of access to institutional credit or other supports and protections.

**(C) Habitat —**

**Characteristics of the informal sector land and housing :**

1. Unauthorize use of vacant public or private land;
2. Illegal subdivision and/or rental of land;
3. Unauthorized construction of structures and buildings;
4. Reliance on low cost and locally available scrap construction materials;
5. Absence of restructive standands and regulations;
6. Reliance on family labour and artisanal techniques for construction.
7. Non-availability of mortgage or any other subsidized finance.

**(D) Credit —**

**Characteristics of informal credit markets**

1. Unregulated and non-subsidized;
2. Easy accesibility;
3. Availability in very small size and for short terms;
4. Low administrative and procedural costs;
5. Little or no callateral requirements;
6. Flexible interest rates (from very high to no interest at all);
7. Highly flexible transactions and repayment tailored to individual needs.

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### **13.3. Genesis**

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One of the most significant of all postwar demographic phomena and the one that

promises to loom even larger in the future is the rapid growth of cities in developing countries. The United Nations estimates that in 2000, over 2.1 billion, or 66% of the urban dwellers of the world will reside in less developed regions.

A central question related to the unprecedented size of these urban agglomerations is how these third world cities will cope economically, environmentally, and politically — with such acute concentration of people. While it is true that cities offer the cost-reducing advantages of agglomeration economics and economies of scale and proximity as well as numerous economic and social externalities (e.g., skilled workers, cheap transport, social and cultural amenities), the social costs of a progressive overloading of housing and social services, not to mention increased crime, pollution and congestion, tend gradually to outweigh these historical urban advantages.

Along with the rapid spread of urbanization and the urban bias in development strategies, has come the prolific growth of huge slums. From the favelas of Rio de Janeiro and the pueblos jóvenes of Lima to the bustees of Kolkata and the bidonvilles of Dakar, such makeshift communities have been doubling in size every 5 to 10 years. Today slum settlements represent over one-third of the urban population in all developing countries; in many cases they account for more than 60% of the urban total. Most of the settlements are without clean water, sewage systems, or electricity.

Although population growth and accelerated rural-to-urban migration are chiefly responsible for the expansion in urban slums, part of the blame rests with less developed country governments. Their misguided policies regarding urban planning and outmoded building codes often means that 80% to 90% of new urban housing is “illegal”.

Given the widespread dissatisfaction with rapid urban growth in developing countries, the critical issue that needs to be addressed in the context to which national governments can formulate development policies that can have a definite impact on trends in urban growth. It is clear that the unquestioning pursuit of the orthodox development strategies of the past few decades, with their emphasis on industrialization, modernization, technological sophistication and metropolitan growth, created a substantial geographic imbalance in economic opportunities and contributed significantly to the steadily accelerating influx of rural migrants into urban areas. With birth rates beginning to decline in some third World countries, the serious and worsening problem of rapid urban growth and accelerated rural-urban migration will undoubtedly be one of the most important development and demographic issues of the early twenty-first century. Within urban areas, the growth and development of the



informal sector as well as its role and limitations for labour absorption and economic progress will assume increasing importance. The existence of an unorganized, unregulated, and mostly legal but unregistered informal sector was recognized in the early 1970s following observations in several developing countries that massive additions to the urban labour force failed to show up in formal modern sector unemployment statistics. The bulk of new entrants to the urban labour force seemed to create their own employment or to work for small-scale family-owned enterprises. The self-employed were engaged in a remarkable array of activities, ranging from hawking, street vending, knife sharpening and junk collecting to selling fireworks, prostitution, drug peddling, and snake charming. Others found jobs as mechanics, carpenters, small artisans, barbers, and personal servants. Still others were highly successful small-scale entrepreneurs with several employees and high incomes. Some could even eventually graduate to the formal sector, where they become legally registered, licensed and subject to government labour regulations. With the unprecedented rate of growth of the urban population in developing countries expected to continue and with the increasing failure of the rural and urban formal sectors to absorb additions to the labour force, more attention is being devoted to the role of the informal sector in serving as a panacea for the growing unemployment problem.

The informal sector as a concept was first introduced by K. Hart (1971). However, some claim that the concept really builds upon the earlier concept of “unorganized sector”, which encompasses production units of small size, including handicrafts, which have a “domestic or unorganised character” and may also be part of the ‘non-monetary’ sector of the economy. As claimed by Bromley (1978), it may equally well be seen as a spin-off of the dual economy literature, originating with Lewis (1954) and Hirschmann (1958) which conceptualized economic development as the emergence and growth of manufacturing sector (“the modern sector”) through the absorption of labour being freed from agriculture (the traditional sector), due to more efficient means of production in the former. Whereas the dual economy (the modern-traditional dichotomy) literature mainly addressed the sectoral differences in terms of the technology applied, a somewhat later related literature focused more on the organization of the sectors (Sethuraman 1976).

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#### **13.4. Relevance of the Informal sector in Indian Context**

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Broadly, informal sector provides income-earning opportunities for a large number of workers. In India, there is large magnitude of workforce getting their livelihood

from the informal sector. The enactment of legislations and other measures to bring them under the regulatory and social protection instruments will adversely affect the existing mechanism prevailing in the informal sector as it would lead to market imperfections creating hurdles in the smooth functioning of the market led economy. Besides, it requires huge infrastructural and institutional arrangements involving financial implications beyond the capacity of the Government in the changing scenario all over the world. The Government has to play a role of facilitator and promoter so that the workers employed in the informal sector are able to get requisite level of protection and security to have decent work environment enabling them to express their skills fully and according to their income and socio-economic status.

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### **13.5. Importance of informal sector in Indian Economy**

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About 370 million workers constituting 92% of the total workforce in a country were employed in the unorganized sector as per NSS survey 1999-2000. It plays a vital role in terms of providing employment opportunity to large segment of the working force in the country and contributes to the national product significantly. The contribution of the unorganised sector to the net domestic product and its share in the total NDP at current prices has been over 60%. In the matter of savings the share of household sector in the total gross domestic saving mainly unorganised sector is about three fourth.

Thus unorganised sector has a crucial role in our economy in terms of employment and its contribution to the National Domestic Product, savings and capital formation. At present Indian economy is passing through a process of economic reforms and liberalization. During the process, merger, integration of various firms within the industry and up gradation of technology and other innovative measures take place to enhance competitiveness of the output production both in terms of cost and other qualitative aspects to compete in the international market. The inefficient units are either withered away or merged with other ones performing better. In this situation, there is a special need to take care of the interests of the workers by providing them training, upgrading their skills, and other measures to enable them to find new avenue of employment, improve their productivity in the existing employment necessary to enhance the competitiveness of their product both in terms of quality and cost which would also help in improving their income and thereby raising their socio-economic status. It has been experienced that formal sector could not provide adequate opportunities to accommodate the workforce in the country and informal sector has been providing employment for their subsistence and survival. Keeping in view the

existing economic scenario, the unorganised sector will expand further in the years to come. Thus, it needs to be strengthened and activated so that it could act as a vehicle of employment provider and social development.

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## **13.6. Programmes and Interventions**

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There are a number of programmes, interventions sector. These may be classified as under :

- Centrally funded social assistance programmes.
- Social insurance scheme.
- Social assistance through welfare funds of Central and State Governments, and
- Public initiatives.

The centrally funded social assistance programmes include the employment oriented poverty alleviation programmes such as Swarjayanti Gram Swarajgar Yojana, Jawahar Gram Samridhi Yojana, Employment Assurance Scheme. National Social Assistance Programme (NSAP) comprising old age pensions, family benefit and maternity benefits to address the social security needs of the people below poverty line.

The social insurance schemes include several schemes launched by the Central and the State Governments for the benefit of weaker sections through Life Insurance Corporation of India and General Insurance Corporation of India. There are schemes for the employees of shops and establishments and other weaker sections. 'Janshree Bima Yojana' is a group insurance scheme and covers natural/ accidental death, partial or total permanent disability due to accident and the people below poverty line and marginally above are eligible to join the scheme. Another group insurance scheme for the agriculture landless labour, 'Krishi Shramik Samajik Suraksha Yojana-2001' launched in July, 2001 provides for pension and insurance besides providing money back. The contribution of the beneficiary is Re 1 per day while the Government contributes Rs. 2/- per day.

Several public institutions and agencies are also imparting various kinds of social security benefits to the selected groups of workers. Among these Self Employed Women's Association (SEWA) has made significant achievement in promoting social security through the formation of co-operatives.

Welfare funds represent one of the models developed in India for providing social

protection to workers in the unorganised sector. The Government of India has set up five welfare funds. Central Funds are administered through the Ministry of Labour for the beedi workers and workers in certain other occupations for whom no direct employers-employee relationship exists and is implemented without any contribution from the Government. The scheme of welfare fund is outside the framework of specific employer and employee relationship in as much as the resources are raised by the Government on non-contributory basis and the delivery of welfare services is effected without linkage to individual worker's contribution. These funds are constituted from the cess collected from the employers and manufacturers/producers of particular commodity/industry concerned.

The Government has also enacted a central legislation for the building and other construction workers towards creation of welfare funds at the level of states. There are around 20 million construction workers in the country. A small cess is collected on the basis of the cost of a construction project which makes the corpus of the welfare fund for the construction workers. All facilities as enumerated above are provided to this section of the unorganised sector workers. Presently three states in the country, namely, Kerala, Tamilnadu and Delhi have started implementing schemes under this Act. However, other states are in the process of adopting.

Moreover, the Welfare fund models have successfully been implemented by various states for various categories of workers. The state of Tamilnadu is running Welfare Boards for workers like construction workers, truck drivers, footwear workers, handloom and silk weaving workers. Similarly State of Kerala are also running several welfare funds for agricultural workers, cashew workers, carpenters, fisherman, toddy-tappers etc. The model is so popular that some of the other states like Andhra Pradesh, Karnataka and Madhya Pradesh are in the process of bringing out their own legislation for creation of welfare funds in the unorganised sector workers for providing them social security.

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### **13.7. Special Problems**

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The formal sector in developing countries has a small base in terms of output and employment. In order to absorb future additions to the urban labour force, the formal sector must be able to generate employment at a very high rate of at least 10% per annum according to estimates made by the International Labour Organization (ILO). This means that output must grow at an even faster rate, since employment in this sector increases less than proportionately in relation to output. This sort of growth seems highly unlikely in view of current trends. Thus the burden on the informal

sector to absorb more labour will continue to grow unless other solutions to the urban unemployment problem are provided.

Promotion of the informal sector is not, however, without its disadvantages. One of the major disadvantages in promoting the informal sector lies in the strong relationship between rural-urban migration and labour absorption in the informal sector. Migrants from the rural sector have both a lower unemployment rate and a shorter waiting period before obtaining a job in the informal sector. Promoting income and employment opportunities in the informal sector could therefore aggravate the urban unemployment problem by attracting more labour either the informal or the formal sector could absorb.

Furthermore, there is concern over the environmental consequences of a highly concentrated informal sector in the urban areas. Many informal-sector activities cause pollution and congestion (e.g. pedicabs) or inconvenience to pedestrians (e.g. hawkers and vendors).

Moreover, increased densities in slums and low-income neighbourhoods, coupled with poor urban services, could cause enormous problems for urban areas. Any policy measures designed to promote the informal sector must be able to cope with these various problems.

Because access to skills play an important role in determining the structure of the informal sector, government should facilitate training in the areas that are most beneficial to the urban economy. In this way, the government can play a role in shaping the informal sector so that it contains production and service activities that provide the most value to society. Specifically, such measures might promote legal activities, and discourage illegal ones, by providing proper skills and other incentives. It could also generate taxes that now go unpaid.

The lack of capital is a major constraint on activities in the informal sector. The provision of credit would therefore permit these enterprises to expand, produce more profits, and hence generate more income and employment. Access to improved technology would have similar effects. Providing infrastructure and suitable locations for work could alleviate some of the environmental consequences of an expanded informal sector. Most important, better living conditions must be provided, if not directly, then by promoting growth of the sector on the fringes of urban areas or in small towns where the population will settle close to its new area of work, away from the urban density.

However, in India, the term informal sector has not been used in the official

statistics or in the National Accounts Statistics (NAS). The terms used in the Indian NAS are 'organised' and 'unorganised' sectors. The organised sector comprises enterprises for which the statistics are available from the budget documents or reports etc. On the other hand, the unorganized sector refers to those enterprises whose activities or collection of data is not regulated under any legal provision or do not maintain any regular accounts. In the unorganised sector, in addition to the unincorporated proprietorships or partnership enterprises, enterprises run by co-operative societies, trust, private and limited companies are also covered. The informal sector can therefore, be considered as a sub-set of the unorganized sector.

The understanding of this concept has changed over time in several dimensions :

**(i) Marginal or basic sector :** The initial view of the informal sector was that it was a marginal sector in terms of its place in and contribution to the overall economy. It has later been conjectured and substantiated, however, that rather than marginal, the informal sector is basic, contributing significantly to employment and output mainly through the proliferation of labour-intensive undertakings, some of which are considered unprofitable for larger (formal) enterprises.

**(ii) Short or long term phenomenon :** The informal sector was traditionally viewed as a transitional phenomenon but has recently come to be accepted as a more permanent phenomenon. Relatedly, recent evidence that—contrary to what one might hypothesize under the above mentioned more “traditional” view — the informal sector did not contract following economic reforms. On the contrary, the evidence suggests that at least in Africa and Latin America — the informal sector actually show expansionary tendencies following adjustment and reform policies.

**(iii) Type of labour employed :** The first official report to apply this concept, ILO (1972), proved somewhat successful in contrasting the characteristics of the informal and formal sectors, the former being characterized by ease of entry, low resource-base, family ownership, small scale, labour– intensive, adaptive technology, unregulated but competitive markets, and informal processes of acquiring skills. However, it failed to adequately recognize that in addition to self-employment and family labour in various guises, wage labour (regular as well as casual) and apprentices, for example, were also very important role to play.

**(iv) Linkages to the formal sector :** Recent evidence shows that in some countries, linkages between the formal and informal sectors can often be quite dense and extensive, particularly in urban areas. There is some question, however, as to whether the informal sector is merely a holding ground for people awaiting entry into the formal sector and, as such, is a transitional phase that must be made as comfortable

as possible without perpetuating its existence until it is itself absorbed by the formal sector or whether it is here to stay and should in fact be promoted as a major source of employment and income for the urban labour force.

**(v) Productivity and Contribution to GDP :** While initially informal sector was viewed as more or less a “residual sector”, a source of employment for those who were unable to find employment in the formal sector, and the informal sector worker, correspondingly, being regarded a low productivity worker, recent empirical research has shown this not to be true. For example, charms (1990) finds evidence that the informal sector worker generally contributes to GDP over and beyond the minimum wage. Furthermore, Charmes (1990) suggests that generally, the productivity in the sector is much higher than average per capital GNP in the economy.

**(vi) Geography :** The term also came to have a geographical dimension in that the nation of the informal sector was implicitly linked to the urban economy, a tendency which has continued to persist. However, recent studies find evidence of the informal sector is far more pervasive, applying equally to urban and rural areas. For example, king (1990) states that “in the 1980s, there seem to be some point in re-conceptualizing the informal sector as the ordinary economy cutting across rural and urban areas, agriculture and commerce, across survival skills and income-generating strategies”.

**(vii) Importance of Context :** While initially the term “informal sector” was entirely descriptive and somewhat decontextualised, recently, increased attention has been directed towards understanding the informal sector in the context of the specific historical, political and social aspects of the country or region in question. For example kabra (1995) stresses the importance of applying a historical framework, since “any ahistorical approach to the informal sector would hardly be able to capture its diversity, varying degrees of cohesion, linkages with the rest of the economy and future directions .....

**(viii) Technological Base :** Another area where the understanding of the informal sector has undergone change is with respect to the technological base of the informal sector was traditional– hence practically static recent empirical evidence seems to show that this view does not hold uniformly. Although, informal sector enterprises tend to use simple technology and have low capital intensity, some are highly dynamic, with innovations taking place in inputs, processes and output, allowing them to adapt to new circumstances and exploit market opportunities.

**(ix) The informal sector or informal sectors?** Dividing economic activities into two mutually exclusive formal and informal sectors, though perhaps desirable on

analytical grounds is clearly an over-simplification. Some establishments may be characterized by elements from both sectors, complicating their proper classification. Hence, as an alternative, it has been suggested that enterprises be classified a continuum between the two extreme and opposite poles of formal and informal. This alternative representation improves upon the earlier and more crude dual sector depiction by allowing intermediate categories and movements along the overall continuum.

(x) **Policy intervention** : Given growing recognition of the wide diversity of activities, occupations, and individuals in the informal sector, rather than a single uniform policy, a wide range of policies and programs are argued for — one size does not fit all. Policy instruments need to be fine tuned to the particular conditions and circumstances of a given segment of the informal sector in a given economy.

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### **13.8. Exercises**

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- (i) What is the concept and nature of Urban Informal Sector? Elaborate.
- (ii) Distinguish the basic characteristics of the Urban Informal Sector.
- (iii) Unit an essay on importance of informal sector in indian economy and programmes and intervertions.



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## **UNIT : 14 □ Role of Banks, Commercial Institutions and NGOs in Urban development.**

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**Structure :**

- 14.1. Role of Banks**
- 14.2. Role of commercial institutions in Urban Development**
- 14.3. Role of NGOs in Urban Development**
- 14.4. Exercises**
- 14.5. Referances**

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### **14.1. Role of Banks**

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Urbanisation is usually meant the process by which villags turn into town and towns develop into cities. It is an universal process implying economic development and social change; a breakdown of traditional social insitutions and values. It leades to a decrease in the rural population and a proportionate rise in the urban population.

In general urban communities are identified as large, dense and heterogenous, earning the livelihood from secondary and tertiary sectors. Various ways of urbanisation as effecting the way of life in urban areas are the characteristics of urban community in broader aspect. Before independence, programmes for improving cities emphasized largely on public health and sanitation. Some programmes were also developed for improving roads, water supply and drainage, partly by local municipalities adn partly by specially created town improvement trusts. Redevelopment of old city areas and general housing shortage received little attention. Considering the trends of urbanisation and the prevailing system a programme of development and pattern of future growth could be suggested to bring about somewhat more balance and to achieve the objectives being drafted in the five year plans. As far as urban development is concerned, coordination among various units, agencies and departments of public and private undertakings is very important in order to avoid administrative difficulties, wastage, overlapping and mis-utilisation of resources. Urban development is mostly emphasized on the slum area improvement including education, health and sanitation, nutritonal care for the pregnant/ lactating mothers and children, housing and drainage, health and hygienic behaviour and to help the slum dwellers to improve their quality of life.

Besides there are various programme being drafted to address urban poverty, trafficking, health hazards and associated other problems in urban areas. While in the process of implementing various urban development programmes concerned departments/ agencies and development organisations of both private and public undertaking have felt the need of establishing effective coordination and convergence among them. Because of its stake over financial aspects in regards to almost every development initiatives banks have been playing very vital role in urban development as well. Followings are some of the important roles, being played by various banks including regional banks and cooperative banks, such as—

**(a) Networking and organisation building :**

It is common to almost every urban area observing the incidents of migrated people with heterogeneous nature characterised by difference in degree from place to place and time to time. “Anonymity is a loss of identity in a city teeming with millions. Although they are aware of the existense of many institutional organisations and many people around them, they do not feel a sense of belongingness to any one group or community” (Rose Hum Lee pointed in his book ‘The city.’) Urban community has since been considered as an important task to mobilizè the urban masses particularly the slum dwellers with the tune of self-help to be operated by the community people for their own benefit. It is the banks which have established good coordination with various line departments, welfare organisations and have quite close contact with the urban communities within its service area concerned. In the name of financing, banks have been promoting various development activities in the urban areas. As a result of that organising people in the form of youth clubs, self help groups, development organisation based on community support etc., have been articulated alongwith its rornal course of activities by various branches of banks. Even in the slum areas having heterogeneous occupancy many of the inhabitants who are not welcomed for setting up a dwelling units are mostly mobilised to have a sense of community belongingness. This can be termed as the networking and organisation building initiative being undertaken by the major branches of different banks in urban areas.

**(b) Disbursement of grants/subsidy :** Other than its normal activities most of the banks preserve the proposition of government fund to be disbursed to the beneficiaries in consultation with the concerned government department/ agencies. The disbursement is in general made including the loan amount from banks and the amount of subsidy/ grants being provided by the government. While doing this exercise most of the banks has to interact with various line departments as well as with the beneficiaries

for whom the proposals of disbursing grant/ subsidy are received at the Bankers' end. For successful implementation of all the subsidy based government sponsored programmes banks have to undergo certain process of which recommendation from local councillor/ elected municipal bodies is treated as one of the most important consideration of disbursing grant/ subsidy. This kind of procedural observance not only helps the banks to build up rapport with the elected municipal bodies but also helps to ensure repayment of the bank loan as well as to keep regular monitoring on the activities to be undertaken by the beneficiaries.

**(c) Selection of beneficiaries/ target group :** In each and every development initiative banks have played active role to identify beneficiaries/ target groups for better coordination and successful implementation of the govt. sponsored programmes. On a regular interval banks alongwith various department officials usually meet at the municipality level for selection of beneficiaries/ target groups in presence of the elected Municipal bodies. The selection in general in mode for the current financial year keeping budgetary provision for the proposed programme in mind. The list of beneficiaries once finalised is not usually changed unless budgetary provision is changed in due course. However, the progress is reviewed at the meeting on a regular basis. As a result of that banks help to identify the appropriate number of beneficiaries in consultation and presence of all concerned officials and elected representatives of municipalities. Other than selecting beneficiaries, the banks have to attend various review meeting at the municipality level and district/ corporation level through which progress of various on-going urban development initiatives are reviewed. Based upon the observation of the progress of various on going programme, banks help to identify the potential beneficiaries as well as to identify the successful entrepreneurs who have been successfully running their enterprises with the financial support from banks and other financial institutions.

**(d) Resource Mapping :** Due to heterogeneous nature of slum dwellings and urban settlement, people in general remain busy and hardly eager to make regular and personal contact with each and other. Rather they maintain occasional contact and do not have strong neighbourhood feeling. Urban people in most of the cases are not interested to look for the locally available resources that can be channelised for the cause of the benefit of others rather they are more concerned about their personal needs and desire. As a result of that various organisation including welfare and development organisations have come into existence to facilitate the process of urban development. Various banks have also been maintaining coordination among these development organisation including various govt. department on the basis of which banks are preparing the list of assets created from bank finance as well as

availability of local resources and potentialities to be utilised for the purpose of development of the urban areas. As a financial institutions banks have been getting in touch with the people in the form of depositor, subscriber and borrower scattered over a particular geographical area. This helps the branches to have an overview of the nature and practice of financial transaction being made by these categories of people with the banks and at the same time there lies an opportunity to map out the area according to the concentration of the resources both natural and humane.

**(e) Housing and infrastructure development :** Housing and infrastructure such as roads, bridges, drainage system etc. are considered as the keys in urban development. An urban area is at the first hand considered to be different from rural areas due to the factors that urban areas have mostly Rucca houses, concrete roads, drainage system and also very good communication system. At the meeting of all the line department officials and representatives of Municipal bodies Banks help to formulate the target number of infrastructure developemnt to be made during the year as well as the required number of housing to be created from govt. finance as well as from bank loan. In every step of infrastructure development and housing for the urban area right from drafting planning to implementation banks have to get involved with active contribution.

**(f) Social Assistance :** It is fact that being a financial institution banks are to make financial transaction with the people. It is a medium of transforming people's money into various form of action. Banks enhance the process of social welfare development by extending its relevant support to the people. Various insurance schemes are channelised through the branches of different banks and necessary financial supports are extended by the banks since the maturity of the insurance scheme or at the stage of attainment of such benefit. Besides certain savings certificate are arranged for the people who are willing to obtain income tax benefit. Social security measure adopted by both central state government are also channelised by the banks. All the government sponsored urban development programmes being implemented by urban elected bodies/ municipalities, NGOs and other line departments are largely depending on banks. All relevant funds are being kept at the banks, so that traingular relationship among banks, govt. official/ departments and elected municipal bodies are gradually strengthened.

Some other initiatives have been made by various banks located at the urban areas which seem to be very important. There are few banks which have reached at the door steps of urban people particularly the slum dwellers with an objective to make them aware about the benefit available for them at the banks as well as to generate

knowledge on various issues related to banks and financial assistance. The approaches and role of banks may vary from bank to bank with varieties of benefits being drafted for both the urban and rural areas as a whole.

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## **14.2. Role of Commercial Institutions in Urban Development**

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The term 'Commercial Institution' is usually meant to such institution which is established for commercial purpose. It includes various kinds of trading and business concerns (small and medium scale as well as large scale institutions) having a particular number of worker/employees. At the present day context various government undertaking institutions/ corporate sectors are also making special drive for the welfare and development of the backward section of the society in both rural and urban areas. Even other private sector commercial institutions corporate companies including multinational are gradually getting involved for working with the people in need. Institutions namely, ITC, Ambuja Cement, Operation Research Group, Bharat Petroleum, TATA, L & T Cement Company, Indian Chamber of Commerce, etc. are working in both rural and urban areas alongwith their wings of social welfare and development. Basically the nature and extent of their services provided for a particular time. Somewhere it is based on housing for the slum dwellers and some other places it is based on a model project. Other than these large scale commercial organisations, there are various business houses which have been extending different kinds of services for the urban poor and weaker sections. Major areas of working of both the large scale as well as medium small scale commercial institutions are somewhat similar in respect of the services provided by Banks and NGOs for the urban development. It includes, housing and sanitation, relief for the victims of flood and disasters, clinical treatment, recreational work, vocational training for self-employment, artificial limbs for the handicapped, home for the destitutes, free medical camp, blood donation camp, environmental improvement etc.

However, there are some commercial organisations which render sponsorship support for community level games and sports and cultural competition. By doing so such organisations are acknowledged as people friendly institution. There are some other large and medium scale institutions having manufacturing and production units which are generating employment opportunities for the slum dwellers. Women and youth are given different kinds of jobs at their dwelling units in exchange of that they are given wages on the production basis. Rehabilitation for the victimised sections is another important contribution of few of the commercial institutions which provide

necessary support starting from preparing dwelling unit up to earning their livelihood according to their own term.

Also there are some business organisations which come into the working for urban poor occasionally. It is not the question how for the commercial institutions are doing for the betterment of urban poor but it is fact that commercial institutions have been enhancing their rate of involvement in the process of urban development.

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### **14.3. Role of NGOs in Urban Development**

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The terms voluntary organisations, associations, voluntary agencies and non-government organisations are now very commonly used. The United Nations Nomenclature of NGOs refers to any international organisation which is not established by inter governmental agreement shall be considered as a non-governmental organisation including organisations which accept members designated by government authorities, provided that such membership does not interfere with the free expression of views of the organisations. The area of operation of NGOs covered all aspects of social life and services. As it varies from providing educational facilities to construction of sanitary latrines for promotion of environment the period of post independence witnessed a great momentum in the activities of NGOs. The focus of NGOs so far, has been on charity, education, welfare and relief based work. The basic commitment of the people engaged in voluntary organisation in for the development of economic and social life of the concerned community. Some of the NGOs are scattered in urban areas and a greater number of such NGOs are based on rural areas. But a greater number of NGOs working in rural areas have headquarters at the urban areas.

Gradual trend of migration from rural areas to urban areas has led various kind of problems to be supported with active involvement of NGOs and government departments. Also, globalisation created a deeper and more complex process in which large number of people see their position systematically eroded by economic, social and political forces, which work to the benefit of a small proportion of the urban population. Liberalisation and the opening of market economy have brought a major change in the policy formulation and drafting various programmes for both rural and urban development. There has been a conscious decision to reduce the role of the state to remove unnecessary control and regulation and at the same time professionalise the public sector including the department/ organisations involved in the development process. The concept of partnership between government and NGOs is getting attention in recent times and this partnership of NGOs is being set up not only with government but also with the corporate sector.

This kind of partnership approach in development effort has given new dimension for the NGOs which have been contributing in the process of enhancing all round development of the people in need. The areas of intervention of the NGOs working particularly in the urban development sector usually vary from one another. Even their target groups are also different in order to cope up with the frame of guideline being imposed by the funding agencies.

Nevertheless there lies some uniformity with regard to design and drafting programme for the welfare and development of urban people in need. Such as—

- ▣▣▣▣ Identification of the target group through base line survey.
- ▣▣▣▣ Identification of the existing social/ economic/ education and financial institutions.
- ▣▣▣▣ Prioritization of the needs based on the locally available resources.
- ▣▣▣▣ Establishment of linkages/ convergence for the required services provided by the existing agencies, of both public and private undertaking.
- ▣▣▣▣ Formation of local committee/ group to ensure effective follow-up and better implementation of the programmes.
- ▣▣▣▣ Capacity building of the target groups/ working leaders for smooth running the programmes.

Several NGOs have their different methods and approaches being adopted for the overall development of the people in general. We may have a look on some categories of efforts made by the NGOs to promote urban development programmes as per following directions :

**(1) Generating awareness and knowledge :** Considering the existing situation and identified knowledge gap of among the greater number of target groups, some NGOs organise awareness generation programmes through out the year. Based upon this the target individuals are encouraged to enhance their level of understanding and knowledge on the basic issues relating to their live and living. Usually, issues taken up for awareness generation programmes are basic health care and hygienic behaviour, mother and child health care, nutritional care for both mother and children, trafficking, environmental protection, sanitation, drinking water quality monitoring, various development initiative and role of the community, etc. In some other cases migration, wage and employment, legal aids service, housing and infrastructure for slum area improvement etc. are taken in special consideration for making the people of the concerned areas will aware about the same.

**(ii) Training and self employment :** Due to heterogeneous nature of the people residing in various slums and other areas of the cities/ towns most of the HGOs have to spare more time to meet the challenges of the issues relating to training, imparting skills and addressing the problem of unemployment among urban youths. Following are some important steps, which are generally undertaken by most of the NGOs working in this field :

▣▣▣▣ Selection of the trainees from among the interested youth preferable from the slum areas.

▣▣▣▣ Identification and mobilisation of dedicated individuals to be engaged as Trainers/ Resource persons.

▣▣▣▣ Coordinating with the respective agencies of both private and public undertaking including municipal bodies.

▣▣▣▣ Adopting measure to establish linkages with the local financial institutions/ banks markets, fairs and exhibitions,

▣▣▣▣ Encouraging the slum dwellers/ target group for organising entrepreneurship group thrift and credit group for practicing small savings and credit.

All the aforesaid points may be treated as the process towards imparting skills in the field of tailoring and woorknitting, motor cycle repairing, cottage and craft based training, Tape and TV repairing, leather craft, handloom and weaving, computer and mobile phone servicing etc. to the unemployed youths of the urban areas so that they get the chance to be self-employed/employed.

**(iii) Ensuring People's Participation :** There are countless number of organisation in cities and towns and even those working in rural areas which have their offices in cities and towns. Prof. K. Gangrade, in his Gandhian Ideal Development and social change pointed out that rural population is growing at the rate of about 1.7 percent. And a section of rural people are migrating to urban areas. As a result of the same urban population including the slum population is constantly increasing. Even in the metros slums are growing in appropriately. For addressing multifaceted problems of these slum dwellers NGOs have been making some contribution for promoting the qualities of life and living of the slum dwellers. Their participation in the process of development has immensely helped in urban development. For ensuring greater involvement of the people in various development initiatives, NGOs are moving effort to identify the community leaders, stakeholders, local influential persons who are encouraged to bring others. NGOs in most of the cases maintain very close contact with its target population through which a greater number of the slum dwellers



and urban poor are effectively participating to make the concerned programmes successfully.

**(iv) Establishing coordination and convergence :** It is fact that NGOs alone can never meet the needs and demands of the gradually increasing urban poor and weaker sections. Like all other agencies and department of the government it also has certain limitations. Since NGOs are non-political and have no profit making motive. They generally have acceptance within the community. As a result of that establishing better coordination and convergence of services rendered for the development of urban poor and backward classes by the NGOs has become somewhat easy. While drafting plan and implementing any programme, NGOs firstly identify the community based agencies/ organisation existing in the target area and nature of work being done by those agencies/ organisations, so that necessary network may be developed with those agencies/ organisations. This is very helpful not only to the NGOs concerned but also to the people for optimum utilisation of the resources.

**(v) Monitoring and evaluation :** Any development initiative has to be monitored and evaluated. The NGO initiative is no exception to it. These one necessary to give on the spot guidance study the progress rate impact created weaknesses and offer suggestions to overcome the weaknesses and create better impact, whereas monitoring is done by the NGOs themselves, the evaluation is done generally by other NGOs professional institutes etc. Besides, for govt. sponsored programmes most of the NGOs are supported to carry out monitoring and evaluation of their programmes by the government appointed agencies. The international Funding Bodies also have the same practice these also help in rendering meaningful services to the urban communities by NGOs.

**(vi) Resource Mobilization :** With the advent of privatization and globalisation, the urban structure of economy and the fabric of social relationship have radically changed over the past two decades. Materialistic tendencies have increased significantly through out the cities, towns and metros leading to even antisocial activities of different types. Since NGOs are based on charity, philanthropy and organised voluntary work for social good it is possible for them achieve local participation and mobilize local resources for community welfare. It is argued that radical community action is unlikely to emerge within the administrative and financial arrangement of government bodies. The NGOs can help the government to attend the needs of the deprived masses. NGOs also mobilise resources from external agencies based in different countries. Thus NGOs are effectively mobilising resources from within or outside the community for overall development of urban communities.

The role played by the NGOs for the transformation of skills, knowledge and resource among the urban poor and backward sections is very significant. Other than the role as stated above, some NGOs are mobilizing masses to be organised into self help group of poor women for their income generation and enhancing quality of life. This action of mobilization has also been immensely helping in bringing positive changes in the life and living of slum dwellers and other urban poor.

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#### **14.4. Exercises**

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- (i) Justify the importance of Bank in the development of urban community.
- (ii) What do you mean by commercial institution? What are its roles in the context of urban community development?
- (iii) Define the term 'NGO' and illustrate its role in the field of urban development.

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#### **14.5. References**

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