

BANGLADESH PUBLIC ADMINISTRATION TRAINING CENTRE
SAVAR, DHAKA

Report on the Study Tour in India

By

The Participants of the Seventh Advanced Course on
Administration and Development
(A C A D)

January, 1989

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February, 1989.

(Md. Safiur Rahman)
Member Directing Staff, BPATC
&
Course Director, 7th ACAD.

Chapter-I

INTRODUCTION

Background

Alleviation of poverty, particularly in the rural area is one of the major concerns of the political leadership, planners and economists in Bangladesh. Government of Bangladesh is committed to make the life of the people happier in the coming days both socially and economically. Reduction of population growth, expansion of productive employment, universal primary education and human resource development, development of technological base for long term structural change, food self-sufficiency, satisfaction of the basic needs of the people, acceleration of economic growth and the promotion of self-reliance are the declared objectives of the Third Five Year Plan. Hence a large number of programmes and projects have been taken up under it. But often programmes and projects fail because of unsound planning and managerial inadequacies coupled with the lack of experience in project implementation and sustenance.

The question of project sustainability assumes a very great significance in developing countries like Bangladesh because unsustainable or less sustained projects lead to wastage of scarce resources and trained manpower. They unnecessarily increase the liability of the governments for operation and maintenance of such projects without commensurate benefits to the people. The donors also want to avoid financing of projects which are unable to maintain a satisfactory and acceptable level of net flow of benefits after the termination of donor resources.

Purpose of the visit

Bulk of the managerial responsibility for directing, monitoring and evaluating projects falls on the government and semi-government officials of mid seniority level as they are the hyphen between the policy planners and the actual implementors. It was, therefore, decided that the officers of the mid-seniority level of govt. and autonomous bodies attending the Seventh Advanced Course in Administration and Development (ACAD) of the Bangladesh Public Administration Training Centre (BPATC) accompanied by some faculty members should visit a neighbouring country in order to gain a comparative experience of how Poverty Alleviation Programmes and projects in context of rural development are undertaken and implemented in that country, and India was selected for that purpose.

Reasons for Selection

The reasons for selection of India for the study-tour were as follows:

- i) Both the countries have the British colonial experience of the pre-partition i.e. pre-1947 days.
- ii) Both the countries are predominantly agricultural and rural.
- iii) The rural scenario in INDIA and Bangladesh is characterised by widespread poverty and unemployment. The rural poverty is linked with high rate of population growth and increasing landlessness.
- iv) Both the countries had similar per capita income in the late 50s but India has improved greatly since then.

- v) Despite many similarities, India has been progressing slowly but steadily; people are earning more, rural social tension is lessened; social matrix in rural areas are changing, common people have come to leadership and there is reduced scope to exploit the poor. These features are relevant in the development context of Bangladesh.

Scope of the study-tour

The study-tour was intended to give the participants a short but first hand knowledge about the rural development efforts with special reference to poverty alleviation under way in selected areas of India as well as the effectiveness of the training institutes. Duration of the tour, however, was not adequate to permit a thorough and exhaustive study of all the connected issues. Activities of two different ministries of the union govt. and two ministries of state govt. were concentrated upon owing to time constraint.

Methodology

At BPATC, the participants were briefed for the study before they left Bangladesh for INDIA. The team stayed in INDIA for only 11 days to study rural development and poverty alleviation aspects visiting Delhi, Gaziabad, Hyderabad and West Bengal. The team studied various projects, visited a number of institutions, made an extensive tour to some other parts of ^{the} country, exchanged views with high ranking officials as well as field-level staff of various projects and rural beneficiaries. Data and information collected during the study have been incorporated in this report.

Chapter-II

Planning and Economic Development

India won freedom in August 1947 and first promulgated its Constitution on 26th January, 1950. It adopted the parliamentary form of government having bicameral legislature both for the centre and the provinces. India has become federal in nature having 25 provinces and 7 union territories administered by Governor and Lt. Governor respectively with the help of the Cabinet headed by Chief Ministers for the provinces. India framed its Constitution in 1949. Article 46 of the Indian Constitution provides that the state shall promote with special care the educational and economic interest of the weaker sections of the people, in particular of the scheduled castes and scheduled tribes and shall protect them from social injustice and all forms of exploitation.

Before independence the Indian National Congress set up a National Planning Committee chaired by Pandit Jawaharlal Nehru in 1937. The report of the Committee published in 1949 greatly enlightened the subsequent authors of planning. In 1944 eight leading industrialists made the first systematic effort towards evolving a national plan, popularly known as the Bombay Plan or Tata-Birla Plan. The plan envisaged an outlay of Rs. 10,000 crores for a period of 15 years. It envisaged 130% ^{increase} in services thus doubling the per capita income in 15 years.

This plan was however criticized as ultra-capitalist plan and provoked the Indian Federation of Labour to put forth an alternative plan known as people's plan. This plan envisaged an outlay of Rs. 15,000 crores over a period of ten years proposing greater emphasis on Agriculture Sector.

The FFYP ended on 31st March, 1956 and the Second FYP came into force from 1st April 1956. The objectives and investment pattern of the SFYP were altogether different from the First-plan with major thrust on heavy and basic industries. The objectives were stated as follows:

- (a) raising the living standard of the people by increasing national income,
- (b) rapid industrialisation with particular emphasis on the basic and heavy industries,
- (c) expansion of employment opportunities,
- (d) reduction of inequalities in income and wealth and even distribution of economic power.

The investment pattern was designed accordingly. Of the total outlay of Rs.6200 crores, 18.5% in public sector was allocated to industries thus giving top priority to heavy basic industries like steel, machine-building; and less or no provision for factories of consumers goods. Allocations in other sectors were: transport and communication 28.9%, agriculture, community development, irrigation and power 30.8% (against 44.6% of FFYP), Social Services 19.1%. Thus, it may be noted that nearly 50% of the total outlay of the SFYP was allocated to Industries and communication.

The 3rd FYP came into effect from 1st April, 1961. By then, India acquired experience of successful implementation of two five year plans. While the first plan gave major thrust on the development of agriculture and on education, health and other social services, the second one gave topmost importance to the development of heavy industries like steel, machinery, communication and transport. With the experience of two-way thrust, the planners planned the third FYP and also gave outline of the 4th FYP. They emphasised the interdependence of Agriculture and Industry, the economic and social development,

Another plan popularly known as Gandhian Plan was put forward by Principal Agarwal. This was a modest plan of Rs.3500 crore and it emphasised on developing self-reliant villages and decentralised economic and administrative structures.

These and other similar planning documents generated much discussion and awakened public interests on planning on the basis of which the first Five Year Plan of India was formulated and launched from 1951.

The FFYP originally proposed an outlay of Rs.2069 crores which later on was increased to Rs. 2356 crores. Although the sector-wise allocation changed from time to time, the priorities and pattern of investment remained the same. Amounts invested in different sectors were :Agriculture and Community development - 42.1%, Transport and communication - 24.0%, Industry and Mining - 7.9%, Social Services - 22.4%, Miscellaneous 3.6%.

The objectives as stated in the plan documents were

- (a) to correct the disequilibrium in the economy caused by war and partition of India,
- (b) to initiate simultaneously a process of all round balanced development ensuring rise in national income and improvement in living standard,
- (c) to change progressively the socio-economic pattern as enunciated in the Constitution.

It may be noted here that the FFYP gave the topmost priority to agriculture, transport, and social services (like education, health, etc.) Industries sector received most niggardly allocation of only 7.6%. For this reason, the FFYP was severely criticized by many quarters. However, much may equally be said to favour the planners of the FFYP — they planned to build the base — the runway for subsequent take-off.

the national and regional development, the mobilisation of domestic and external resources. They also emphasised the development of both the public and private sectors- a mixture of socialistic and capitalistic economy.

The objectives of the 3rd FYP were as follows:

- (a) to secure an increase of national income at the rate of 5% per year for next 10 years.
- (b) to achieve self-sufficiency in food grains and in other agricultural products required for home industries and export.
- (c) to expand basic industries like steel and chemicals, fuel and power and to expand machine building capacity to the extent of meeting entire requirements of industrialisation of the country for the next ten years.
- (d) to expand employment opportunities for maximum utilisation of man-power.
- (e) to minimize the differences between different income groups.

The total outlay of the 3rd FYP was Rs.11,600 crores; agriculture received 23%, Industries and Minerals 20%, Power 13%, Transport and communication 20%, Social Services 17%.

With the launching of the 3rd FYP, the 1st phase of planning ended. During the 3rd FYP significant events occurred in the history of India. In 1962, India fought a border war with China and incurred heavy losses. The incident awakened the Indians in general and government in particular to the defense needs of the nation. The 3rd plan allocations were disturbed and diverted to procurement of military hardware and defence build up. In 1963 Pandit Jawaharlal Nehru, the father of Indian Economic Planning, died. In 1965 India fought another war with Pakistan which also caused much damage. This necessitated more emphasis on military needs and in fact, defence expenditure increased enormously.

The documents of the fourth five year plan were prepared in time but was not taken up for implementation. Instead, annual plans were made for successive three years 66/67, 67/68 and 68/69. Defence build up continued to eat up the major portion of the National Revenue.

In 1969/70 the planning process was re-introduced and the 4th FYP was launched. This was the first FYP of Mrs. Indira Gandhi, and her 2nd FYP was the 5th FYP launched in 1974.

In the 4th & 5th FYPs some new horizons were opened. Lists of priorities were revised. The plans included programmes specially designed for the poorer section of the society. The background of this new development in Indian Planning was that the Congress with the leadership of the Nehrus was able to retain its political power at the Centre but it lost power in some of the states. Srimati Indira Gandhi thought that a new thrust was needed to win the confidence of the disadvantaged masses towards her govt. and party.

The objectives and investment pattern of the fourth and fifth FYPs show:

- (a) a realisation of re-orientation of the socio-economic institution - nationalisation of fourteen commercial banks in 1969 was the product of such realisation,
- (b) a realisation of correcting the trends of earlier FYPs which helped the stronger and rapid growth both in agriculture and industries,
- (c) a realisation of spreading the impacts and benefits of economic growth to the weaker section of the society.
- (d) In the 5th plan, more emphasis was given on alleviation of poverty and self-reliance. 'Garibi Hatao' or 'remove poverty' was the slogan of this plan.

However, in the election of 1977 Mrs. Indira's Congress lost and the Congress rule in the Centre was over. Janata Party govt. came to power at the Centre. In the states also, stronger non-Congress political power emerged. Particularly in West Bengal, leftists came to power.

As a result of the changes in the power structure, the 5th plan ended in 76/77, one year ahead of schedule. Fresh 6th FYP was launched in 1978 by non-Congress govt. which for the first time declared the avowed objectives of removal of unemployment, reduction in poverty and inequalities, and continued efforts for self-reliance. The objectives included appreciable rise in the living standard of the poorest by ensuring the supply of basic necessities of life like clean drinking water, literacy including adult literacy, health care, rural roads, rural housing for the landless and the very poor and also minimum services for the urban slums. It included higher growth rate of economy and reduction of disparities in income.

However, the unstable govt. at the Centre could not implement 1978-83 plan. Congress under the leadership of Mrs. Gandhi returned to power at the Centre in 1980. As a result, 1978-83 plan was dropped and a new 6th FYP was introduced from January 1980 for the period 80 - 85. This new plan opened up a new decade during which the major goal of Indian planning was conceived in the realisation of an economic and social order on the principles of socialism, secularism and self reliance. The objectives cherishing the goals of the plan included a progressive reduction of poverty and unemployment, improving the quality of life/^{of} the people

in general with special reference to the economically and socially handicapped population through a minimum needs programme whose coverage was so designed as to ensure that all parts of the country might attain the nationally accepted standard. It intended to provide state services in favour of the poor contributing to the reduction of inequalities of income and wealth as well as regional inequalities and to promote the active involvement of all sections of the people in the process of development through appropriate education, communication and institutional strategies.

India started with planned economy in 1951. The non-Congress part of the 6th FYP worked only for two years and ended in early 1980. Within this period of 30 years of planned economy, the achievements and failures may equally be viewed with optimism and despair.

On the success side: (a) Total foodgrain production which stood at 50 m. tons in 1950 increased to 140 m. tons. Agricultural economists forecast that the production will exceed 250 m. tons by the year 2000. Achievements in Social Sectors were equally spectacular - education, development of science and technology, Research Institutions building expanded. By then, there were 2 m. active scientists and technologists as against 0.2. m. in 1950. India achieved capabilities of manufacturing wide variety of industrial goods and of self reliance in its essential needs. It because successfully built up a wide ranging industrial base and / one of the dozen top industrialised nations. However, the opposite side of this macro-level achievements was the neglect of the rural sector at the micro-level of Indian economy.

Inspite of commendable economic growth, India experienced regressive economic development. Wealth concentrated in the hands of a few, difference between the high and low income groups widened and the lots of the vast majority worsened. 48.13% of Indian population still lived below poverty level (annual income being less than Rs.780/-), unemployment in the age group of 15-49 was 11.3 million and it was apprehended that towards the close of the Congress part of the Sixth FYP (1985) the number rose to 42.6 million. The infant mortality rate (IMR) stood at 130 per thousand of rural population constituting 30% of total deaths in the country. The National Monitoring Bureau gave a horrible picture of nutrition level. It showed less than 15% of the children in normal state of nutrition, 35% in under-nutrition and 50% in highly deficient nutrition. 63% of the children below 3 years and 45% between 3-5 years suffered from iron-deficiency anaemia.

It may be noted here that the above failures of the Indian planning were due to increasing rural poverty and unemployment.

Mr.A.R. Desai in his book Indian Path of Development (1984, p.14) stated as below -

During the 1st thirty years, the Govt. has been actively pursuing a policy professedly aimed at re-shaping Indian Society with a view to overcoming backwardness, poverty and inequality to transform it into a prosperous, developed and culturally advanced modern society. The constitution of independent India provides the major outlines of the economic, political, social and cultural norms and values which were to underlie the framework of the emerging social order. The state has undertaken the responsibility of initiating various measures - economic, political, administrative, educational, social and cultural to augment resources, to distribute resources to apportion to various classes, groups and organisations and also to elaborate varieties of institutions and create new ones to bring about these transitions....."

However, the vast mass of information concerning development activities and achievements on careful scrutiny reveal that at the end of the seventies, India remained as below:

1. India remained one of the poorest countries of the world both in terms of GNP and per capita income,

2. Indian population remained poor and Indian Society continued to suffer from acute inequalities. Inequalities of wealth and income distribution increased. In the context of Caste system, inequalities tended to assume sharper, more acute and anguishing forms,

3. The rate of economic growth remained low, sometimes suffered retrogression.

4. Approximately 40% of the population lived below poverty line and, as viewed from total context, the development process aggravated the problems of poverty,

5. There was concentration of income assets like land, house, and other durable goods in the upper circles,

6. Monopolies grew at a very high rate,

7. Small scale industries expanded at the cost of handicrafts and cottage industries of the rural area,

8. Even though Zamindari had been abolished, land holding and other assets in the hands of a tiny minority of land lords and rich farmers resulted in pauperization and proleteriatization at the bottom.

9. Unemployment increased at a very rapid rate,

10. The economic conditions of women, the scheduled castes and the tribesmen deteriorated,

11. Educational opportunities were created only for those who could buy them,

12. Evolving urban socio-cultural pattern enabled a small minority of affluent sections to claim the lion's share of urban amenities.

13. In the face of growing discontent, the state increasingly retrenched its welfare functions and expanded repressive function.

In the background of the above facts of Indian Planning and economy the house of Nehrus regained political power at the Centre in the beginning of 1980 and launched afresh the sixth FYP. Emphasis was given on rural development and poverty alleviation. Although the largest public sector allocation was for energy(27.2%), agriculture with its allied sectors like Rural Development, special area programmes, irrigation and flood control taken together received 25.3% and social services allocation was 14.4% approximately(Govt. of India Planning Commission, Sixth Five Year Plan 1980-85, Mid-Term Appraisal, pp.18-19). However, assassination of the Prime Minister Srimati Indira Gandhi in 1984 was a major set-back during the period.

Subsequently, India prepared a perspective plan for 15 years: 1985-2000 aiming at making India a modern technologically progressive economy with expanding capacity to provide the basic material and cultural requisites of well-being for all people including elimination of poverty and creating conditions of near full employment as well as self-sustaining growth with the capacity to finance growth internally.

Keeping this perspective plan in view, the 7th Plan of India has been launched(1985-90). The largest allocation in the 7th Plan go to the energy sector(30.4%), agriculture including rural development, special area programmes and irrigation(22.09%) and social services (16.31%), which together account for over two-thirds(68.85%) of total public sector allocation of Rs.1,80,000 crores(Govt. of India, Planning Commission, Seventh Five Year Plan 1985-90. p.27).

Chapter-III

Context of Development in Bangladesh & India

Development generally means a qualitative change in the life pattern of the people who are disadvantaged in the society because of their poverty. Today rural poverty has become widespread particularly in developing countries like India and Bangladesh. These countries are increasingly subjected to population pressure and lack of other basic needs for the average people. Poverty alleviation has become today the real problem for the leadership of the developing countries. Poverty erodes established values and aggravates the problems. Unless it can be solved with determination, development effort will not have a smooth sail. According to the United Nations report, rural poverty is the major constituent of world wide poverty not only because the rural poor dominate numerically among the world's poor people but also incidence of poverty is disproportionately high among the rural people. The global incidence of absolute poverty gauged by the extent of under-nutrition, illiteracy and diseases is rampant in the developing countries where population increase is getting faster. Under-nourishment is most prevalent in Asia and the far East although the incidence of poverty in Africa is not much lower. The priority for the developing countries is to launch well-worked-out plan to combat poverty by creating job opportunities.

According to a report by the World Bank Task Force on poverty alleviation, the situation is not improving. Growth strategies and antipoverty drive have failed to make any impact on the absolutely poor who constitute 20 percent of the population of the low income countries. It noted that agriculture and rural development projects are central to poverty alleviation projects. Yet improved agricultural

technology is labour displacing and failed to generate complementary indirect employment for the poor farmers.

Since the rural people are by and large poor, they can not make any notable venture to undertake projects as they are economically handicapped. The organisations such as agricultural development banks, cooperative banks, NGOs, GB, BRDB and other allied organisations engaged in rural development projects are to take pioneering roles in helping the economically handicapped rural poor to launch economic programmes. In our own context local leadership has to be made more active and resourceful to launch economic programmes keeping in view the potentials of an area in respect of its manpower and resources. Mobilisation of rural people with their active involvement in socio-economic programmes can help in bettering their quality of life. Since poverty is the biggest challenge it has to be combated by creating employment opportunities for the workless people in the rural areas. This necessitates creation of infrastructural facilities with institutional support as and when necessary for the people. For this, proper policy planning at grass-root level with proper accountability needs to be ensured to accelerate the pace of developmental activities.

After 1970, India started economic reforms. Block Development Administration has been set up, Handloom Board and Sericulture Board have been established. Three tier panchayat system has been introduced. Major investment has been made in the Agriculture Sector. Food Production is a top priority. Programme of poverty alleviation has been taken up since 1970. Despite all these efforts, lack of coordination and control have been identified as the basic problem.

A number of antipoverty programmes have been taken up by the Govt. of India (i) to provide opportunities for self employment and (ii) to impart training for rural youth. Besides, there are components and subcomponents - (i) skill development, (ii) women and children development, (iii) wage employment, (iv) national employment guarantee, (v) building community assets, (vi) providing subsidized foodgrains, (vii) promoting voluntary organisations.

National Survey was done. The programmes have been looked after by the Ministry of Rural Development. Poverty level has come down from 50% to 40% and it is expected that by 1990 it will remain below 30%.

In Bangladesh a number of projects are taken but in most of the cases, projects cannot be fully implemented mainly due to -

- a) Faulty design
- b) Financial constraint
- c) Lack of coordination
- d) Non-availability of resources/inputs
- e) Unwillingness of Donor agencies
- f) Lack of political commitment.

Between 1974 and 1982, although the overall incidence of poverty declined from 82% to 73%, that of extreme poverty increased from 43% to 50%. Despite an increase of 16% in real per capita GDP during this period, real wages of agricultural workers in 1982 were only 88% of those in 1974, and there were 4 million more poor, and 13 million more hard core poor in 1982 than in 1974. With the unequal sharing of the benefits of growth, the nutritional standards of the poor declined. Based on the pattern of the consumption of the 1973-74 and 1981-82 Household Expenditure Surveys of BBS, two poverty lines have been drawn to indicate the dimension of poverty

in rural Bangladesh. Poverty Line - I is defined by the minimum energy requirements as recommended by a joint WHO/FAO expert group for South Asia for each age group. Adjusting for the age and occupational profile of Bangladesh, the weighted average per capita daily in-take is estimated at 2122 calories and 48 grams of protein. Poverty line II is defined as 85% of this intake. It is a useful approximation of "hard core" poor. Based on this analysis, the chart below shows the number and the proportion of rural population below poverty line I and II.

Dimension of Poverty FY 74 - FY 82

<u>Poverty Line-I</u> 2122 Cals/day/ person		<u>Poverty Line-II</u> "Hard Core" Poverty (1805 cal/day/person)
Absolute number of poor(million)		
FY 74	57.6	30.7
FY 82/a	60.9	43.1
Poor as per percentage to total population		
FY 74	82.9	44.3
FY 82/a	73.8	52.2

/a Based on the pattern of consumption of the FY 82 HES

Source: 1973-74 and 1981-82 Household Expenditure Surveys, BBS.

(Note: The latest HES is being processed. The Preliminary results reportedly indicate that in 1986 the percentage of population below poverty line-I has come down to 48 and that of poverty line-II to 32 in rural areas).

During the study tour, the Team visited Gaziabad Projects which include workshops run by the small traders and Irrigation Programme undertaken by the farmers. A training Centre was also visited. In this centre, people are trained on the manufacturing of latrine set, bullock

cart , furniture. One Govt. Inspector and 6 permanent workers are employed besides some casual labour on daily basis. Buildings and other assets are owned by the panchayat.

Carpet Making Industry owned by the panchayat exports carpets on regular basis. Under Rural Employment Programme road is constructed when land is donated by the villagers. Assetless people are employed. One person from each family is given employment at least for 100 days. Minimum wages at Rs.13.50 per day is ensured. The team visited Dipderha village. A colony was constructed by Govt. on loan basis. 56 houses have so far been constructed. Out of Rs.4500 loan given by the syndicate Bank, Rs.2000/- is given as subsidy. In 10 years time, one has to repay the amount at 4% interest. The land is given by gram panchayat free of cost. Labour is given by the beneficiaries.

Social Forestry Programme has been taken up at Mossari village by the villagers themselves. 42 Nurseries including school Nursery have been opened. The objectives of the programme is to inculcate forest awareness.

India is pursuing certain policy steadily without jumping from one programme to another. In Bangladesh, the situation is reverse. BARD in 1959 under the leadership of Dr. Akhtar Hameed Khan evolved a model, internationally known as Comilla Model for rural development more or less similar to that of NIRD. After a decade of successful experimentation of the model in 20 thanas during the 50s, it was decided in 1971 to replicate it nationwide . IRDP (now BRDB) initiated in 1971 a production oriented strategy. When IRDP was launched no separate parallel programme for landless rural population

was seriously considered because it was thought that the increased agricultural production would have 'trickle down' effect on the landless besides creation of employment opportunities for them through implementation of Rural works programme. The KSS systems since then contributed to increasing agricultural production and the income of the cooperative members significantly.

The implementation of Rural Poor Programme began from 1983-84 not as/^asingle project covering the entire country but as a component of different development projects under varied administrative arrangements.

A large number of NGOs work in Bangladesh in various fields. Their focus is mainly on the poor and the disadvantaged. Their number exceeds 400 when only nationally reputed organisations are considered. The number increases to over 10,500 when the local level voluntary organisations are also taken into account. Besides, GB, BRAC, RDRS, PROSHIKA, SB etc. also work in this field.

Govt. of India undertook several programmes for alleviation of poverty and economic upliftment of rural masses. Significant changes were observed by the Team during the field visits. Brief description of some important programmes are given in the next chapter.

Chapter-IVPoverty Alleviation Programmes in India1. Introduction:

India is predominantly a rural country. A large section of the population suffers from unemployment and under-employment. Unemployment and poverty stand on the way of the economic development of India. The sixth Five Year Plan of India adopted the strategy of redistribution of income and consumption in favour of the poorest section of the community. Before 1980 Food for Works Programme was adopted for the alleviation of poverty of the rural masses. In October, 1980 The National Rural Employment Programme (NREP) was started as a measure of 6th FYP. It replaced the Food for Works Programme. It is implemented by the Central and state government on 50:50 basis.

The 7th FYP of India focuses the problems of food, works and production for reduction of rural poverty and lays down the objectives of productive employment to all those who seek it for maximising the direct and long term employment opportunities through investment under this programme.

2. Objectives:

There are three main objectives of NREP. They are -

- (i) Generation of additional gainful employment for the unemployed and under-employed persons in the rural areas.
- (ii) Creation of productive community assets for direct and long term benefit to the poor and strengthening rural economic and social infra-structure leading to the rapid growth of the economy and steady rise in the income levels of the poor people.
- (iii) Improvement in the overall quality of life in the rural areas.

Preferential treatment:

In all the works under NREP, preference is given to the landless labourers. Amongst them preference is given to the scheduled castes(SC)/scheduled tribes(ST) and women.

Implementing Agencies:

The entire work relating to planning, co-ordination, review, supervision, monitoring and implementation of the programme is vested in the District Rural Development Agencies(DRDA) which get the total resources made available to the state govts for implementation of the programme. The District Rural Development Agency or DRDA bears the overall responsibility of supervision and monitoring of the programme.

Involvement of Panchayati Raj:

Since NREP aims at the employment of the rural people and raising their economic status and rural economic and social infra-structure, it involves the Panchayati Raj in its implementation. This institution is fully capable of executing the works and of fulfilling the needs of the people on a decentralised basis.

Committees at different levels:

To provide overall guidance, and to lay down the guidelines and monitor the programme, a Committee for NREP has been set up at the central level. At the state level, a state level co-ordination committee for Rural Development Programmes has been set up to bear the responsibility of Planning, implementation and monitoring etc. of the NREP. A representative of the Department of Agriculture, Govt. of India is normally expected to be present in the meetings of the state level Co-ordination Committee.

Criteria for Allocation:

The assistance of the Central Government for NREP is distributed to the states or Union territories(Ut) on the following basis -

- (a) 50% weightage is to be given to the number of agricultural labourers, marginal workers and marginal farmers in the state/ut.
- (b) 50% weightage is to be given to the incidence of rural poverty in state/ut.

Further, the State Governments distribute the assistance to the districts on the basis of the following:

- (a) 50% weightage is to be given to the agricultural labourers, marginal workers and marginal farmers in the districts,
- (b) 50% weightage is to be given to the incidence of the rural poverty in the district.

Diversion of allocation from one district to another district is not permissible.

Earmarking of assistance for Social Forestry, SC/ST works etc:

- (a) 25% of the annual assistance is earmarked for social forestry projects. 5% of this assistance is earmarked for promoting decentralised nurseries.
- (b) 10% of the assistance is earmarked for the benefit of scheduled castes or scheduled tribes.
- (c) Diversion of resources earmarked for social forestry and SC/ST to others is not permitted.

Wage Component:

Since the basic objective of the NREP is to provide employment to rural poor through creation of durable assets, upto 50% of the funds for the district may be spent for non

wage component such as cost of materials, administrative expenses, cost of handling materials and foodgrains, cost of equipment etc. The balance of not less than 50% is spent for wage component.

Type of works to be taken up under NREP:

All rural works of the nature of productive durable assets can be taken up under the NREP. Preference is given to the following categories of works:

- (a) Works of maximum direct and continuing benefits to the poor.
- (b) Works which can be owned by groups of beneficiaries.
- (c) Social forestry works on govt. and community lands.
- (d) Soil and water conservation works.
- (e) Minor irrigation works including flood protection, drainage etc.
- (f) Rural water supply.
- (g) Construction of sanitary latrines.
- (h) Construction of houses for individual members of SC/ST and fixed bonded labourers based on a micro habitat concept.
- (i) Construction of rural roads.
- (j) Construction of primary School, rural banks, godowns for storage of inputs, workshed for target group beneficiaries, market yards,
- (k) Works of dispensaries, panchayat ghar etc.

Annual Action Plan:

An Annual Action Plan is prepared by and approved by the District Rural Development Agency. This Annual Action Plan is divided into block wise and sector wise components. There are separate sub-plans under the Annual Action Plan for the social forestry and works relating to Scheduled Castes/Scheduled Tribes. The DRDA indicates the name of the agency responsible for execution and maintenance of the works included in the plan which is arranged in order of priority.

The size of the Annual Action Plan is determined on the basis of the allocation of the NREP to the district. The size should be one and a half or at least double the annual allocation so that in the event of any increase in the allocation in that year, adequate works are available for execution.

No works outside the Annual Action Plan are taken up for execution. Approved works are taken up only after the DRDA notifies the basic details of the date of starting and completion, employment generation, benefits likely to accrue and the groups to be benefitted. This information is sent to gaon sabha/gaon panchayat and the block committees.

Ban on contractors:

The works under NREP are executed by the agency mentioned in the Annual Action Plan by the DRDA. Contractors are not permitted to be engaged in the execution of works. No middle man or intermediate agency is allowed in the NREP so that the full benefit of the wages reaches the workers and the cost of the work does not rise for commission charges.

Evaluation Studies:

The state govt. is responsible for periodical evaluation of the NREP. The evaluation studies may be given by the central/state govts. to the reputed institutions for concurrent evaluation. The institutions are selected by the central govt.

Major achievements of NREP:

The Department of Rural Development under the Ministry of Agriculture, Govt of India has been undertaking concurrent Evaluation of the NREP since 11/87. The main findings on the achievement of NREP for a period of 3 months from 11/87 to 1/88 are presented summarily in the following lines:

- (a) The cumulative coverage of the villages under NREP comprises only 53% of the total villages in India. A sample survey of 131 villages per block shows that 61 villages did not receive any benefit under NREP.
- (b) About 96% of the works taken up under NREP are the felt needs of the community. These felt needs were assessed by gram sabha/gram panchayat.
- (c) The survey shows the works under NREP as under:
 - i) 29% of the works relate to rural link roads
 - ii) 20% of the works relate to construction of Primary Schools.
 - iii) 8% of the works relate to construction of Panchayat buildings/Mohilamandals/Dispensaries/Market yards.
 - iv) 7% of the works relate to construction of drinking water wells.
 - v) 5% of the works relate to construction of social forestry.
- (d) The standard of technical soundness was examined in 49% cases by the line departments and in 47% cases by the technical officers.

- (e) The works under the NREP were executed by -
- (i) Gram Panchayat in 39% cases,
 - (ii) Line departments in 18% cases
 - (iii) Beneficiary Committees in 14% cases
 - (iv) Others like Voluntary/Block Agency in 29% cases
- (f) The works under NREP were supervised by -
- (i) Block Junior Engineers in 75% cases
 - (ii) Officers of line department in 11% cases
 - (iii) Panchayats in 6% cases
 - (v) Others in 7% cases.
- (g) In about 32% cases seventy-five percent of the materials used in the work were locally produced whereas in 34% cases less than twenty five percent of the materials used in the works were locally produced.
- (h) 54% of the total cost comprise wages paid to labourers. Wages were paid in both cash and kind.
- (i) The proportion of unskilled workers to skilled workers was 90:10. The local participation of workers was 75%.
- (j) Different groups participating in the works were as under : In one classification -
- (i) 37% scheduled castes.
 - (ii) 20% scheduled tribes.
 - (iii) 43% others.
- In another classification -
- (i) 50% landless labourers.
 - (ii) 25% marginal farmers.
 - (iii) 20% small farmers.
 - (iv) 6% rural artisans
 - (v) 9% others.

(k) 33% of the workers belong to those whose income is less than Rs.3500.00 per year.

42% of the workers belong to those whose income is between Rs.3500.00 to Rs.6400.00.

26% of the workers belong to those whose income is more than Rs.6400.00.

(l) In 71% cases the distance between working site and labourers' residence is 1 km. and in 19% cases it is more than 1 km. and in 13% cases, workers are migrants.

(m) The benefits of the completed works are available to community in 86% cases.

(n) On an average, out of 30 days, the workers spend 14 days on NREP works, and 6 days on other work. Other members of his family also spend 5 days on NREP works and 10 days on other works in the same period.

Rural Landless Employment Guarantee Programme(RLEGP)

In India alleviation of rural poverty was one of the main objectives of the 6th Five Year Plan (1980-85). With that aim in view the National Rural Employment Programme was started in October 1980 and Rural Landless Employment Guarantee Programme(RLEGP) was launched on August 15,'83 with a view to generating additional employment in the rural areas particularly for the Landless Workers. From the study of 7th Five Year Plan of India (1985-90) it reveals that food, work and productivity constitute the three priorities and there is a continuity of RLEGP in the 7th Five Year Plan.

Objectives:

The programme has three basic objectives asunder:

- i) to improve and expand employment opportunities particularly for the rural landless labour with a view to providing guarantee of employment to at least one member of every rural landless labour household upto 100 days in a year.
- ii) to create productive and durable assets for direct and continuing benefits to the poverty stricken groups and for strengthening rural, economic and social infrastructure, which will lead to rapid growth of rural economy and steady rise in the employment opportunities and income levels of the rural poor.
- (iii) to improve the overall quality of life in the rural areas.

Preference to Rural Landless Labour in Employment:

In order to achieve the objective of the programme i.e. to provide employment to landless labour, preference has been given to women, scheduled castes and scheduled tribes for employment. Identity cards to the rural landless house-

hold have been issued, and record of employment provided to them for approved work is maintained in each RLEGP project. The state Govts through their concerned agencies issued such identity cards according to the instructions given by the Union Govt.

Period of Operation of the Programme:

Though the works under RLEGP can be taken up for execution during any part of the year, it was observed during the field visit particularly in the district of Gaziabad under UP, and Howra and South 24 Parganas under West Bengal that the State Govts have given stress on the concentration of labour intensive opportunities during lean agricultural period in order to provide continuity of employment to landless labourers.

Implementing agency for work projects:

During the field visit it has been observed that the State Govts indicate the implementing agencies for each project. Different agencies implement different work projects. Voluntary Organisations/Panchayati Raj Institutions are also entrusted with the implementation of the projects. The State Govts have the overall responsibility for planning supervision and monitoring^{of} the projects taken up under the programme.

States also entrust the Dist. Rural Development Agency (DRDA) for the implementation of works under this programme.

In order to ensure proper coordination and supervision at the district level, states sometimes release funds to the implementing agencies through DRDAs.

Participation of Voluntary Organisations:

Voluntary Organisations are involved in the implementation of the programmes. Funds are earmarked from RLEGP for implementation of the programme by voluntary agencies. Beneficiary groups are encouraged to undertake works under the programme like social forestry keeping their right of land development on assigned lands. The groups are not allowed to keep any link with the middlemen or contracting agencies.

Committee at the Central Level:

A central committee for National Rural Employment Programme and RLEGP has been set up at the centre to provide overall guidance, lay down guidelines and undertake review and for continuous monitoring of the programme. This committee is responsible for sanctioning specific work project prepared by the states under the RLEGP.

Committee at the State Level:

Similarly, in all the states there is a committee, namely, Co-ordination Committee for Rural Development whose responsibility is the planning, implementation, monitoring etc. of the programme at the state level.

Maintenance of assets created under NREP/RLEGP:

Any assets created under RLEGP are maintained by the respective State/Union Territory. For this purpose necessary allocations are made in the state budget and instructions are issued by the State Govts to the concerned departments. DRDAs ordinarily maintain those assets for which funds are not available. DRDAs maintain it from the 10% of the allocations permissible for maintenance of assets under NREP.

IRDP

In the vast country of India 76% of the people live in the villages. Poverty is the most serious problem with rural India. To remove this problem, the Integrated Rural Development Programme (IRDP) has been taken up. The objective of the IRDP is to provide assistance to the poor rural families whose annual income is not more than Rs.4800. The purpose of the assistance is to enable them to start some self-employment venture and thereby increase their income.

In the IRDP, the poorest families whose annual income is not more than Rs.3500 are assisted first so that their income rises at least to Rs.6400. The Target group of IRDP consists of (1) Small farmers who have land of 5 acres or less, (2) marginal farmers having land of $2\frac{1}{2}$ acres or less (3) agricultural labourers having no land but who derive more than 50% of their income from agricultural wages, and (4) village artisans. The poor families for receiving assistance are identified and selected through an annual survey and categorised according to their income. A list of the poorest of the poor families is prepared by the Block Staff on the basis of the survey. After the list is ready the Block Development Officer (BDO) calls a meeting of the Gram Sabha consisting of the local people, non officials, block and bank officer and prominent voluntary action group; and place the list before it for approval. In this meeting, the final list of the beneficiaries is prepared. When the list of the beneficiaries is finalised it is displayed on the notice board of the Block Office and Gram Panchayat.

In selecting the schemes for the beneficiaries the following principles of viability are considered:

- (1) they are interested in the scheme
- (2) they know the job, and
- (3) the raw materials are easily available and the finished products are easily marketed.

For the bank loan the applications are drawn up in a camp where the applicants, the block and bank officials, the officials of other relevant departments and cooperative societies are present. Such camps save time on the one hand and on the other hand the poor applicants do not have to run from one department to another for completing the formalities. It is the responsibility of the bank to process the applications and dispose them of within 15 days. The loan given by the bank on an interest of 10% is to be returned within 3 to 5 years. This can be returned in instalments from the benefit out of the business set up from the bank loan. Under IRDP, no security is to be furnished for loans up to Rs.10,000. In the Industry or service or business sector, loans up to Rs.25,000 can be given without furnishing any security. After the loan is sanctioned, the asset is procured and delivered to the beneficiary. The purchase is made by a purchase committee where the beneficiary is also included as a member. The assets thus purchased are branded so that they may not be misused or replaced. Animals, poultry and other birds purchased under IRDP have to be insured and the insurance instalment can be paid annually at a concessional rate. Compensation is paid for the insured animals in case of their death due to accident and other reasonable causes. Very easy procedures have been laid down for receiving compensation.

A death certificate of the animal obtained from the veterinary doctor is to be attached to the claim form. The insurance company pays the compensation to the bank or to the financing institution. The loan and the subsidy are paid off from the compensation amount and a fresh loan is given for purchasing another animal.

Besides IDDP, monetary assistance is provided by the Govt. also in the form of subsidy. Small farmers get 25% discount on the total cost of a scheme. The marginal farmers, agricultural labours and the artisans receive $\frac{1}{3}$ as subsidy. The maximum amount of subsidy is Rs.3000. But the amount may be raised to Rs.4000 in case of Drought-Prone-Area-Programme(DPAP).

Under the community-Minor-Irrigation-Scheme(CMIS) people can receive assistance for joint irrigation. In such scheme, for receiving govt. subsidy, there should be more than 50% small and marginal farmers and this group should also own at least $\frac{1}{4}$ of the total land to be irrigated. The expenses per farmer in such a scheme is in proportion to the land he owns. He receives half of his expenses in the form of subsidy. Subsidy can only be given to the community Minor Irrigation Scheme costing at the most Rs. 2 lacs per block.

For receiving assistance people can come together and form a cooperative society, A member of the society can receive half of the expenses of his scheme as subsidy. However, a member can not get more than Rs. 3000 in the form of subsidy.

TRYSEM

For the purpose of training the Rural Youth under IRDP, a centrally sponsored scheme 'Training of Rural Youth for Self Employment' (TRYSEM) was launched by the Govt. of India in the Deptt. of Rural Development on 15th August 1979. The main objective of TRYSEM is to provide technical skills to rural youth from families below poverty line to enable them to take up self-employment in the broad fields of agriculture and allied activities, industries, services and business activities. In this programme the age limit of target groups i.e families below poverty line is 18-35 years while age limit for carpet weaving activity is 14-35 years. Of the trained youths a minimum of 30% should be from scheduled castes & scheduled tribes while 33% should be women. The cost of training in the form of stipend etc. is met out of the funds set out for infra-structure, etc. under IRDP.

Strategy:

The identified youth are to be put through a period of training, either with a training institution or master craftsman to provide necessary technical and entrepreneurial skills. On the successful completion of training he is to receive a combination of subsidy and institutional credit under IRDP, the acquisition of an income-generating asset.

The components of the programme are - identification of beneficiaries; identification of vocations; identification of training facilities and selection of trainees and their vocations.

Training:

DRDA approves the syllabus for each trade. The syllabi, among others, include training in job skills as well as managerial skills.

Organisational support:

The DRDA is responsible for the implementation of TRYSEM. Involvement of all concerned Dist. officials is to be ensured by the DRDA. A sub-committee of the State Level Co-ordination Committee is constituted exclusively for TRYSEM. An Officer designated as Director TRYSEM is to look after the activities at the Head Quarters of the IRDP.

At the central level, the central committee on IRDP, presided over by Union Secretary, Deptt. of Rural Development is to oversee the implementation of the programme and provide policy guidelines.

Budget and allocations:

Stipend and honoraria costs under TRYSEM are met from within the IRDP allocation and no separate provisioning is required for that purpose. The shares of central govt. and the State Govt. are taken together and the total fund is transmitted to the approved institutions through concerned DRDAs.

Development of Women and Children in Rural Areas(DWCRA):

A programme has been undertaken for the rural families living below poverty line to bring improvement in their living conditions. This scheme is known as "Development of Women and Children in Rural Areas"(DWCRA). Women's income is spent on the welfare of their family members, specially on their children, for their diet, health and education.

The rural women are provided necessary training and also other necessary income generating activities. They are encouraged to form working groups so that they can become recipients of facilities and services available in rural areas more easily.

The target group of DWCRA is the same as that of IRDP i.e. families having an annual income of less than Rs. 4,800/-. However, under DWCRA the assistance is given to a group of women and not to individual women. Eligible individual women can receive assistance under IRDP as usual.

DWCRA was started in 1982-83 as a pilot project in 50 districts covering all states. The programme is being extended by phases to more districts every year. DWCRA was implemented in as many as 106 districts as on 31.3.88.

A group may be formed consisting of 15-20 women. The responsibility of forming these women groups lie with the gram Sevika. The women through discussion express their feelings freely, come together for an activity of mutual interest to all. After formation of these women groups, someone among them become APO, Mukhya Sevika to lead the

group to over-come their social and economic problems. The sevika is to educate the women group to a desired level, to maintain the linkage between the women group and the grass root level govt. functionaries.

If the group is registered it can get bank loan. Every member of the group can receive subsidy under IRDP rules. But each member will be individually responsible for the payment of loan. If the group is not registered it cannot get bank loan. However, every member of the group can receive subsidy and loan under IRDP in her individual capacity.

The group receives Rs.15,000/- as one time grant which is contributed by centre, state or UNICEF. This amount can be spent on the following: (a) To purchase raw materials and on marketing, (b) To pay the group organiser Rs.50 per month as honorarium for one year in addition to the travelling allowance, (c) To purchase equipments for income generating activities, i.e. handloom, sewing machines etc., (d) One time expenditure on child-care facilities. The group organiser receives Rs.200/- annually as travelling allowance.

All viable economic activities can be undertaken under DWCRA. The raw materials should be available locally at a cheaper cost and finished products should be easily marketable.

In addition, the department is setting up multipurpose community centres at the rate of one centre per DWCRA Block. This centre, apart from providing facilities for training, production and child-care also include residential accommodation. It also takes the responsibility for promotion of appropriate technology.

Other Components:

Training

The programme lays utmost stress on training for motivation, change of attitude and awareness building. Training programmes are organised for functionaries charged with the responsibility of implementation of the programme. Short duration orientation seminars are held for senior officials unable to spend much time away from their jobs. State government may draw up a list of core resource persons to impart training at predetermined time and place. It is to ensure that all functionaries incharge of DWCRA upto the level of Assistant Project Officer are trained at least once during a year. Curriculum for the training is worked out in details in advance so that the same message is transmitted to all functionaries and a proper attitudinal orientation is also built up.

Staff

The programme visualises one officer, preferably a woman of the rank of Deputy Secretary to the state government to be made incharge of the programme at the state level. At the district level, a woman officer is appointed as assistant project officer (Women's Development) to assist the project officer, DRDA, and supervise closely the implementation of the programme. The community Development(CD) pattern of block administration provides for a team of 1 Mukhya Sevika plus 2 gram sevikas.

One officer of the rank of Deputy Secretary with supporting Staff of LDC, PA and one messenger, the woman APO for each DWCRA district and one Gram Sevika for each DWCRA block are borne on the funds made available to the Department of Rural Development by UNICEF. The Department releases these funds to state government/DRDA, as the case may be.

The state government draws up job charts for these functionaries. In all cases, it must be ensured that the umbrella approach of BDO being co-ordinating officials to block and project officer DRDA at District Level is retained for DWCRA functionaries.

Project Support Communication:

The implementation of the programme also needs support of communication materials. The scheme, therefore, provides for preparation of literature, visual aids like film strips, slides etc. UNICEF provides funds directly on the basis of demand from the State Governments.

Assistance to Voluntary Agencies:

Govt. of India have earmarked funds for assisting voluntary agencies in taking up projects through budgetary resources. Funds for this purpose are channelised through Council for Advancement of People's Action and Rural Technology (CAPART), New Delhi. Guidelines for release of funds for such assistance are available.

Funding:

If the group is registered under the Societies' Registration Act, it can take loan from the bank as a group for economic activities. Individual women members will be entitled to subsidy as per IRDP norms and each member will be equally liable for repayment of the loan. In case the group is informal, it may not be able to draw loan from the bank as a group and there the composite loan may be disaggregated into individual loans and subsidies with the group guaranteeing the total amount of loan.

Skill Training:

TRYSEM is expected to cater to fulfilling the skill requirements for beneficiaries of DWCRA also. The curricula, duration of training and rate of payments to trainers and trainees requiring the same should be in accordance with the

norms of TRYSEM.

Funds for Training of Functionaries:

Funds for training of functionaries come from UNICEF. The NIRD acts as the model institution for all training activity under DWCRA. Within the norms evolved by NIRD, functional training may be organised at the state level. Funds for training will not be part of on-going budget of DWCRA, rather funds are made available on reimbursement basis by UNICEF to the State Government/District Rural Development Agencies directly. States may also avail of the funds of UNICEF directly for the state and district level workshop/seminars.

Supportive Services:

In keeping with the overall objective of DWCRA, the group is expected to develop a receiving system which will be effective in obtaining benefits meant for the target group. The group must, therefore, be able to take up facilities available for its members not only in the various rural development programmes, but also programmes being run by other govt. organisations and departments i.e. adult literacy, family welfare, balwadis, immunisation of children in 0.5 age group. Efforts need be made to see that the group assembles at a predetermined place and time, where functionaries of other departments can also teach them to transmit their message/services. This would also require effective liaison by development administrations with functionaries of other concerned Govt. Departments.

Role of District Rural Development Agency and Development Blocks:

Being a sub-scheme of IRDP, the major responsibility to plan, implement and monitor the scheme of DWCRA is also entrusted to the DRDA. An APO (woman) has been provided in

each such DRDA as member of the team who is the key person to co-ordinate and monitor the programme through the agency of development block. The development blocks have been strengthened by providing an additional Gram Sevika in addition to existing 2 Gram Sevikas and the Mukhya Sevika/Social Education Organiser as per old C.D. pattern.

Monitoring and Evaluation:

The scheme visualises an on-going participative evaluation of the programme to be conducted by the Gram Sevika, Mukhya Sevika, and members of the group. At half yearly intervals, the group along with Sevika and Mukhya Sevika may meet to discuss how far the objectives they had set out for themselves at the commencement of the programme and at the formative stage have been achieved; what benefits, if any, are being derived; what bottlenecks and problems were encountered and how they were surmounted.

This is recorded in a diary that the Gram Sevika must maintain and which must be checked by senior officers at identified intervals.

Chapter-V

Rural Area Development : A Conceptual Framework.

Integrated rural development is an approach which has gained currency in India during the last few years. It has been accepted as a multilevel, multi-sector and multi-section concept. As a multi-level concept it encompasses rural development at various levels in the spatial hierarchy, such as the viable cluster of village communities, block and district. As a multi-sector concept it encompasses development in various sectors and sub-sectors of rural economy such as agriculture, industry, education, health and transportation. As a multi-section concept it encompasses socio-economic development of the poorer sections of the rural population such as landless labourers, artisans, small farmers, marginal farmers, scheduled tribes and scheduled castes. This new concept of integrated rural area development calls for no shifts of population from villages to towns and no extraction of surpluses from agriculture to sustain industrial sector.

The integrated rural area development approach is based on a comprehensive survey of national resources, based on appropriate technology, equitable sharing of available resources and mass mobilization through process of education, training and research to enable every person to engage himself in a productive and socially useful occupation and earn an income that would meet at least his basic minimum needs. This approach covers all aspects of rural activity-agricultural or non-agricultural - involving a package of mutually balancing development programme.

The Backdrop

On the basis of certain pilot projects, the Government of India launched the Community Development (CD) Programme throughout the rural areas of the country in phases starting from October 2, 1952. The C.D. Programme provided technical

expertise under the leadership of a general administrator at the level of a block which corresponded roughly to a police station. The programme envisaged building of infrastructure through local participation and administration of techniques suitable for enhancing productivity or production in the rural areas. By the Third Five Year Plan, the entire rural area of the state of West Bengal was covered by C.D. Blocks and the programme could be stated to have reached its pinnacle.

The Planning Commission evaluated the programme and suggested that while major achievements of the C.D. Programme in terms of infrastructure building and in terms of enhancement of productivity/production were considerable, the extent of popular participation was not still satisfactory. The report suggested structural changes. The Government of India appointed The Balwant Raj Mehta Committee (1957) to go into this aspect and to recommend suitable institutional structures. The Committee recommended involvement of the people through Panchayat Raj Bodies based on universal adult suffrage. Accordingly, from 1958, panchayat elections were held in almost all the states and Panchayat Raj (PR) Bodies came into being. But it was observed after a few years that, with few exceptions, the Panchayat Raj Bodies had become moribund in most of the states and many of the developmental programme were withdrawn from the elected representatives of the people and entrusted to Government officers for implementation over the period from 1971-77, the PR bodies in most of the states were superseded and replaced by official administrators. Later, a second attempt at rejuvenation of Panchayat Raj Bodies was made.

During 1960s in the wake of continuous drought and nation-wide food shortage, priority in rural development shifted from broad based rural development to production and productivity oriented programme - specifically agricultural

development but later on encompassing also the development of fisheries, dairy etc. This was marked by launching of such programmes as LADP, LAAP, CADP, HYV programmes and various minor irrigation programmes.

Emphasis on such agricultural development programmes bore fruits in much higher agricultural production and productivity in 1970s; but it was later found that there was adverse impact on social justice. Despite large increase in agricultural production and agricultural income over the years/decade, the rural poverty had in fact increased and it was felt that the fruits of agricultural development were not shared by everyone equally but resulted in further concentration of wealth and assets in the hands of those who were favourably placed. From 1972, emphasis on rural development generally shifted to social justice and equity oriented programmes in the country as a whole with major emphasis on land reforms, beneficiary oriented programmes and area development programme (for the disadvantaged areas). Emphasis on the programmes continues till to-day and perhaps these have become the most important development programmes in the country at present. It is considered by many that the revived interest in Panchayat Raj Bodies from 1977 onwards has also been a result of the realisation that such programme could not be implemented through official agencies alone but are best implemented with the help of people's representatives.

The present set of programmes widely known as the anti-poverty programmes also consists of various beneficiary oriented programmes catering to disadvantaged target groups. These target groups include landless labourers, small and marginal farmers, rural artisans, scheduled castes, scheduled tribes, women and groups categorised as 'poor' (in terms of existing definition of 'poverty line'). Various components of the package were launched on a nationwide scale between 1978-79 and 1983-84. During the Seventh Five Year Plan(1985-90), a

comprehensive anti-poverty package has been envisaged to cater to the needs of the disadvantaged target groups.

Panchayat Raj:

Starting from 1977, there was renewed interest in rejuvenation and reconsideration of Panchayat Raj (PR) Bodies. The general elections of 1977 had brought political changes in the Government of West Bengal and many other states as well as at the national level. The political will towards a structural change leading to more effective involvement of the people in implementation of the rural development programmes was, further, available. A new West Bengal Panchayat Act 1978 made major structural changes and established PR Bodies on three tier basis— Gram Panchayat, Panchayat Samity, and Zilla Parisad; direct elections to the three tier Panchayat Raj Bodies co-option of women and scheduled caste and scheduled tribes to give adequate representations of these categories; and conduct of election on party lines. The new Panchayat bodies came into being in West Bengal in 1978.

The state government has entrusted major rural development programmes to the Panchayat Raj Bodies for implementation. Such programmes include the Food for works programme, Flood Reconstruction Programme, Drought Relief Programme, Rural Housing scheme, Rural Water supply, The National Rural Employment Programme (NREP), Rural Landless Employment Guarantee Programme (RLEGP), Integrated Rural Development Programme (IRDP), Training of Rural Youth for Self Employment (TRYSEM), Development of Women and Children/Rural Areas (DWCRA), and the decentralised planning and implementation of development schemes in the district plan sector. The Government is presently spending 50% of the annual plan allocation in the district plan sector with the involvement of Panchayat Raj Bodies.

While implementation has been largely entrusted to the Panchayat Raj Bodies, the State Government does retain certain measures of control over these bodies through the mechanisms of resolutions and implementation of resolutions of PR bodies by the machinery of the state. It has been made mandatory that gram Panchayat should convene six monthly meetings of the entire electorate of the Gram Panchayat (called Gram Sava) and place before them details of the work to be taken up in the Gram Panchayat area during that year and details of the works implemented by the Gram Panchayat during the previous year. This ensures greater public participation of development programmes and the electorate is also kept informed of all developments.

The Anti-Poverty Programme

As it has been narrated in the previous chapter, the Government has been implementing various anti - poverty programmes. This package of programmes can be roughly divided into two. On the one hand, NREP and RLEGP have the twin objectives of providing employments to the unemployed/ underemployed and building up infrastructure through such employment. On the other hand, IRDP aims at economic rehabilitation of families identified as poor through assistance from bank loan and government subsidy on a prescribed scale. IRDP is supported by two sub-schemes - TRYSEM for providing vocational training for people in need of such assistance and DWCRA for providing institutional support to the rural women folk.

Land Reforms

The objective of the land reform legislation in West Bengal was to do away with the intermediary interest, to break concentration of land in a few hands, to get the surplus land vested in the state, to distribute those lands to the landless and poor persons and also to give relief and security to Bargadars. The two principal Acts which were passed to meet the above objectives are :

- a) West Bengal Estates Acquisition Act, 1953.
- b) The West Bengal Land Reforms Act, 1955.

The programme of land reforms launched by the present government in the year 1977 is a package of several components aimed at supplementing other governmental efforts for total rural development and for upliftment of the teeming millions in rural areas. The basic idea is not only to provide the landless and destitutes with cultivable land and homestead for their sustenance and habitation, but also to reach them other inputs so that they may stand on their own without depending on traditional money lenders and the landed gentry in the rural Bengal.

While distributing vested lands, it is ensured that the vested lands went to the genuinely deserving rural poor and for this purpose active co-operation of the Panchayat Raj institution was always taken. Recently, the Board of Revenue has asked the collectors to hand over the remaining undistributed vested land, excluding those hit by litigation, to respective panchayat samities for management for the purpose of community use like park, social forestry etc.

Bargadars (Share croppers)

Share croppers known as Bargadars do not enjoy the right of raiyats. Their rights are regulated by the West Bengal Land Reforms Act, 1955.

The West Bengal Land Reforms Act recognises only two modes of cultivation viz (i) personal cultivation by the raiyats and (ii) cultivation by share croppers. The unrecorded share croppers were the only insecure tenants on land. A number of rights have been given to the share croppers under the provision of the West Bengal Land Reforms Act viz -

- (i) Their rights have been made hereditary;

- (ii) Their share has been increased from 60:40 to 75:25;
- (iii) Ample protection have been given to them against their eviction by the landlords;
- (iv) Offence of illegal eviction by the landlords has been made cognizable and punishable with fine and imprisonment or both;
- (v) A copy of the record of right is given to the share croppers. An intensive drive for recording of share croppers was started in July, 78 under the style 'Operation Barga'.

The drive is still continuing, large numbers of share croppers have been recorded because of a joint effort of the administration, peasants organisations and panchayat raj bodies. The success in this programme is an indication of the efficiency of people's participation in rural developments.

Institutional Finance to Bargadars and assignees of vested lands

To reduce the dependence of poor cultivators on big land owners and traditional money lenders for loans, the Board of Revenue has organised scheme since 1979 for institutional finance, such as short term loans advanced by commercial banks to Bargadars and assignees of vested lands. The interest subsidy is provided by the state government.

House sites to certain category of rural poor:

House sites have been provided to certain categories of rural poor by implementing the West Bengal Acquisition of Homestead land for Agricultural labourers, Artisans and Fishermen Act, 1975. With the assistance of Panchayat Raj institutions it has been possible to confer title of ownership over homestead lands on about 2.32 lakh beneficiaries under the said Act till 31.12.87, out of which about 1.42 lakh i.e. 61% belong to SC and ST.

A Single Khatian and Krishak Pass Book

In the current revision of record of rights, a single consolidated khatian is being prepared for each raiyat in respect of all his lands situated in a village. This 'One Raiyat - one Khatian' will provide the basic data for the preparation of Krishak Pass Book, which like Bank pass book, will be continually updated whenever a land is inherited, mortgaged, transferred etc. It will not only make the revenue administration prompt and methodical, but will also make it easier for a raiyat to get bank loan etc.

Constitution of a Land Corporation

It was sometimes contended that because of existence of bargadars, small land owners might not be able to sell their lands in the open market even when in distress. Provisions have been made in the West Bengal land Reforms Act to tackle this problem by constituting land corporation. The object of the corporation will be to advance loan to the recorded bargadars of a land for purchase of that land, provided the owner, being in distress, wanted to sell this land but has failed to sell it in the open market on account of cultivation by bargadars and also provided that the owner does not hold more than one hectre of land. This will not only enable small land owners to sell their lands when in distress at a reasonable price but will also enable the bargadars of such lands to be its owner in course of time.

Chapter-VIRole of Training Institutes in India

To fulfil the national commitments, the government of India has adopted and advocated several kinds of strategies and devices to enhance the skill and efficiency of the manpower in every field of political and social life. Besides the economic plans, government of India has taken some administrative measures to change the lot of common people. As a result government of India has rightly emphasised the role of Training Institutions of the country to train the government officers, management officials of public enterprises and the supporting staff of the government for enhancing their skill and efficiency. With this end in view the government has set up a number of Training Institutes in different places of the country out of which the study team visited the following:

- 1) Indian Institute of Public Administration(IIPA), New Delhi.
- 2) Administrative Staff College of India (ASCI), Hyderabad.
- 3) National Institute of Rural Development (NIRD), Hyderabad.
- 4) National Institute of Small Industries Extension and Training (NISIET), Hyderabad.

Short description of the activities of the above institutes is given below :

- 1) IIPA : The Indian Institute of Public Administration was set up in March, 1954. It was formally inaugurated by Shree Jawaharlal Nehru as the first President of the Institute.

The main aim of this institute is that it should stimulate a proper study of Public Administration and train directly a number of persons in the discipline, art and practice of administration and also act as a catalyst in various fields of

administration in the country. Through a programme of training, research, consultancy, conferences and seminars, case studies, publications of journals and volume, the institute has by now made its contribution to the various sectors of public administration at the centre, state and local level.

Area of specialization :

Over the last several years there has been a considerable increase in the demand for the institutes service in Training, Research and Technical Advice. The Institute has therefore, expanded its functional areas and it has 11 divisions comprising:

- 1) Behavioural Studies and Personnel Management
- 2) Criminal Justice Administration
- 3) Financial Management
- 4) Management System
- 5) Public Enterprises
- 6) Public Policy and Planning
- 7) Centre of Rural Development Administration
- 8) Social Welfare Administration and Social Development
- 9) Centre for Urban Studies
- 10) Environmental Studies
- 11) Corporate Studies

Objective of the Courses :

The Institutes' training courses are drawn up to enable senior and mid-level administrators of Central/State/Union Territory governments and Public Enterprises to appreciate recent developments in administrative management services and to equip themselves with new techniques and cultivate new values. The interaction among academicians, policy makers and administrators in the intimate objective environment of the Institute is a special feature of the training techniques.

During the ^{team's} visit to this Institute, it was carefully noted that the Institute having an independent character is planning its role in its major areas of training, research, consultancy, case studies and publications. In the year 1987-88 this Institute was assigned to do 13 research and consultancy work in the field of rural development. Besides the University of Punjab would be conferring M. Phil degree to the successful post-graduate participants of advanced professional programme in Public Administration which has given more importance to these training programmes in the academic field conducted by this Institution.

This Institute has also taken the task of case studies on "Managing Poverty Alleviation".

Publication side of this Institution is also worthy to note. The Indian Journal of Public Administration (quarterly) continues to be one of the leading journals in the field of Public Administration and enjoys world wide reputation.

This Institute has got another faculty known as Centre for Rural Development Administration which conducts research, consultancy, Training programmes and discussion in the area of policy planning and implementation of Rural Development Programme. The training programme and four research studies namely - (1) Evaluation of Economic Condition of assignees of ceiling land (Haryana, Karnataka and West Bengal), (2) Bench Mark study of Socio-economic condition and growth potential of draught districts of West Bengal, Haryana and Jammu-Kashmir, (3) Analysis of credit linkage in IRDP, (4) Managing poverty Alleviation : Inside from the field.

This Institute is maintaining a very rich library of 1,52,444 volumes of books and subscribing to 501 journals around the world since journal is the only mode of communication with the modern world.

2) ASCI :

The Administrative Staff College of India, Hyderabad in Andhra Pradesh, one of the oldest institutions of India was chartered in 1956 by the government of India with the active support of the Indian Industries in order to respond to the need to build a pool of senior executives and administrators on whom would rest the important responsibility for speeding India's plan for Socio-economic development. Along with the Indian Institutes of Management which were subsequently set up with the government support, the ASCI as it has come to be known to-day has emerged as a pace-setting institute in the area of management development in South Asia. ASCI's hallmark is in its primary focus on post experience management development programmes which provide the latest management know-how to corporate managers, public administrators and political executives who provide leadership to various sectors of economy and society. This Institute is also known for pioneering management consultancy in India and promoting research on Indian management. In its management development programmes ASCI participants are drawn from the government systems as well as from public and private corporate sectors.

Participation of top executives from different sectors provides healthy interaction and promotes inter-sectoral, holistic perspective so essential for integrated socio-economic development.

ASCI is a totally autonomous and self financing institution registered as a society under the Societies Act 1860 and is managed by a court of governors.

Areas of Specialization :

The areas of specialization of this Institute are Economics, Organizational Behaviour, Personnel Management and Industrial Relations, Operation Management, Finance, Marketing,

Computer and MIS, Agriculture and Rural Development, Social Service, Energy, Environment, Science and Technology, Public Enterprises, Public Systems and Policy. The areas collaborate closely in respect of the college activities where more than one discipline is called for. The three academic activities i.e. Management Development, Management Research and Management Consultancy are institution wide coordinated by the Activity Chairmen each of whom heads committees responsible for activity planning, coordination and control.

Management Development Programmes :

The ASCI opened its door in the year 1957 with the Senior Executives Programme in General Management of a comparatively longer duration. The college has increasingly turned its attention to offering specialized functional courses tailored to specific requirements. The college also offers, in collaboration with the Bureau of Public Enterprises, an Advanced Management Programme specifically suited to the needs of the large and growing cadre of Public Sector Corporate Executives. In 1988 it launched an Advanced Management Programme which was open to General Managers, Directors from public and private sectors besides top executives from financial institutions and governments of developing countries.

These general management programmes are supplemented by a variety of functional courses of short duration. Such specialized courses are - Production, Maintenance, Material Management, Marketing, Sales Management, Computer Application and MIS, Personnel Management, Human Resources Management and Leadership and Organization Development. Some Sectoral Programmes are also offered, e.g. Management of Health and Education System, Trade Union Management, Technology and R & D and Command Area Development. It is worthy to note that in this institution labour leaders are being trained to give effective leadership in order to project the interest of the labourers and also of the Company/ Industry.

Learning Technology :

The college is known for its flexible approach to learning technology. The faculty uses a variety of techniques, such as lectures, Case Studies, project work, exercises, simulation, syndicates, unstructured group work, computer demonstrations, field visit to local enterprises, audio-visual presentation etc. A closed circuit television, video recording system is available for faculty use. The emphasis on all these is to involve the participants and to make the learning participant centered. This also enables the participant to learn, develop and grow as an individual; to understand his contribution in the group/syndicate and provide opportunity to practice skills including those related to transfer of learning in organizational settings.

Consultancy :

ASCI is the first institution to promote management consultancy in India. It realized at a fairly early stage of its growth that in order to promote management development, the college faculty should get real life organizational exposure through management consultancy. This College, therefore, has institutionalized the consultancy activity and has been offering consultancy support in various disciplines like urbanization design, MIS, Computer application, corporate planning and Management of various functions like Marketing, Finance, Operations, Personnel etc to large corporations and government departments.

Style of Consultancy :

It is the belief of the institution that consultancy activity should catalyze management actions to improve the effectiveness and obtain desired results in the area of consultancy. The college also views successful implementation of recommendations made and continued relationship with the client organization as indicative of the quality of college consultancy.

The college undertakes a preliminary investigation before taking up a consultancy assignment. This is necessary to diagnose the problem, methodology and design of the study so that a comprehensive proposal can be formulated and submitted to the client. The proposals are discussed in a core group of professionals so as to bring to bear the collective expertise of the group as a whole in formulating the consulting approach.

The college adopts a multi-disciplinary approach to management consultancy drawing upon the different specializations available among the faculties. The college has a proven record of successful consultancy service and enduring relationships with many organizations in the country. So far this college has carried out a number of consultancy assignments sponsored by the various UN agencies, EEC, World Bank, USAID, Ford-Foundation both in India and abroad.

Research :

The college views research as a necessary activity for accumulation of reliable and adequate data about managers and organizations in the Indian environment. The college is thus committed to the generation of knowledge for rational decision-making in important areas of the national economy, and to the application of managerial tools and techniques for the effective management of resources. Some of the research projects reflect the individual faculty and are primarily concerned with the current issues of interest to management such as participative management, decision making in government, evaluation of management training, appraisal system, white collar unionism, project management, problem of executive trainees, organizational culture etc.

Computer Centre:

The college is now equipped with a new computer system VAXII/750 with 2 mb memory besides several dozens of micro-computers. The computer is used basically for demonstration to the course participants and for hands-on experience. The major use of this facility is to provide support in research and consultancy.

Publication, Library and Information Centre:

More than five hundred local and foreign journals have enriched the library which also carries 60,000 book volumes for the participants besides hundreds of its publications. In fact collection of book volume does not satisfy the participants for which increased number of current journals are procured from all over the world.

3) NIRD:

Established in 1965, it is an organization of the Department of Rural Development, Ministry of Agriculture, Government of India.

Rural Development is an unique experience in Indian socio-economic development. To achieve this mission several development programmes have been initiated by the government. The NIRD has been a contributing factor to help the government to achieve the target. The main thrust has been in the fields of research, producing nearly 300 research studies to the credit of the Institute.

Besides this gigantic research work, NIRD has also undertaken training programmes covering different themes such as (1) Management of agriculture extension (2) Micro-planning (3) Poverty Alleviation (4) Rural organization (5) Environmental Management (6) Transfer of Technology (7) Human Resources and Behavioral Management (8) Rural Industrialization (9) Women's development (10) Welfare of the disadvantaged group (11) Decentralized administration and Panchayat Raj (12) Rural Energy and (13) Information Management.

Accelerated rural development is the national mission of to-days India where NIRD is playing a vital role since its training programmes derive strength from knowledge based on field research. The experience sharing in academic environment stimulates free interaction among participants and helps to promote competence and commitments.

The Seventh five year plan aims at improved work ethics and greater pride in work through training at different levels. This decision to provide Refresher Training to Senior administrators is a welcome move to actualize the objectives of raising efficiency, developing sensitivity and responsiveness to the people's problem. Responding to the suggestions from the government NIRD has accepted the challenge to conduct need based training programmes for the officers belonging to the IAS and Indian Forest Service (IFS) on specific theme.

Accordingly, short programmes are organized around the core specialization of the Institute in planning and implementation of rural and agricultural development programmes. The aim of these programmes is to sensitize participants to national concerns in the area of poverty alleviation and agricultural growth and provide opportunities for exchange of experience and discussion on values, ethics and attitudes with a view to developing confidence to face problems.

Besides these short programmes of 1 week, another programme^{is} being run for 4 weeks with participation of senior IAS officer having 17 to 21 years of service in the government where policy analysis and management for agriculture and rural development are assigned. This programme is designed to promote understanding of the Policy analysis keeping in view the human, technological, social, economic and population distribution. The aim is to provide knowledge input, orientation to management skill and understanding of human behavior.

Training of people's representatives is one of the major concerns of this Institute. Specially designed programmes are offered by NIRD for members of Parliament, members of state legislative assembly and also for zilla parishad.

In fact, NIRD visualizes a great challenge in responding to training needs of a large number of officials and non-officials involved in the tasks of administration and management of rural development. NIRD's endeavour is to provide training, research and consultancy support to the administrative system and help evolve a responsive managerial culture committed to :

- (1) Simplification of procedures
- (2) Enforcing accountability
- (3) Evolving monitoring system at different levels, and
- (4) Attending promptly and systematically to public grievances.

Besides research and training programmes NIRD has appreciable contribution in the field of publication. A specialized library having more than 100,000 book volumes on rural development followed by more than 500 local and foreign journals have brought this institution in a healthy academic atmosphere.

4) NISIET :

As a strategy for promotion of small industry during the national 3rd 5-year plan, the central Industrial Extension training Institute was set up in 1960 in New Delhi. It functioned as a government department for providing in-service training to the officers of the Small Industries Development Organization, Government of India and the State Directorates of Industries. In the year 1962 that institute was shifted to the present campus in Hyderabad for which the land was donated by the government of Andhra Pradesh. Renamed as the National Institute of Small Industry Extension and Training, it started functioning as

an autonomous society under the Ministry of Industry, Government of India. During 1963-67, this Institute received liberal assistance from Ford-Foundation. Recently the Institute has been recognized under the "Centres of Excellence" programme of UNIDO.

Objectives :

Development and promotion of small industries is the ultimate goal of this Institution. In the beginning the scope was confined to training and extension function. But with a view to meeting the changing needs and challenges, the Institute has expanded its sphere of activities. Equipped with manpower and infrastructure facilities the Institute has diversified its programme to undertake training, Research, Consultancy, documentation and Information service.

Within this short span of time this Institution has earned a name of a premier National and Inter-national Institution in training and research for Small Industry Promotion and Extension. The growing demand for its broad based services and the increasing number of international participation in training programmes bears testimony to its contribution in the field of promoting small industries. Since its inception, about 76 countries including Bangladesh have attended the training programmes organized by the Institution. Worthy to note that till 1987, 144 participants from Bangladesh participated in the training programme which is considered to be the highest in number so far the foreign participants are concerned.

Internally this Institute is maintaining 6 departments namely - (1) Applied Behavioral Sciences (2) Communications (3) Consultancy (4) Documentation (5) Industrial Development (6) Industrial Management.

Applied Behavioral Sciences :

This department is primarily concerned with the application of behavioral science to small industry development. Its major activity are in 5 subject areas - (a) Entrepreneurship development (b) Executive Development including attitudinal change (c) Training Methods and skills (d) Organizational behavior (e) Industrial Extension. This department conducts training programmes and undertakes research studies on various facets of 5 areas. This department experiments with a wide variety of training method to broaden and deepen its capabilities. It offers trainers development courses, development courses on training methods and skills for both national and international participants.

Communication :

This department has expertise for conducting training programme and undertaking empirical research on organizational communication, audio-visual aids and Development Communication through mass media. At present national courses on the use of A-V aids in training are being conducted regularly.

Consultancy :

The consultancy department with qualified and experienced professional in Engineering, Chemicals, food, electrical etc. rendered consultancy service on
 (a) Product and project identification (b) Product oriented entrepreneur's development programmes (c) Modernization of small units (d) Identification of sources of Technology, Planned machinery and materials for manufacturing of specific products (e) Formulation of product of small and medium industry (f) preparation of feasibility and project reports (g) Revival of sick Industry (h) Ancillarisation.

Documentation :

The documentation department of NISIET also known as the Small Enterprise National Documentation Centre was set up in

1971 with a view to building a strong information and data base for the technological and managerial advancement of small Industries. The centre has linkages with other national and International institutions not only to serve as a clearing house but also to provide need based documentation services.

Industrial Development Department :

This department concentrates on training, research and consultancy for Industrial development. The training courses are primarily designed to help efficient implementation of promotional schemes and improve skills of functionaries as well as entrepreneurs.

The chief theme of the courses are :

- Industrial Infrastructure Development
- Area Planning and Programming
- Feasibility Survey and Analysis
- Ancillary Development
- Backward area Development
- Techniques of economic investigation
- Development of weaker sections
- Development of artisan enterprises
- Small industry promotion in developing economics
- Planning and Promotion of agro-industries.

Industrial Management :

This department serves three distinct functions namely, Training, Research and Service. The training function is diversified. Some of the courses conducted on a regular basis are :

- Production Management
- Material Management
- Financial Management
- Marketing Management
- Export Management
- Financial Statement analysis

- Working Capital Management
- Revival of sick units.

It will be seen from the foregoing discussion that our training group's study tour to different provinces of India has been very fruitful. The group through its contact with Indian Administration, her training system, her economic development efforts, specially her emphasis on poverty alleviation and rural development programme has acquired valuable information and experience. For its significance to Bangladesh the group emphasises the following points :

- a) Our training centres should be fully autonomous in character wherein training could be imparted independently and consultancy and research could be done objectively.
- b) Publication of our training institutions in comparison to that of India is very poor which should be geared up.
- c) Following Indian experience our training Institutes should develop their own faculty and dependence on deputation should be minimized.

Chapter VII

Findings and Recommendations

Rural Development Planning strategy in Bangladesh would likewise follow the similar pattern like India but its own rural problems and characteristics would call for re-oriented policies and programmes. Bangladesh represents a typical case of a predominantly rural economy. Few characteristics of Bangladesh rural areas need emphasis for formulating the appropriate planning strategies.

First, judging from the standpoint of contribution to GDP (^{about} 48 percent by agricultural output), about 80 percent of the population being engaged in agricultural pursuits and because large share of export earning (about 80 percent) comes from agriculture, development of rural areas is a must. Particularly, agriculture holds the key to the country's economic development.

Secondly, Bangladesh is also one of the poorest countries in the world judged by any international standard. Starvation and malnutrition are most common among the rural folks. The real income of the rural people specially of the wage earners has, of late, declined considerably due to lack of enough job opportunities and severe inflation affecting the economy. Statistics have shown that the real income of the agricultural wage earners in recent years has declined by a little less than half of the same in 1955. Rural planning strategy would thus call for increasing production and resource use and controlling inflation through increased supply of output.

Thirdly, the rate of under employment among the rural population is massive and the prospect for off-farm employment is quite limited. According to one estimate, the rate of underemployment in the rural areas is about 35 percent. The development strategies would, therefore, have to be such as would allow more absorption of labour in agriculture and allied occupations.

Fourthly, the rate of population growth is one of the highest in the world partly as a result of a declining death rate caused by improved health measures and partly of high birth rate. An effective population control among the rural masses should be one of the priority programmes in the development strategy.

Fifthly, income inequality specially due to land ownership is fairly high. According to the data in the Master Survey of Agriculture, one fourth of the rural population own about half of the land area. People with no land or a very small quantum of land are the ones who have the lowest level of income. Increase in the absolute level of income and measures to curb land polarization will be the corner stone of rural development policies in Bangladesh. Differential access to modern agricultural inputs, locational and regional differences and differential initial land holding by the relatively rich farmers tend to increase income inequality.

Sixthly, rural areas have labour, land and capital resources which when properly mobilised would help to increase employment and income, and improve the living conditions of the rural life. A comprehensive plan in this respect needs to be drawn up and effectively implemented.

The problems in the rural areas are so complex and the suggested areas of focus are so varied and extensive that all of them can not obviously be attended to at the same time however desirable they might seem from the stand point of overall development. Recognising the limitations of resources-monetary, human, material and managerial, the planning exercise must set the order of priorities in the programmes and policies and establish the sequence of action programmes keeping in view the prime objectives. While there may be other important areas that might deserve closer attention, the first step in devising an appropriate integrated rural development policy is to clearly identify the causes of rural poverty and suggest realistic measures that would reduce poverty, unemployment and income inequality at the same time. In improving the quality of rural life, education and health care may appear important but the starting point has to be to increase agricultural productivity supported by programmes for rural diversification. This is important because rural income will rise only through productive employment and effective use of resources. Without a rise in income and production whether aggregate or per capita, no major improvement of permanent nature in rural life can be expected, however liberally the govt. may inject money in the rural areas for all round improvement. It is, therefore, essential that the critical initial efforts be directed towards agriculture including animal husbandry, fishery, forestry and cottage industry. As already noted, agriculture and other productive sectors in the rural areas not only dominate the national economy but also overwhelm the rural economy. Increase in cropping intensity and intensive use of productive sectors like rural industries, fisheries and livestock would increase the demand for labour not only in

their process of production but also in increased marketing and processing activities. Rural employment and income can also be increased especially in the off-season through initiation of rural works programme and food for works for the landless labourer. These programmes will not only provide additional income to the rural poor but also contribute to the development of infrastructure like roads, bridges, culverts, drainage and irrigation facilities, storage, etc.

Few important policy measures will also form a part of the development strategy. In all rural improvement programmes, labour intensive technology suited to rural people's ingenuity and skill needs to be encouraged. Land reform measures providing for lower ceiling on land ownership need to be vigorously implemented. Small farmers and share croppers ought to be provided with appropriate access to opportunities for modernisation. They may also receive preferential treatment in respect of input facilities and extension and other services. Crop or rent sharing need to be rationalised and regulated in such a way as to provide greater incentive to the share croppers. Indian experience may help us to ensure social justice to the rural poor and to evolve an institutional mechanism to induct the landless to the productive efforts.

More drastic population control measures than the ones hitherto followed require to be carefully drawn on a region basis and systematically enforced. Besides, encouragement of general education to prepare rural population for outside opportunities and functional education programme need be developed so as to equip them to apply modern techniques and methods in rural development programmes. Rural health care programme also need be devised to create bare foot doctors who would stay within the rural areas and render services to the rural folks.

Here some observation on the procedures and methods of drawing rural development plan is necessary. A comprehensive rural development plan as outlined in the preceding section would necessitate planning from below which is hardly done in most countries including India. Experience has shown that a macro plan especially with respect to its agricultural and rural development components suffers from serious aggregation problems and as such often becomes unrealistic. For example, the objective and targets which are set in aggregate terms without recognising the harder realities of implementation in the field, hardly ever gets realised. For successful results, the planning for agriculture and development can not be all top down. Such a plan must be drawn from the grass root level. Some experts suggest to draw up such plans from the lowest administrative unit in the rural areas. An upazila based plan, according to the felt needs of the people living in the village, would facilitate building up of an inventory of the facilities and problems that exist within the upazila with its capacities and bottlenecks, the level of productivity of the crops grown, the cropping pattern and intensity, infrastructure base with respect to irrigational facilities and potential, roads, marketing, storage facilities, etc.

A decentralised planning approach will enable to identify the magnitude of rural poverty, the problem of the disadvantaged groups and the potential for rural diversification. Area development based on the determination of local capacity and potential has a greater chance of success in achieving targets than under a broad generalised plan. While micro-planning is advocated for greater realism, macro planning will also be needed for fixing national priorities, resource allocation, maintaining regional equity and inter-regional balance etc. Though local planning is increasingly

being advocated, there are a good deal of operational problems in executing and planning procedures and activities. Besides administrative difficulties in drawing such plans, the major problems in executing the plans will be the limitation of resources which may require curtailment of many of the programmes. So a feasible rural development plan has, of necessity, to be resource oriented rather than merely need oriented. Above all, political will must ensure implementation of feasible projects.

Observations

- 1) Due to contrast in cultures, urbanizations, historical and particularly colonial experiences, resources and environment both of central government of India and state governments play a necessary and vital role in stimulating and inhibiting meaningful and self-sustaining rural development through research, training and extension services, backed by providing assets in the form of land, water, forest and capital. For achieving the objectives of rural development and poverty alleviation, a package deal approach and its implementation through Panchayat Raj bodies have been found most appropriate. The successes have been due to institution building, training, decentralised administrative set up and committee system from Gram Panchayat level to district level having directly elected public representatives and making the accountability of scheme/projects to Gram Sava on six monthly basis which have generated people's participation in the programme/projects. Above all, these peasants organisations with strong political will have been formed to achieve much in alleviating rural poverty.

- 2) The integrated rural area development approach has been coined for those situations where planning objectives has some or all the following interrelated approach in common.
 - a) To improve the living standard or well being of the mass of the people by ensuring that they have security and that their basic needs such as food, shelter, clothing and employment are met.

 - b) To make rural areas more productive and less vulnerable to natural hazards, poverty and exploitation and to give them a mutually beneficial relationship with other parts of the local, regional and national economy.

 - c) To ensure that any development is selfsustaining and involves the mass of the people.

- 4) To ensure as much local autonomy and as little disruption to traditional custom as possible.

It aims at realisation and upholding of creative potentials of rural people basing on local resources through various projects/programme by imparting them training in specific fields and giving them financial and capital support with/through follow up, monitoring and auditing, with the ultimate objectives to let the rural poor, particularly landless and disadvantaged groups to stand on some economic footing so that they may become self-reliant and the projects/programmes remain self-sustained, and thereby alleviate poverty and push up the poor above the 'poverty line'.

Integrated approaches of rural development not only cover agricultural matters for boosting up production, but ^{also} give stresses on all aspects of rural society, economy leading to a 'balanced' development of economy so that down-trodden people may stand up and at least have the means to get the basic needs.

- 3) The following policies are being pursued in the specific fields as below :

- (1) land policy
- (2) technology policy
- (3) employment policy
- (4) education, research and extension policy
- (5) rural institution policy
- (6) price policy
- (7) insurance policy
- (8) linkages with the rest of the economy.

The rural development planning in India is found "optimally balanced" having different goals and targets. It is a multi-faceted concept and it places emphasis on bottom up planning at grass root level and as the plan is a long term on-going process, every year

new Action Plan is approved and the executives acting from District level to Gram Panchayat ensure that the plan targets are achieved and its benefits reach the rural people and its accountability is ensured to gram sava on six monthly basis.

It has been observed that local participation in the rural development efforts through local decision-making and local institution has been emphasized by all nationalist, s social reformers interested in rural development. The approaches emphasises self-government and spontaneous and voluntary effort induced by local and rural leadership.

To sum up, the observations regarding the theme of rural development in India a few highlights are cited below:

- (1) A policy of democratic decentralisation having directly elected representatives in the three tier 'block' system i.e. Gram Panchayat, Panchayat Samity and Zilla Parishad; Women members are also nominated, if not elected; and a member of the legislative body also remain member of such bodies.
- (2) Formulation of plan/projects at Gram Panchayat and its execution by them through participation by local people when the plans within the frame-work of yearly Action Plan is approved by the concerned authority, and its implementation and accountability to Gram Sava on six monthly basis are ensured.
- (3) Listing up of landless, small farmers, marginal farmers by the Gram Panchayat, and selection of genuine beneficiary through the mechanism of Panchayat Raj bodies with collaboration from the Government officers at block level and Zilla Parishad level.

- (4) 'Loan recovery camp' at Gram Panchayat ensures recovery of loans', and the defaulters fail to qualify for further loan if the earlier loans remain unpaid.
- (5) Arranging of training for human resource development, and after being trained at the cost of Government, the poor, target group or individual is provided with capital, technology, loan with subsidy from government for the productive purposes so that in the long run they become self-reliant and the process with a view to bringing them above poverty line through phases, and evaluation and research undertaken stage by stage to see the impact of rural development policies of the government.
- (6) A strong political will plays a vital role to achieve area, regional and national target in various specific fields through honest, dedicated and devoted leadership in the block level creating awareness in the rural people through formation of organisations and groups.
- (7) Planning in specific fields is based on local resources. Labour intensive programme/projects are given priority.

Findings in the Context of Bangladesh

- (1) Panchayat samity system at Block level is apparently similar to that of our upazila system with the difference that the execution of programme/projects are vested in the body of Gram panchayat and its implementation and accounting to Gram Sava on six monthly basis have generated people's participation in alleviating rural poverty and that plans are formulated at Gram Panchayat instead of block level. In our country plans are usually formulated at the upazila level.
- (2) Leadership comes up from the mass particularly from small and marginal farmers. Local elites have almost no role to play. Because of this leadership at local level they are in a position to ensure that they are not exploited by the local elites.
- (3) Land reforms are being gradually implemented through panchayat Raj bodies and they have succeeded in many respects; and this has contributed much in removing poverty from rural society providing assets to the landless in form of agricultural land, afforestation land, fishery, homestead land together with financial, and administrative support from the Govt. These systems are found better than those of the systems existing in Bangladesh.
- (4) The landless individuals, target groups, small farmers, marginal farmers are given access to inputs like fertilisers, seeds, credit, organisational support with the help of government machineries, followed by monitoring evaluation, and auditing, with better effectiveness than in Bangladesh.
- (5) Above all, it has been found that a national awareness has been created among the rural masses to improve their lot through availing of facilities provided by the government, which in turn, have a strong political will to alleviate rural poverty following the measures in specific as under :

- (1) Rural Industrialisation + Small and cottage industries;

- (2) Self-employment programmes;
- (3) Boosting up of agricultural production through the use of HYV technology;
- (4) Target group approaches basing on local resources;
- (5) Providing for extension services & research;
- (6) Afforestation;
- (7) Employment guarantee measures throughout the year through various schemes/projects/programmes;
- (8) Providing for marketing facilitating.

All these may attract the attention of the government of Bangladesh to incorporate the beneficial aspects of the various schemes/programmes in the framework of rural development in Bangladesh through in-depth study and research

Strong political will and participation by the people at grass root level/ ~~are needed with~~ the objectives to see that the programmes/projects undertaken remain self-sustaining and give better results in terms of production, productivity, employment and income generation so that these can help to alleviate poverty from the rural society of Bangladesh.

India has been making progress in the fields of rural development slowly but steadily with target objectives basing on local resources through institution building, training, research and forming of organisation groups backed by honest, dedicated & devoted leadership as an on going process to bring the poor above poverty line. As a matter of policy they try to ensure continuity of projects/programmes/schemes through evaluation stage by stage, and they are found not lagging behind in the approach of total rural development covering all aspects of rural society with broader outlook to achieve national objectives through planning and

thereby to ensure a balanced growth, benefits of which may reach the poorer section of the people with equity and justice. This gives us an insight to incorporate these themes of rural development of India in Bangladesh as would be found appropriate for improving our approaches to rural development and alleviation of rural poverty.

Summary Recommendations

- 1) Small, marginal and landless farmers be grouped on 'homestead' basis and be provided with credit and other inputs to them for agricultural production as well as for other productive purposes and the process of organisational, institutional, financial linkages be construed until the 'homestead' as 'a unit' of development under the frame work of IRDP (Now BRDB) comes up above the poverty line. For this purpose, a package deal approach be launched with monitoring, evaluation, and follow-up.
- 2) Social Forestry scheme on the khas land, river side, road side and on the open and surrounding lands of public institution be launched, and for plantation of trees and maintenance, the landless and the disadvantaged women be engaged by giving them incentives to use the unused land.
- 3) Union Parishads be given more powers to formulate plans basing on local resources; and execute the same in consultation, discussion and deliberations with the village people on six monthly basis in the forum of 'Gram Sava' and the annual plan for various projects that would be taken in the Gram/ Union be listed up, published and made known to the people through publications, meetings and its cost and actual expenses also be made known to them.
- 4) An organisation for achieving the objectives of land reform, increased agricultural production and providing for assets to the small marginal farmers, and the landless and other disadvantaged groups and their accesses to credit, fertilisers irrigation etc. be formed on village basis and they may be given legal footing to bargain for their various demands for raising their incomes through productivity and self-employment.

5) Election of union parishad and Zilla Parishad be held on adult suffrage as is in practice now with the modifications to ensure that the local leadership comes from peasant class particularly from small, marginal farmers and landless people. Otherwise schemes like land reform and socially beneficial schemes aiming at increasing productivity, generating income and thereby alleviation of rural poverty could not be carried out successfully as local elites with their power structure would eat up the benefits in one or other way. Unless there is a strong organisational support from peasants at village level, it would be possible to implement the land reform measures which is a vital factor for achieving both food self-sufficiency as well as alleviation of rural poverty. As the theme of alleviating rural poverty in particular implies providing for some assets to the poorer section of people in the form of land, homestead and capital, they may be helped to stand on their own legs as socially recognized human beings.

6) A perspective plan for rural development and poverty alleviation with a package deal approach be drawn on area-specific basis covering each union; and its continuity be ensured until it achieves the target of rural development having emphasis on poverty alleviation matched with the national objectives of increased productivity in farm and non-farm fields, generates employment opportunities and income of the rural people. Credit, infrastructural and marketing facilities etc. be ensured through government machinery as an on-going and continued process until the objectives of perspective plan are achieved.

- 7) Better accountability in respect of project planning and implementation is needed in our country. There should be & system of reward and punishment for successful or unsuccessful implementation of programmes and projects.
- 8) Our Training Institutes should develop their own faculty make more research on Rural development and poverty alleviation.

Tour Programme

Programme of Study Tour to India
 By the
 7th ACAD Participants
 held at
 Bangladesh Public Administration Training Centre
 (From 27.12.88 to 08.01.89)

Day/date	Time	Programme	Location	Remark
Tuesday 27.12.88	10.30 (B.S.T.) 10.35 (IST)	Leave Dhaka by-BG-691 Arrive Calcutta		
	01.00 03.00 04.30	Leave Calcutta by IC 402 Arrive Delhi Hotel Checkin	Hotel Holiday Inn, New Delhi	Night Halt
Wednesday 28.12.88	10.00 10.30 11.30 13.30 14.30 16.00 18.00	Leave Hotel Introduction & Briefing Discussion:Public Administration in India Lunch Public Services in India Rural Development Arrive Hotel	IIPA, New Delhi - Do - IIPA, Cafeteria - Do - - Do -	Night Halt
Thursday 29.12.88	08.00 09.00 10.00 10.30 12.00 12.30 14.00 to 19.00 19.30	Leave Hotel Arrive Bangladesh High Commission Leave High Commission Arrive Ministry of Personnel, Briefing on Training Policy, Planning Personnel Affairs. Leave Ministry of Personnel Return to Hotel Sight Seeing Return to Hotel	56, Ring Road Lajpat Nagar-III North Block, Gate No.4, Ministry of Personnel.	Night Halt

Day/Date	Time	Programme	Location	Remark
Friday 30.12.88	08.45	Leave Hotel		
	09.00	Arrive Krishi Bhavan Discussion on Rural Development	Gate No. 6	
	10.00	Leave Krishi Bhavan		
	11.00	Arrive Gaziabad (V.P) visit different rural development projects in operation		
	13.30	Lunch		
	14.30 to 17.00	Discussion on Rural development including social forestry		
	19.00	Arrive Hotel	Hotel Holiday Inn	Night Halt.
Saturday 31.12.88	06.30	Leave Hotel		
	13.00	Arrive Jaipur Visit Historical Places		
	16.30	Leave Jaipur		
	20.00	Arrive Azmir & Ziarat at the Mazar Sharif of Hazrat Khaza Mainuddin Chisty ((R.A.))		
	22.00	Checkin	Parjatan Rest House	Night Halt.
Sunday 1.1.89	05.00	Leave Parjatan Rest House		
	13.00	Arrive Agra Fort.		
	17.00	Leave Agra		
	21.00	Hotel Checkin	Hotel Holiday Inn	Night Halt.
Monday 2.1.89	06.20	Leave Delhi by IC 439		
	08.20	Arrive Hyderabad	Rajendranagar Hyderabad A.P.	
	10.00	Arrive NAARM		
	11.00	Arrive NIRD & Introduction to NIRD		
	11.30 to 13.00	Orientation about Rural Devt. in India & Role of NIRD. Visit to Library, Computer Centre and Campus of NIRD	NIRD Campus Rajendranagar Hyderabad.	

Day/Date	Time	Programme	Location	Remark
	13.30	Lunch		
	14.30 to 20.30	Local visit (Salajang Museum, Charminar and Macca Masjid)	Hyderabad City	Night Halt
Tuesday 3.1.89	09.15	Leave NAARM		
	10.00	Arrive ASCI		
	10.15 to 11.30	Introduction to ASCI; Orientation on ASCI	Hyderabad City	
	11.30 to 13.00	Visit Lepakshi Emporium		
	13.30	Lunch		
	14.30 to 16.30	Programme at NISIET Introduction to NISIET	- Do -	
		Visit NISIET Library & Documentation Wing		
	17.00 to 19.00	Sight seeing	- Do -	
Wednesday 4.1.89	09.00	Leave NAARM		
	10.00	Arrive ICRISAT	Patancheru Hyderabad A-P	
	10.30 to 12.30	Introduction to ICRISAT including Field visit		
	13.00	Lunch		
	14.00	Leave ICRISAT		
	15.30	Arrive Hyderabad Airport		
	18.00	Leave Hyderabad by IC 270		
	22.00	Arrive Calcutta		
	24.00	Arrive Hotel (Great Eastern Hotel)		Night Halt
Thursday 5.1.89	11.00	Joint Discussion on Rural Devt. Programmes in W. Bengal	Rotunda, Writers, Building, Calcutta	
	13.30 After-noon	Lunch Sight seeing		Night Halt

Day/Date	Time	Programme	Location	Remark
Friday 6.1.89	10.00	Leave Calcutta		
	11.00	Arrive Bishnupur-I Block Discussion with Savadhipati, South 24 pargana zila parishad, MLAS, Savapati, Bishanpur panchayat Samity on matters relating to panchayat system.		
	13.30	Lunch		
	14.30 to 16.30	Visit Gram panchayat & DWCRA Group site		
	18.00	Arrive Calcutta		Night Halt
Saturday 7.1.89	10.00	Leave Calcutta		
	11.30	Arrive Bagnan-I Block Discussion with Savadhipati, Howra zila parishad MLA, Dist Magistrate, Savapati Bagnan panchayat samity on matters relating to panchayat system & poverty alleviation	Bagnan Dist. Howra	
	13.00	Visit Ananda Niketan TRYSEM Training Centre		
	13.30	Lunch		
	15.00	Visit Kalyan pur Gram panchayat and discussion with panchayat members	Kalyanpur Bagnan	
	16.00	Visit the house of Sarat Ch. Chatterjee at Kalyanpur		
	20.00	Arrive Calcutta		Night Halt
Sunday 8.1.89	10.00	Leave Hotel		
	11.00	Arrive Dum Dum Airport		
	12.30	Leave Calcutta by BG 692		
	13.45 (BST)	Arrive Dhaka.		

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List of Important Abbreviations

NREP	-	National Rural Employment Programme
RLEGP	-	Rural Landless Employment Guarantee Programme
TRYSEM	-	Training of Rural Youth for Self Employment
DWCRA	-	Development of Women and Children in Rural Areas
DRDA	-	District Rural Development Agencies
IRDP	-	Integrated Rural Development Programme
BDO	-	Block Development Office
DRAP	-	Drought -Prone -Area-Programme
CMIS	-	Community-Minor-Irrigation-Scheme
NIRD	-	National Institute of Rural Development
ASCI	-	Administrative Staff College of India
IIPA	-	Indian Institute of Public Administration
NISIET	-	National Institute of Small Industries Extension and Training
ICRISAT	-	International Crop Research Institute for Semi-Arse and the Tropics