



## **DIPLOMA IN RURAL DEVELOPMENT**

**DRD-02**

### **Rural Development in India**

**Block**

**4**

## **RURAL DEVELOPMENT PROGRAMMES IN INDIA**

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**Unit – 1**

**IRDP, TRYSEM, MGNREGA, SGSY, Indira Awas Yojana (IAY),  
Livelihood Mission, Health Mission, Self Help Group Movement,  
Pradhan Mantri Gram Sadak Yojana (PMGSY)**

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**Unit – 2**

**Watershed Management Programmes and Sustainability**

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## EXPERT COMMITTEE

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Ex-State Information Commissioner, Odisha  
Mentor and co – founder, CYSD  
Bhubaneswar, Odisha

**Dr. Sruti Mohapatra** (Member)

Chief Executive,  
State Disability Information and Resource Centre  
Bhubaneswar, Odisha

**Dr. Dharmabrata Mohapatra** (Member)

Head, PG Dept. of Rural Development,  
Ravenshaw University, Cuttack, Odisha

**Dr. M.G.Bage** (Member)

Associate Professor, Dept. of Rural Development,  
Utkal University, Bhubaneswar, Odisha

**Ms. Dipti Ray** (Member)

Assistant Professor, Dept. of Rural Management,  
NISWASS, Bhubaneswar, Odisha

**Dr. Rabindra Garada** (Special Invitee)

Associate Professor, Dept. of Rural Development,  
Utkal University, Bhubaneswar, Odisha

**Sri S T Rehman** (Convenor)

Academic Consultant (Rural Development),  
Odisha State Open University,  
Sambalpur, Odisha

## DIPLOMA IN RURAL DEVELOPMENT

### Course Writer:

**Ms. Sangita Panda**

Faculty  
Ravenshaw University  
Cuttack (Odisha)

### Course Editor:

**S T Rehman**

Academic Consultant  
Odisha State Open University  
Sambalpur (Odisha)

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## Unit-1

### **IRDP, TRYSEM, MGNREGA, SGSY, Indira Awas Yojana (IAY), Livelihood Mission, Health Mission, Self Help Group Movement, Pradhan Mantri Gram Sadak Yojana (PMGSY)**

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#### **Learning Objectives:**

After completion of this unit, you should be able to:

- *Explain the concept of each development programmes of rural India*
- *Differentiate the types of programmes as per the indicators of development*
- *Justify the consequences and modifications of various schemes and programmes*

#### **Structure:**

- 1.1 Introduction
- 1.2 Integrated Rural Development Programmes (IRDP)
- 1.3 Training Rural Youth for Self Employment (TRYSEM)
- 1.4 Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)
- 1.5 Swarnajayanti Gram Swarozgar Yojana (SGSY)
- 1.6 Indira Awaas Yojana (IAY)
- 1.7 National Rural Livelihoods Mission (NRLM) / Aajeevika
- 1.8 Health Mission – NRHM
- 1.9 Self Help Groups (SHGs)
- 1.10 Pradhan Mantri Gram Sadak Yojana (PMGSY)
- 1.11 Let Us Sum Up
- 1.12 Key Words
- 1.13 References

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### **1.1 Introduction:**

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Rural development programmes in India was started well before independence after 1858 when British Government took the governance of India. Even in ancient period also, top priorities was given to development of socio-economic condition of the people.



Ancient Indian philosophy knows the relationship between human resources and economic development. In their daily prayers in Atharva Veda, Rig Veda etc. they gave the message "Let its live together, work together, acquire knowledge together, our education becomes powerful and dynamic etc." In India, Kautilya provides a systematic treatment of management of human beings as early as 4<sup>th</sup> century B.C. in his treatise "Arthashastra". Kautilya provides an excellent discussion on staffing and personal management embracing job descriptions, qualifications for jobs, selection procedure, executive development, incentive systems and performance evaluation.

### **Rural Development Programmes during British Period:**

Several famines and food scarcities occurred in India during the period of 1860 and 1870 and again between 1890 and 1900. During the period, the Government officials apprehended food grains and controlled the market to ensure their distribution to the needy people of rural areas. This humanitarian outlook towards the rural needy indigenous people may be termed as the beginning of the rural development in India. Lord Curzon, Viceroy of India (1901-05), established a research institute, which is currently known as Indian Agricultural Research Institute (New Delhi), at Pusa in Bihar. Indian Agricultural Services was started in the year 1906.

The non-co-operation resolution passed by the Congress in Calcutta session in September 1920 was a clear cut approach to rural development by recommending hand spinning in every house and hand weaving as a part of weavers, who had left their profession due to lack of raw materials and other essential resources. Thereafter, Mahatma Gandhi developed a comprehensive programme for development which included the promotion of khadi and village industries, basic and adult education, and eradication of poverty inequality, upliftment of women and propagation of national integration. Sevagram and Wardha became the centre for turning these into action through country wide army volunteers in rural reconstruction.

In 1921, Mr. Spencer Hatch (YMCA) started Martha dam Experiment in South Travancore for complete upward development for more abundant life for rural development, spiritually, mentally, physically, socially and economically deprived classes. Martha dam Rural Reconstruction Centre worked on the philosophy of Self-Help and the present concept of formulation of self-help groups as a Credit Delivery



System for the poor is derived from that philosophy. Mr. F. L. Brayne, the then Deputy Commissioner of Gurgaon District, started village upliftment movement in the year 1920 called Gurgaon scheme. The scheme claimed to deal with the whole life and activities of the peasants and his family and to present a complete remedy from the terrible conditions in which he lived. In Baroda, a rural reconstruction programme was started state in 1932. A rural reconstruction centre was set up for economic as well as for educational and moral programmes. Firka Development Scheme of Madras was started in 1946 in 34 Firkas. In the scheme an attempt was made to encourage local leadership and to install into them a philosophy of self-help.

### **Developmental Programmes during Planned Era:**

The alleviation of poverty and unemployment continues to remain a major area concern of successive five years plan in the post independent scenario. The launching of **Community Development Programmes (CDP)** by the first president of India, Dr. Rajendra Prasad on October 2, 1952 was a land mark in the history of India, which ushered in an era of development with the participation of the people. Before the launch of Community Development Programmes, isolated schemes at Nilokheri and Faridabad were under the way. Etowah Pilot Project was also going on since 1948. Top priorities were given to 'agriculture'. Other programmes include communication, health, sanitation, housing, education, employment, children welfare and small and cottage industry.

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## **1.2 Integrated Rural Development Programme (IRDP):**

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Poverty eradication has been one of the major objectives of planned development. The strategy and policy of direct attack on poverty by way of target approach for rural poor came into being in the Fourth Five year plan. With the main objective of improving the asset base of the poor and to involve the poor in the production/income generation processes of the economy. Integrated Rural Development Programme (IRDP) was initiated. IRDP was taken up initially in 2300 blocks and has been extended to all the blocks of the country since 2nd October, 1980.



### **Programme Implementation:**

IRDP aims at providing income generating assets and self-employment opportunities for the rural poor. Assistance under IRDP is given to a target group of rural poor belonging to families Below Poverty Line (BPL), in the form of subsidy by the Government and term credit by financial institutions.

### **Criteria for Allocation of Funds to the States:**

Allocation of funds to states is being made by the central government in proportion to the poverty levels in each state on the basis of official estimates of the Planning Commission. These official estimates of poverty are arrived at by the Planning Commission based on the National Sample Survey Organisation, Consumer Expenditure Surveys conducted every five years.

Devolution of funds to districts is based on a formula evolved by the respective state governments. Further devolution to the blocks is done by the governing body of the DRDA based on the criteria approved by it.

### **Target Group:**

The target group consists of families of small and marginal farmers, agricultural labourers and rural artisans etc. Whose per capita monthly expenditure does not exceed the poverty line (ranging been Rs. 216.65 and Rs. 327.48 for different States/UTs) as estimated by the Planning Commission. Currently, the Below Poverty Line census is being carried out in all the states and the revised poverty line will be used to categorise BPL families. Within the target group, special safeguards have been provided by reservation of:

- 50% benefits for SCs/STs;
- 40% for women and;
- 3% for physically handicapped persons;
- Priority is also to be given to women headed households, assignees of surplus land, freed bonded labourers and acceptors of small family norm. However, this should not in

any way adversely affect the safeguards provided for SCs/STs, women and physically handicapped persons;

- The flow of financial assistance (subsidy + credit) to the categories described above should be commensurate with the percentage of the physical coverage.



### **Pattern of Subsidy:**

Pattern of subsidy is:

- 25% for small farmers;
- 33 —1% for marginal farmers, agricultural labourers, and rural artisans; and
- 50% for SCs/STs beneficiaries and physically handicapped persons.

The ceiling on subsidy in respect of individuals is:

- Rs. 4,000 in normal areas;
- Rs. 5,000 in DPAP/DDP areas;
- Rs. 6,000 in SC/ST families and physically handicapped persons;
- Rs. 7,500 or 50% of the project cost, whichever is less for unemployed educated youth; and
- For activities involving at least 5 persons, the ceiling has been fixed at Rs. 1.25 lakhs or 50% of the project cost, whichever is less.

### **Implementing Agency:**

District Rural Development Agency / Zilla Parishad is the implementing agency for this programme. The Government Body at the district level provides guidance and directions to DRDAs. It includes local MPs, MLAs, and Chairman of Zilla Parishad, Heads of District Development Departments and representative of SCs/STs, women and NGOs. At the grassroots level, the programme is carried out by Block Development Officer, and the other block staff with the help of the village level functionaries.

### **Funding Pattern and Release of Funds:**

IRDP is financed on a 50:50 cost-sharing by the Centre as well as by the states. The funds are released differently to the DRDAs.



### **BPL Census and Selection of Beneficiaries:**

In order to target assistance to poor families, a BPL census is conducted at the beginning of each plan period by the states, at the behest of Ministry of Rural Areas and Employment. The Gram Sabha is involved in the identification and selection of beneficiaries under IRDP from the initial stage itself. After the survey census is completed, the same is verified in the Gram Sabha and once it is approved, such a list is drawn up. The same is sent to the Panchayat samitis/ blocks and DRDAs for record.

### **Identification of Thrust Areas and Selection of Projects for Beneficiaries:**

The project profiles to be taken up for beneficiaries, take into account the beneficiary's needs and includes and the local resource endowment. The investment target for the year, the choice of the BPL family for the activity, forward and backward linkages and infrastructural support, etc, are also taken into account while making a project profile. The activities can be taken up in primary sectors, secondary sectors and tertiary sectors.

### **Credit Target:**

At the beginning of the year target for credit for RDI at the all-India level as well as the state level are fixed. This is done in consultation with the RBI, NABARD and the participating banks. Credit should normally flow in the ratio 2:1 to subsidy. However, the effort is to see that credit-subsidy ratio exceed 2:1. The ceiling limit for collateral free loans is Rs. 50,000.

### **Acquisition of Assets and Cash Disbursement Scheme:**

The assets procured should be of standard quality at economic prices and to the satisfaction of the beneficiary.

Beneficiaries under IRDP are generally given assets and not the cash. However, sometimes the quality or the price is not to the satisfaction of beneficiaries for the purchase of quality assets and to minimize the leakage in its disbursement if the assistance is given to the beneficiary in cash. Experience has shown that reliance can be



placed on the good sense of the beneficiaries in purchasing of assets subject to some safe-guards. Disbursement of money in cash to a beneficiary improves his/her bargaining power and has the added advantage of reducing delays and other malpracticed precedent in disbursement in kind. Hence, with effect from the year 1991-92 it was decided to permit disbursement of assistance in cash under the Cash Disbursement Scheme with a view to giving greater choice to beneficiaries in purchasing assets. Initially it was implemented in 50% of the blocks. With effect from the year 1996-97, it is extended to all the blocks of the country.

### **Release of Subsidy (Back-end Subsidy):**

Earlier, simultaneously with the disbursement of loan by the bank, the subsidy amount was debited from the DRDA account and credited to the account of the beneficiaries. Thus in effect, the beneficiary was burdened only with the bank credit portion. This adjustment of subsidy at the beginning itself was termed as front-end subsidy. It was, however found that the beneficiaries were repaying the loan immediately, thereby availing of amount of the subsidy. This in effect meant misuse of subsidy. To make beneficiary utilise the loan for sustainable income generation, the system of front-end subsidy was stopped. The subsidy would be adjusted only in the last few instalments. At the sometime a lock-in period for subsidy has also been stipulated and the subsidy would be adjusted only in the last few instalments and it will not be allowed in the event of the repayment made before the stipulated lock-in period. The loan document would be taken by the bank for the full project cost and it would be inter-alia stipulated that in case of misutilisation of the loan, the entire amount of subsidy would be forfeited. Such forfeited amount of subsidy will be available to the bank for adjustment against the borrower's dues.

### **Why Credit Plan:**

A new project of Family Credit Plan (FCP) has been launched in the year 1994-95. It is in operation in 316 selected districts. Under this scheme, more than a single member of the family can be given assistance, subject to the normal subsidy limits for the family. The banks mobilize higher credit for families selected under this scheme. The current levels of investment under FCP have crossed Rs. 26,110 at the all-India level.



### **Monitoring and Supervision:**

IRDP is being monitored from the central level down to grassroots level. At the state level, a State Level Coordination Committee (SLCC) monitors and reviews the implementation of the scheme and lays down policy guidelines. A High Level Coordination Committee on credit support to IRDP also functions at the central level to monitor and review all aspects relating to credit linkage for IRDP. The progress under IRDP is being monitored on a monthly, quarterly, half yearly and annual basis through reports returns submitted by DRDAs/States. The shortfall, if any, in the performance under IRDP has been brought from time to the notice of all concerned states/UTs for corrective measures. Over and above, the implementation of the Programme is monitored through the annual Project Directors' Workshop and periodic meetings with the State secretaries. At the Block/DRDA level monitoring is done through field visits and physical verification of assets for which an inspection schedule for the district and block functionaries has been laid down.

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### **1.3 TRYSEM (Training Rural Youth for Self Employment):**

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Women and the youth constitute a significant proportion of the productive work force of the country. IRDP is essentially a self-employment programme. Therefore it is logistically reasonable to focus on the youth, both men and women in the age group of 15 - 35, and equip them with necessary skills and entrepreneurship capabilities. Keeping this in view, along with IRDP, as its special component, TRYSEM was introduced in 1979. Similarly, in the case of women, though IRDP was supposed to cover 40 per cent of the total beneficiaries, it was felt that if they were organized in groups, they would be more effective in income generating self-employment enterprises. It is on this premise that DWCRA was launched in 1983.

Let us now have a look at the objectives of TRYSEM, its strategy, the organizational framework and the linkages.

#### **Origin and Objectives of TRYSEM:**

The rural unemployed youth are categorized into four groups: (i) Literate and Skilled, (ii) Literate and Unskilled, (iii) Illiterate but Skilled and (iv) Illiterate and Unskilled. While the fourth category was mainly dependent on wage employment, the other three



groups could be provided with skills that would help them not only in starting their own micro enterprises but also in creating employment for many others and thus help in solving the problem of increasing unemployment among the youth in the country. Keeping this in view, TRYSEM was launched in 1979 as a component of IRDP.

Under this programme a target of 40 youth, both men and women, in each block, every year, were to be selected and trained in skills and entrepreneurship development to enable them to become self-employed. Apart from providing self-employment opportunities, TRYSEM also sought to meet another goal. It was hoped that by providing access to income generating activities in the rural areas, the influx of rural youth to urban areas could be curbed. Moreover, local needs could also be met with local resources, thereby giving a fillip to rural development.

The objectives of TRYSEM are to provide the rural youth (18-35 years of age), from the families below the poverty line, with training and technical skills to enable them to take up self-employment (wage employment was added in 1982-83) in agriculture, industry, services and business activities. Training in this context is perceived not only in terms of the provision of physical skills, but also in terms of desirable change in attitude, enhancement of motivation and skills in human relations, etc. Self-employment, in the context of TRYSEM, is defined as gainful employment on a full-time basis which results in an income sufficient for the family of the youth to cross the poverty line. Situations of employment in which the means of production are owned, hired or taken on lease are taken to be self-employment situations.

When TRYSEM was launched in 1979, IRDP was in operation in about 2,300 blocks in the country. As the problem of the rural youth was thought to be pressing, TRYSEM was introduced in all the 5,000 blocks in the country. The blocks which were under the IRDP operations had funds allotted from IRDP allocations, while the non-IRDP blocks had separate funds allocated to them. In 1980, IRDP was extended to all the blocks in the country and TRYSEM became the "self-employment for youth" component of IRDP. Separate funds for TRYSEM were allocated since the beginning of the financial year 1981-82.



### **Strategy of TRYSEM:**

The youth identified for the programme are to be put through a period of training, either in a training institution or under a master craftsman. The duration of the training is flexible depending upon types of courses (generally speaking, it should not exceed six months). TRYSEM trainees are given a stipend and a tool kit. On the successful completion of training they become eligible to receive a subsidy/credit/ income generating asset under IRDP. The cost of training is met out of the funds set aside for infrastructure, etc. under IRDP. Every TRYSEM trainee is thus a potential IRDP beneficiary. TRYSEM is currently putting emphasis on industries and services. A programme for developing entrepreneurship among TRYSEM trainees is being conducted separately.

The objectives of TRYSEM include wage employment (since 1982-83) in the case of project linkages. Such projects, selected by the State Level Coordination Committee (SLCC), were required to fulfil the following conditions:

- Projects were to be integrated ones. 46
- Beneficiaries were to be from IRDP target groups.
- At least 50 per cent of the youth were to be trained for self-employment, either for secondary or tertiary sector activities.
- Training of all beneficiaries was to be funded out of TRYSEM funds.
- Wage employment training was to be in the secondary and tertiary sectors.

### **Organizational Framework:**

The Block Development Officer (BDO) has the responsibility to select the eligible youth belonging to the target groups with the help of Village Level Workers (VLWs). The BDO invites applications and scrutinizes them. The identification of vocations is done by the District Rural Development Agency (DRDA) in consultation with the district level officers of different departments, keeping in view their sectoral plans. Emphasis is placed on producer activities and the marketability of the product also is kept in mind. After the short listing of vocations, the DRDA prepares a resource



inventory of training facilities like polytechnics, Khadi and Village Industries (KVI), Krishi Vigyan Kendras, Nehru Yuvak Kendras, etc. Additionally, services of a master craftsman may be utilized for training on a very limited scale (not more than three trainees per master craftsman at any point of time).

Once the list of potential beneficiaries is drawn, a committee (with members from training institutions of the area, bankers, Khadi and Village Industries Training Institutes, Panchayati Raj Institutions and others whom the committee may wish to include) presided over by the BDO finalizes the selection keeping in mind the following points:

- i) An attempt should be made to select the members of the poorest families first.
- ii) Priority should be given to members of Scheduled Castes and scheduled Tribes.
- iii) At least one-third of the candidates should be women.
- iv) Some consideration should be given to persons who have completed the twelve-month course under the National Adult Education Programme.

No educational qualifications have been prescribed for the trainees. The syllabus, which has to be approved by the DRDA, is expected to include training in operational skills as well as managerial skills.

Thus, DRDA is responsible for the implementation of TRYSEM. The Assistant Project Officer (Industries) and Extension Officers (Industries) are responsible for the execution of TRYSEM in addition to their normal duties. At the state level, there is a sub-committee of the State Level Coordination Committee (SLCC) working exclusively for TRYSEM. An official of the rank of Project Director of DRDA functions at State Headquarters on behalf of the IRDP monitoring cell. At the apex level, i.e. at the level of the Centre, the Central Committee on IRDP and related programmes provides policy guidelines and also monitors the implementation of approved activities. This committee is presided over by the Department of Rural Development.



### **Backward and Forward Linkages:**

Once the selected youth complete their training, they are to be provided self-employment opportunities like the basic support system and infrastructural facilities. It is here that backward and forward linkages assume importance. Backward linkages basically comprise inputs and infrastructural support to the trainees, whereas forward linkages relate mainly to the demand for and marketing of the products produced by them. For the trainees, the DRDA is responsible for coordinating or providing these linkages. For this, it has to maintain contacts with institutions that can provide such linkages. Such functional public undertakings are selected as can provide infrastructural support and also supply inputs. Funds earmarked for infrastructure development under IRDP may be utilized for developing such institutions. Moreover, District Cooperative Marketing Societies (DCMS) also provide marketing support for IRDP goods. In addition, local haats (bazaars) and regulated agricultural markets have a useful role to play in the marketing of their products.

The infrastructure for training itself is provided by networks of organizations at the national and sub-state levels. These include the National Institute of Rural Development (NIRD) at Hyderabad and its regional centre at Guwahati, the State Institutes of Rural Development, the Extension Training Centres (ETCs), and other institutions of Management Development and Rural Management. These institutions basically focus on training the trainers who in turn train the TRYSEM candidates as well as assist in various areas of rural development.

### **Performance of TRYSEM:**

TRYSEM has had some success as -a means of tackling the problem of unemployment and under-employment in rural areas. Moreover, in its training format, it has been fairly successful in providing both technical skills and managerial and entrepreneurial abilities. It has also made large scale use of master craftsmen and other trainers in informal settings. In fact, its stress on vocational training has prompted some to propose that rural education in general should be reoriented to include some elements of training as provided by TRYSEM.



There are, however, shortcomings in the operation of TRYSEM. Some of them are given below:

- Implementation is generally uneven.
- Although the programme imparted training, it has not, in some cases, instilled the candidates with the confidence necessary to take up self-employment ventures.
- The training offered lacked appropriate technology in the package provided.
- There are deficiencies in training arrangements and also in the syllabuses prescribed by various training institutions.
- In the selection of trades, self-employment possibilities and their financial viability were not considered right in the beginning.
- Assistance in the provision of raw materials and marketing has been poorer than expected.
- Every district did not have training centres for TRYSEM.
- In a large number of cases, the assistance provided to TRYSEM trainees from IRDP for projects had no link with the training they had received.

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#### **1.4 Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA):**

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The National Rural Employment Guarantee Act (recently renamed as **Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)**) aims at enhancing the livelihood security of the people in rural areas by providing guaranteed wage employment through works that develop the livelihood resource base of that area so that in that process of employment generation durable assets are built up. The Act was enacted in September 2005. It was notified in 200 districts of 27 States on February 02, 2006, and was extended to 130 additional districts in 2007-08. All the remaining rural areas have been notified with effect from April 1, 2008.

#### **Significance of NREGA:**



The significance of NREGA lies in the fact that it operates at many levels. It creates a social safety net for the vulnerable by providing a fall-back employment source, when other employment alternatives are scarce or inadequate. It adds a dimension of equity to the process of growth. It creates a right-based framework for wage employment programmes, by conferring legal entitlements and the right to demand employment upon the workers and makes the Government accountable for providing employment in a time bound manner. By prioritizing natural resource management, and emphasizing the creation of durable assets it holds the potential of becoming a growth engine for sustainable development of an agriculture based economy. Finally, its operational design built around strong decentralization and lateral accountability to local community offers a new way of doing business and a model of governance reform anchored on the principles of transparency and grass root democracy. In this way, the potential of NREGA spans a range from basic wage security and recharging rural economy to a transformative empowerment process of democracy.

### **Salient features of the Act:**

#### **Right based framework**

- Adult members of a rural household who are willing to do unskilled manual work may apply for registration to the local Gram Panchayat, in writing, or orally.
- The Gram Panchayat after due verification will issue a Job Card. The Job Card will bear the photograph of all adult members of the household and is free of cost.
- A Job Card holding household may submit a written application for employment to the Gram Panchayat, stating the time and duration for which work is sought.

#### **Time bound guarantee**

- The Gram Panchayat will issue a dated receipt of the written application for employment, against which the guarantee of providing employment within 15 days operates. If employment is not provided within 15 days, daily unemployment allowance, in cash has to be paid. Liability of Payment of unemployment allowance is of the States.
- Work should ordinarily be provided within 5 km radius of the village or else extra wages of 10% are payable.



- Wages are to be paid according to minimum wages. Disbursement of wages has to be done on weekly basis and not beyond a fortnight.

### **Women empowerment**

- At least one-third of persons to whom work is allotted work have to be women.

### **Work site facilities**

- Work site facilities such as creche, drinking water and shade have to be provided.

### **Decentralised planning**

- The shelf of projects has to be prepared by Gram Sabha. At least 50% of works have to be allotted to Gram Panchayats for execution.
- Panchayat Raj Institutions [PRIs] have a principal role in planning and implementation.

### **Labour intensive works**

- A 60:40 wage and material ratio has to be maintained. Contractors and use of labour displacing machinery is prohibited.

### **Public accountability**

- Social Audit has to be done by the Gram Sabha.
- Grievance redressal mechanisms have to be put in place for ensuring a responsive implementation process.

### **Transparency**

- All accounts and records relating to the Scheme are to be made available to any person desirous of obtaining a copy of such records, on demand and after paying a specified fee.

### **Permissible works:**

- Water conservation



- Drought proofing (including plantation and afforestation)
- Irrigation canals
- Minor irrigation, horticulture and land development on the land of SC/ST/-BPL/IAY and land reform beneficiaries
- Renovation of traditional water bodies
- Flood protection
- Land development
- Rural connectivity
- Any other work that may be notified by the Central Government in consultation with the State Government.

#### **Funding:**

The Central Government bears the cost on the following items:

- The entire cost of wages of unskilled manual workers.
- Seventy five percent of the cost of material and wages of skilled and semi-skilled workers.
- Administrative expenses as may be determined by the central government, which will include inter alia, the salary and the allowances of the Programme Officer and his supporting staff and work-site facilities.
- Expenses of the National Employment Guarantee Council.

#### **Out-comes so far:**

Two years of implementation of NREGA vindicates the self-targeting, demand-based nature of the programme. It is also evident that the nature of employment is seasonal and that the duration of employment sought varies according to the prevailing opportunities of employment offered under local agricultural practices and other



alternative forms of employment and all job card holding families do not necessarily request for the full 100 days of employment.

The success of the NREGS depend mainly on the greater and efficient functions of the Panchayats, quality of planning, quality of works, maintenance of authentic muster rolls, transparency in works, strict monitoring, free public access to all information, strict field verification, minimum administrative interference, minimum expenses on administrative expenses, regular training and knowledge network. More importantly, no political and bureaucratic interference in the implementation of the NREG scheme in its present form and content.

### **Deficiencies:**

According to the Comptroller and Auditor General (CAG), barely 3.2 per cent of the 50 million registered households could set the full 100 days employment under the scheme. The average employment provided was just 18 days. The main deficiency was the lack of adequate administrative and technical man-power at the block and gram panchayat levels. The lack of manpower adversely affected the preparation of plans, scrutiny, approval, monitoring and measurement of works and maintenance of the stipulated records at the block and GP level. Another deficiency is malpractices, which range from inflated measurement to workers not being on rolls to work given to contractors against the rules. In many states technical staff has not been appointed to manage the scheme. In some cases states have not received the money needed from the centre.

### **Panchayats have a major role:**

The NREGS has many features that make it different from other rural employment schemes of the government. Firstly, it is set up under an act of Parliament, the National Rural Employment Guarantee Act (NREGA) 2005. This gives it the status of a law and it cannot be dismantled, except by Parliament. Its main USP is that under it any family that applies for work will be entitled to a total of 100 days of unskilled agricultural work at specified minimum wages for any of its adult members. Furthermore, every family that wants work will first have to register with the local gram panchayat, which will then issue it a job card, a booklet which is a kind of identity card with photos of all adult



members and would also record the work given and the wages earned by the members of that family.

A job card holding family must then apply for employment, and must be given employment within 15 days of the application for a minimum period of 14 days. This would be paid by the Central government. If it is not given the work it has to be paid a daily unemployment allowance to be paid by the state government. The panchayats are to be involved in a major way by seeing to it that at least half the work is given by them and not by government departments like irrigation, PWD, agriculture or forestry. Thus while the scheme is funded by the Centre, the states and the panchayats share in its implementation.

The panchayats are to have a major role in planning and deciding upon the work needed under the NREGA. Each district has to prepare a shelf of permissible projects from water conservation, drought proofing (including plantation and afforestation), irrigation works, and renovation of traditional water bodies, land development, flood protection and rural connectivity. Thus a crucial aspect of the NREGA is building up agricultural asset to increase productivity besides providing employment.

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### **1.5 Swarnajayanti Gram Swarozgar Yojana (SGSY):**

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The SGSY, launched on 1<sup>st</sup> April, 1999, after restructuring the IRDP and allied schemes is the only self employment programme for the rural poor.

Six rural development programmes have been integrated into SGSY. These are: IRDP, TRYSEM, DWCRA, SITRA (Supply of Improved Toolkits to Rural Artisans), GK Y (Ganga Kalyan Yojana) and MWS (Million Well Scheme).

The SGSY aims at bringing the self employed above the poverty line within a period of three above the poverty line within a period of three years by providing them income generating assets through bank credit and government subsidy. The district Rural Development agencies implement the scheme.

The assisted families known as swarozgaries can be either individuals or groups, and would be selected from BPL families by a three, Banks team consisting of Block Development officer, Banks and Sarpanch.



### **Strategy of SGSY:**

- The cluster approach for selection of activities.
- Credit channeled mainly through SHGs;
- Training and infrastructure component and
- Involvement of NGOs.

### **Features of SGSY:**

- The SGSY aims at establishing a large number of micro enterprises in the rural areas, building upon the potential of the rural poor.
- The SGSY emphasizes on the cluster approach for establishing the micro enterprises. For this, 4-5 key activities have to be identified in each block. The major share of the SGSY assistance has to be in activity clusters. The SGSY adopts a project approach for each key activity project Reports are to be prepared in respect of each of the identified key activities. The Banks and other Financial institutions have to be closely associated and involved in preparing these project Reports, so as to avoid delays in sanctioning of loans and to ensure adequacy of financing.
- The existing infrastructure for the cluster of activities should be reviewed and gaps identified critical gaps in investment have to be made up under the SGSY, subject to a ceiling of 20% (25% in the case of North Eastern states) of the total allocation made under the SGSY for each District. This amount is maintained by the DRDAs as 'SGSY-Infrastructure fund'.
- In the planning of the key activities, care has to be taken to ensure that the maximum numbers of panchayats are covered without jeopardizing the quality of the programme.
- The assisted families may be individuals or groups (SHGs). The SGSY, however, favours the group approach.



- The GRAM SABHA authenticates the list of families below the poverty line identified in the BPL census.
- Women and weaker sections will be the focus of poverty eradication effort under SGSY fifty percent of the benefits under the programme will accrue to the SC/STs, 40% to women and 3% to handicapped persons.
- Credit is a critical component in SGSY, subsidy being only a minor and enabling component. It is proposed to involve banks and other financial institutions closely in the planning and preparation of projects, identification of activity clusters, infrastructure planning as well as capacity building and choice of activity of the SHGs.
- The SGSY seeks to promote multiple credits rather than a onetime credit 'injection'. The credit requirement of the swarozgaris needs to be carefully assessed; the swarozgaris are allowed and, in fact encouraged to increase Credit intake over the years.
- The SGSY seeks to lay emphasis on skill development through well designed training courses. Those, who have been sanctioned loans are to be assessed and given necessary training. The design, duration of training and the training curriculum is tailored to meet the needs of the identified key activities. DRDA, are allowed to set apart up to 10% of the SGSY allocation on training. This may be maintained as 'SGSY-Training Fund'.
- The SGSY attempts to ensure upgradation of technology in the identified activity clusters. The technology intervention seek to add value to the local resources including processing of the locally available material form natural and other resources for local and non local market.
- The SGSY provides for promotion of marketing of the goods produces by the SGSY swarozgaris, which involves provision of market intelligence, development of markets and constancy services as well as institutional arrangements for marketing of the goods including exports.
- The SGSY is implemented by the DRDAs to go through the panchayat samitis. The process of planning, implementation and monitoring integrate the banks and other financial institutions, the PRIs, NGOs, as well as Technical Institutions in the district.



- 15% of the funds under the SGSY are set apart at the national level to try new initiatives for self employment of the rural poor through “Special projects, in conjunction with other departments or semi government/international organization which includes initiatives to be taken in individual districts or across the districts.”

#### **A Critical Appraisal of SGSY:**

- The choice of activity under SGSY must be governed by the resources and skills available in the area and also the market.
- The process of technology identification should be closely interlinked with the identification of key activity itself.
- The technology identified for each activity should be such that it can be managed comfortably by the Swarozgaries, and at the same time leads to quality products.
- The DRDA could not effectively implement IRDP. As such, it will not be successful in monitoring and grading the assisted SHGs

#### **The Working Group for the Tenth Plan identifies the following factors as responsible for slow progress of SGSY.**

- a. Delayed start of the programme during 1999-2000 and initial preparatory works;
- b. Time involved in sensitization of different stake holders;
- c. DRDA continued to assist individual swarozgaries more than the SHGs with the resource available with them under the scheme.
- d. Flow of bank credit was also not as desired during the period;
- e. Inadequate delegation of powers to bank branches to sanction beyond a certain limit.
- f. Demand by bank to collateral security for loan beyond Rs.50, 000.

Also, inadequate availability of credit has adversely affected average per family investment and credit subsidy ratio during the first two years of the programme.

The national conference of the state ministers of rural development, NGOs, Field level functionaries, banks, SHG members held at the National Institute of Rural

development (NIRD), Hyderabad, during 23-24 June, 2001 made some **suggestions** to strengthen SGSY. These include:



- Relaxation in the number of key activities per block/district.
- Relaxation in the size of the self help group.
- Relaxation in minimum time involved for gradation of groups first for revolving funds and then for assistance to take up economic activities;
- Increasing the loan limit for collateral security both for individual and groups;
- Bankers accountability in implementation of the scheme.
- Active involvement of voluntary sector in social mobilization of the poor;
- Continues sensitization of all concerned and
- Gradual shift from individual finance to group finance and ultimately making group finance 100 percent under the scheme.

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### **1.6 Indira Awaas Yojana (IAY):**

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The Government of India is implementing Indira Awaas Yojana (IAY) since the year 1985-86 with the objective of providing dwelling units free of cost of the members of Scheduled Castes, Scheduled Tribes and free bonded labourers living below the poverty line in rural areas. From the year 1993-94, its scope has been extended to cover non-scheduled castes and scheduled tribes to rural poors subject to the condition that the benefits of the scheme have also been extended to families of servicemen of the armed and paramilitary forces killed in action, 3% of the houses are reserved for the below poverty line disabled persons living in rural areas.

IAY operates as a 100% subsidized centrally sponsored programme with the resources being shared on 75:25 basis between Centre and the States, Funds under the scheme allocated to the States/UTs are further distributed to the districts in proportion to the SC/ST population in the district.

The allotment of house under the scheme is done in the name of the female member of the beneficiary household. Alternatively, it can be allotted in the name of both the



husband and wife. The beneficiaries are to be involved from the very beginning in construction work and have to make their own arrangements for construction to suit their requirements. As far as possible houses are built in clusters so as to facilitate provision of common facilities. The permissible construction assistance per house Rs. 5,000 in plain areas and Rs.27, 500 in hilly or difficult areas.

District Rural Development Agencies / Zilla Parishads on the basis of allocations made and targets fixed shall decide the number of houses to be constructed panchayat wise under IAY during a particular financial year. The same is intimated to the Gram Panchayat. Thereafter, the Gram Sabha selects the beneficiaries from the list of eligible households according to IAY guidelines as per priorities fixed, restricting this number to the target allotted. No approval of the Panchayat Samiti is required. The Panchayat Samiti is however, sent a list of selected beneficiaries for their information.

The IAY is implemented through District Rural Development Agencies specially set up in each district of the country for the implementation of Rural Development Programmes or through Zilla Parishads. At the field level the block machinery is entrusted with the responsibility for implementing the programme. At the village level the Gram Sabha is responsible for selection of beneficiaries.

Construction of sanitary latrines forms an integral part of IAY house. It has, however, been observed that in a large number of cases either the sanitary latrines in these houses are not constructed or if they are constructed, these are not put to proper use which is mainly due to the old habits of the people.

### **IMPACT OF IAY**

Providing houses to the poorest has a positive impact on people's physical and mental health. It also has a bearing on children's education, sanitation and on better standard of living. Since, the construction of an IAY house is the sole responsibility of the beneficiary; it has raised the participation of people in the programme.

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## **1.7 National Rural Livelihood Mission (NRLM) / Aajeevika:**

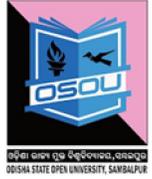
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Showing deep concern regarding the issues of livelihood, the Ministry of Rural Development, Government of India, has launched a new comprehensive and ambitious programme, i.e. National Rural Livelihood Mission (NRLM) / Aajeevika on 3<sup>rd</sup> June of 2011, to improve the livelihoods and quality of life of rural people, after restricting the Swarnajayanti Gram Swarajgar Yojana (SGSY). The aim of this programme is to create efficient and effective institutional platforms for the rural poor, enabling them to increase household income through sustainable livelihood enhancements, and improved access to financial services. The mission statement of NRLM says "To reduce poverty by enabling the poor households to access gainful self-employment and skilled wage employment opportunities resulting in appreciable improvement in their livelihoods on a sustainable basis, through building strong and sustainable grassroots institutions of the poor." In the General Budget for the year 2013-14 Rs 4000 crores have been earmarked for the Aajeevika. This was further renamed as Deendayal Antyodaya Yojana - National Rural Livelihoods Mission (DAY-NRLM) in March, 2016.

### **Key Features and Focus:**

The key features of this programme is to achieve universal social and financial inclusion of every poor household in the process of mainstream development through universal social mobilization and promotion of institutions of the poor (SHGs and their village level and higher level federations), in which it is intended to include at least one member from each identified rural poor household, preferably a woman, under the Self Help Group (SHG) network in a time bound manner. The programme is considered as a shift from the present allocation based strategy to a demand driven strategy and focuses on outcomes, time bound delivery, continuous capacity building, imparting requisite skills, and creating linkages with livelihoods opportunities for the poor. As per the mission document NRLM works on three pillars — enhancing and expanding existing livelihoods options of the poor; building skills for the job market outside; and nurturing self-employed and entrepreneurs. It also tries to bring about convergence with other

programmes of rural transformation, linkages with Panchayati Raj Institutions, and NGOs/ CBOs.



It is done through dedicated support structures to build and strengthen institutional platforms of the poor. This can be seen through the diagram given below.

On May 6, 2013 Cabinet decided to change the mechanism for identification of target groups under N.R.L.M from the BPL list based on Participatory Identification of Poor (PIP) process, at the level of the community. The list finalised through the P.I.P process will be scrutinized by the Gram Sabha and approved by the Gram Panchayat.

### **Support Structure**

NRLM works through a structure of dedicated support at national level-National Mission Management Unit (NMMU), Advisory Committee (AC), Coordination Committee (CC) , Empowered Committee (EC); at the state level-State Rural Livelihoods Mission (SRLM), State Mission Management Unit (SMMU); at the district-[District Mission Management Unit (DMMU); at the block level- Block Mission Management Unit (BMMU), and Project Facilitation Team (PFTs) at Sub-block level to catalyze social mobilization, build institutions, capacities and skills, facilitate financial inclusion and access to financial services, support livelihoods and convergence and partnerships with various programmes and stakeholders.

Recently, Cabinet (on May 6, 2013) has decided to set up National Rural Livelihoods Promotion Society (NRLPS) at national level under the Societies Registration Act- an 'autonomous, adequately staffed, professionally managed, and empowered agency will act as the technical support unit of NRLM.

### **Special Projects, Sub-components and Initiatives**

The 'Placement linked skills development projects' started under SGSY for skill development in 2004-05 and 'Rural Self Employment Training Institutes' (RSETIs) programme for skilling rural BPL for self-employment, under the aegis of the banking sector have been continued in NRLM. A special project 'Himayat' has been set up exclusively for Jammu and Kashmir. Recently 'Roshni' has been launched to provide



placement linked skill development for rural youths in 24 Left Wing Extremist (LWE) affected districts.

Mahila Kisan Sashaktikaran Pariyojana (MKSP) a livelihood initiative under NRLM was launched in 2011 to enhance the opportunities and empower women engaged in agriculture and Non Timber Forest Produce (NTFP) production. As per the briefing report (December 2012), the Ministry has sanctioned 37 projects in 12 states under MKSP during the year 2012-13, with a budget of Rs.574.28 crores.

A unique scheme of Youth Professional (YP) under NRLM has been formulated to develop a talented pool of Young Professionals (YP) with passion and training to work with poor and potential to become development leaders.

### **Funding and Financial Assistance**

The funding pattern under NRLM is based on sharing between the Centre and the States in the ratio of 75:25 (90:10 in case of North Eastern States including Sikkim; completely from the Centre in case of UTs). The Central allocation earmarked for the States is broadly distributed in relation to the incidence of poverty in the States.

NRLM provides revolving fund support to the SHGs (SHGs that have not received any RF earlier), as corpus, with a minimum of Rs. 10,000 and up to a maximum of Rs. 15,000 per SHG. As per cabinet decision of May 6, 2013, the provision of capital subsidy support to the SHGs has been withdrawn and a new grant called Community Investment Support Fund (CISF) has been put in place for the 'intensive' blocks, which will be used by the Federations to advance loans to S.H.Gs and to undertake common socio-economic activities. It has also been decided in the cabinet to replace the Interest Subsidy with Interest Subvention of 3 percent to Women SHGs, enabling them to avail loans up to Rs. 3 lakh at an interest rate of 7 per cent per annum. The additional 3 per cent subvention will reduce the effective rate of interest to 4 per cent for those Women SHGs, who repay loans in time; and this initiative, in the first phase, would focus on 150 districts, including the 82 IAP districts, affected by Left Wing Extremism.

The other financial proviso include administrative expenditure of 5% of the allocation, net of the component relating to skill development and placement and net of the component of RSETIs, Infrastructure and Marketing (Up to 20% (25% in case of north

eastern states and Sikkim), and for Skills and Placement Projects and Innovations (20% of the Central allocation).



### **Phased Implementation under Five Year Plans**

It has been decided that NRLM will be implemented in a phased manner to ensure quality of outcomes. In each phase, select districts and blocks will be identified by each state for intensive implementation of the activities under Aajeevika. The identified 'intensive blocks' are entitled to get full features of NRLM. The table below details the annualized phases of implementation plan under Five Year Plans i.e. 12<sup>th</sup> and 13<sup>th</sup>.

NRLM is another step towards providing sustainable livelihood and quality life in rural areas by igniting the innate capabilities of the poor, and building and strengthening their institution or federation with a particular emphasis on women led institutions. No doubt, there is lot of contradictions, inadequacies in the provisos and, challenges that need to be addressed in time.

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### **1.8 Health Mission- NRHM:**

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The National Rural Health Mission (NRHM) has been launched on 12<sup>th</sup> April 2005 by Hon'ble Prime Minister and is being operationalised from the financial year 2005-06 throughout the country with special focus on 18 states which includes 8 empowered action group states (Bihar, Jharkhand, M.P., Chhatisgarh, U.P., Uttaranchal, Orissa and Rajasthan), 8 north-east states (Assam, Arunachal Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim and Tripura), Himachal Pradesh and Jammu and Kashmir.

#### **Main Aims of NRHM:**

1. To provide accessible, affordable, accountable effective and reliable primary health care facilities, especially, to the poor and vulnerable sections of the population.
2. To bridging the gap in Rural health care services through the creation of a cadre of accredited social health activists (ASMA) and improved hospital care decentralization of programme to district level to improve intra and inter-sectoral convergence and utilization of resources.



3. To provide over arching umbrella to the existing programmes of health and family welfare.
4. It seeks to revitalize local health traditions and mainstream AYUSH into the public health system.
5. It aims at effective integration of health concerns with determinates of health like sanitation, hygiene, nutrition and safe drinking water.
6. It seeks decentralization of programmes for district management of health.
7. It seeks to address the inter-state and inter-district disparities.
8. It shall define time bound goals and report publicity on their progress.
9. It seeks to improve access of rural people especially poor women and children to equitable affordable, accountable and effective primary healthcare.

#### **Goals of NRHM:**

1. Reduction in Infant mortality rate (IMR) and maternal mortality Ratio (MMR).
2. Universal access to public health service such as women's health, child health, water, sanitation and hygiene, immunization and nutrition.
3. Prevention and control of communicable and non-communicable diseases, including locally endemic diseases.
4. Access to integrated comprehensive primary healthcare.
5. Population stabilization, gender and demographic balance.
6. Revitalize local health traditions and main stream AYUSH.
7. Promotion of healthy life styles.

#### **Strategies:**

##### ***a. Care Strategies:-***

1. Train and enhance capacity of Panchayati raj institutions (PRIs) to own, control and manage public health services.
2. Promote access to improved healthcare at household level through the female health activist (ASHA).
3. Strengthening sub centre, PHCs and CHCs.
4. Preparation and Implementation of an inter-sectoral district health plan.
5. Integrating vertical health and family welfare programmes at national, state, block and district levels.



6. Technical support to national, state and district health missions, for public health management.
  7. Strengthening capacities for data collection, assessment and review for evidence based planning, monitoring and supervision.
  8. Formulation of transparent policies for deployment and career development of human resources for health.
  9. Developing capacities for preventive health care at all levels for promoting healthy life styles, reduction in consumption of tobacco and alcohol etc.
- b. **Supplementary Strategies:**
1. Regulation of private sector including the informal rural practitioners to insure availability of quality service to citizens at reasonable cost.
  2. Promotion of public private partnerships for achieving public health goals.
  3. Mains training AYUSH revitalizing local health traditions.
  4. Reasserting medical education to support rural health issues.
  5. Effective and viable risk pooling and social health insurance to provide health security to the poor by ensuring good quality hospital care.

### **Functions of NRHM:**

1. It operates through a network of sub centers like primary health centers and community health centers.

### **Sub centers:**

Each sub center will have an untied fund for local action @ Rs. 10,000 per annum. Supply of essential drugs, both allopathic and AYUSH, to the sub centers.

### **Primary Health Centers (PHC):**

- Providing health programmes, support for out rich service, regular supply of essential drugs and equipments round the clock service in all PHC across the country.
- Adequate and regular supply of essential quality of drugs and equipment.
- Provision of 24 hour service in 50% PHCs by addressing shortage of doctors, especially in high focus status, though main streaming AYUSH man power.
- Observation of standard treatment guidelines protocols.

- Provision of 2<sup>nd</sup> doctor at PHC level (1 male, 1 female) would be undertaken.
- Intensification of ongoing communicable disease control programmes.
- New programmes for control of non-communicable diseases.



### **Community Health Centres (CHC):**

- Operationalizing 3222 existing CHC (30-50 beds) as per 24 hour first referral units, including posting of anesthetists.
  - Codification of new Indian public Health standards, setting norms for infrastructure, staff, equipment, management etc for CHCs.
  - Promotion of stake holder committees for hospital management.
  - Developing standards of services and costs in hospital care.
  - Develop, display and ensure compliance to citizen's charter at CHC/PHC level.
2. Mobile Medical Units (MMU) facility to take health care to people at their doorsteps.

There are of two kinds:-

- Diagnostic facility specially designed for North-Eastern States, Jammu & Kashmir and Himachal Pradesh due to their difficult hilly terraces.
- Diagnostic plus services such as X-RAY, ECG and ultrasound.

### **Present Health Care Programmes:**

1. Janani Suraksha Yojana (JSY) - It has been launched on 12<sup>th</sup> April 2005. The objectives of the scheme are reducing maternal mortality, infant mortality through increased delivery at health institutions.
2. Vande Mataram Scheme –It was launched on 9<sup>th</sup> February 2004. It is a major initiative in public private partnership with the federation of obstetric and gynecological society of India (FOGSI). It volunteered to reduce maternal mortality and improving health of women particularly during pregnancy and child birth.
3. Rogi Kalyan Samiti: It aims to provide cashless hospital services to poor at P.H.C, C.H.C and district hospitals.
4. Rashtriya Arogya Nidhi-It provides finance to patients living B.P.L who suffer life threatening diseases to receive medical treatment in government hospitals.



5. Navjaat sishu Surakhya Karyakram-It provides protection to the new borns. It address care at birth and reduce neonatal mortality.
6. Nutritional Rehabilitation Centre-It talks about treatment of acute mal nutrition.
7. School Health Programme (SHP) – Its trust is health check up, treatment of minor ailments. It provides immunization services.
8. Universal immunization programme-It provides protection of children from life threatening conditions which are preventable vaccination is carried out to present seven vaccine preventable diseases.
  - Diphtheria
  - Pertussis
  - Tetanus
  - Polio
  - Measles
  - Severe form of childhood T.B
  - Hepatitis B.

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### **1.9 Self-Help Groups (SHGs):**

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In a country like India where the population already exceeds one billion and in its rural areas where almost half of its residents live below the poverty line- the ideology of Self Help Group(SHG) bears enormous potentialities to offer some alternative and innovative ways for such nation to get rid of the vicious cycle of rural poverty. The SHG-Bank linkage programme, later on recognized as the Indian Microfinance Model, was officially introduced in February 1992 following a set of guidelines passed by National Bank for Agriculture and Rural Development ((NABARD) and Reserve Bank of India (RBI).

Self Help Groups (SHGs) have become the vehicle of change in the rural areas, transforming the lives of the marginalized. Realizing that problems cannot be solved alone, or by a single agency, small voluntary groups get together to pool their resources, skills and talent to better their lives.

The SHGs are small informal groups aiming at collective action. They are generally formed by the funding agencies and voluntary agencies in the context of micro-finance.



The members pool their savings and relend it among themselves on a rotational basis. The SHGs come together for the purpose of solving their common problems through self help and mutual help. The savings are kept with a bank. The common fund is in the name of the SHG. Usually the number of members in one SHG is between 15 and 20. According to NABARD, more than 90 per cent of the SHGs have exclusively women members.

The basic **principles** of the SHGs are group approach, mutual trust, organization of small and manageable groups, group cohesiveness, spirit of thrift, demand based lending, collateral free, and women friendly loan, peer group pressure in repayment, skill training, capacity building and employment.

There are certain broad principles which govern the functioning of SHGs. These include:

- ❖ Saving first, no credit without saving;
- ❖ Saving as partial collateral;
- ❖ Bank lends to the Group, for on-lending to members
- ❖ Credit decisions for on-lending to member by the group
- ❖ Interest rates and other terms and conditions for loans to members to be decided by the group;
- ❖ increasing over time with good repayment record; and
- ❖ Small loans to begin with. Joint liability as a substitute for physical collateral
- ❖ Ratio between savings and credit contingent upon creditworthiness of the group,

The SHGs are provided with Revolving Fund of Rs.25, 000- Rs. 10,000 from the District Rural Development Agency and Rs. 15,000 from Bank- after six months of their formation, and upon qualifying the first grading to kick start the loaning activities, and second grading is done six months after receiving of Revolving Fund for taking up economic activities. The revolving fund helps the members draw from it for medical and education expenses or to perform marriages and undertake family obligations. Sometimes, a member may approach it to her husband's business enterprise.



The SHG selects from among its members a leader called animator. The animator conducts two to three meetings every month. After the group stabilizes in management of funds, it gives loan to the members.

The SHGs are able to provide banking services to their members which may not be sophisticated but are cost effective, simple, flexible, accessible to their members and above all without any defaults in repayment of loans.

The SHGs are also facing some problems. Hence, measures should be initiated to strengthen the self-interest and self-motivation on the part of members. Change of leader periodically is necessary. Women should think of occupation mobility to enhance their incomes. The quality of economic activity should be improved.

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### **1.10 Pradhan Mantri Gram Sadak Yojana (PMGSY):**

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Rural road connectivity is not only a key component of Rural Development in India, it is also recognised as an effective Poverty Reduction Programme. Notwithstanding the efforts made, over the years, at the State and Central levels, through different programmes, even after five decades of Independence, about 40% of India's villages do not have proper road connectivity.

Keeping in view the fact that rural roads are vital to economic growth and to measures for poverty alleviation in the villages, Government's resolve to provide total rural connectivity was indicated in the address of the Hon'ble President to the joint sitting of Parliament on 25th October, 1999, when a programme of construction of all-weather roads in the rural areas was announced.

The Rural Roads Programme as a component of the Pradhan Mantri Gramodaya Yojana (PMGY) was announced by the Finance Minister in his Budget Speech, 2000-2001. In his Address to the Nation on 15th August, 2000, the Prime Minister stated:

"For the first time since Independence, the Central Government has devised a well conceived and time-bound programme for rural roads. This hundred percent centrally sponsored scheme, which is called the "Prime Minister's Rural Roads Scheme", aims to connect with-in the next three years, every village that has a population of more than

one thousand, through good all-weather roads. By 2007, every village with a population more than five hundred will be similarly connected."



The Pradhan Mantri Gram Sadak Yojana (PMGSY) was launched by the Hon'ble Prime Minister on 25th December 2000. Guidelines of the programme have been issued to all the States/UTs on 15th December, 2000. The primary focus of the programme is on construction of new roads. It is proposed to connect about 1 lakh villages in the next seven years. Besides, upgradation (to prescribed standards) about 5 lakh kilometers of existing roads will be taken up under the Programme, so as to achieve connectivity through a good all-weather roads.

The **key elements** of the Pradhan Mantri Gram Sadak Yojana (PMGSY) are as follows:

- Preparation of Master Plans-District Rural Roads Plans to be generated based on block-level Plans;
- Project Implementation Units to be formed to ensure professional and timely completion;
- Execution on a Project Mode;
- Ensuring Standard Specifications, including adequate cross-drainage works;
- Time-bound Execution — completion in 9-12 months; Penalty clauses for time overruns; No escalation permitted;
- Strict Quality Control — independent monitors to inspect works.

The Programme further envisages —

- Ready availability of land for the roads;
- Maintenance of the roads by Panchayati Raj Institutions;
- Encouraging use of locally available materials for construction of roads;
- Planting of trees on either side of the roads. Proposals have been received from several States/UTs and others are expected shortly.

**PMGSY** has a significant impact on the living conditions of rural people in terms of providing connectivity through the rural roads, which may enhance the opportunities for



the girl child to have access to the educational facilities. Besides, due to better rural roads villagers have easier access to the health facilities and local markets, which not only enhance their productivity but also create their awareness which goes a long way in changing the traditional social structure and resulting in improvement of the status of rural people.

Rural roads assumes critical importance in improving the quality of life of rural people as it promotes access to economic and social services and facilitates the growth of rural economy. Improved connectivity reduces the cost of transportation of farm inputs and outputs, promotes diversification of crops as well as creation of non-farm employment opportunities in rural areas.

### **Check Your Progress I**

**Note:** a) Use the space provided for your answers.

b) Check your answers with the possible answers provided at the end of this unit.

1) What are the forward and backward linkages linked with TRYSEM?

Ans.

2) What are the salient features of MGNREG Act?

Ans.



3) What are the support structures of NRLM?

Ans.

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### **1.11 Let Us Sum Up:**

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Thus, integrated development of rural areas is one of the abiding tasks before the Government of India. Addressing the challenge of unemployment in the rural areas of the country is central to the development of rural sector for ameliorating the economic condition of the people. Wage employment is provided in rural areas under National Rural Employment Guarantee Act (NREGA) and Sampoorna Grameen Rozgar Yojana (SGRY) whereas self employment is provided under Swranjayanti Gram Swarozgar Yojana (SGSY). This was modified into National Rural Livelihoods Mission (NRLM) in June 2011. This was further renamed as Deendayal Antyodaya Yojana - National Rural Livelihoods Mission (DAY-NRLM). Besides, generating employment these wage employment schemes also ensure creation of durable assets in rural areas. Initiatives are also taken to build and upgrade the basic rural infrastructure through various schemes. Under Pradhan Mantri Gram Sadak Yojana (PMGSY) construction and upgradation of rural roads are taken up to ensure rural connectivity. Similarly basic amenities for housing, drinking water and toilets, etc., are provided under Indira Awaas Yojana (IAY), Accelerated Rural Water Supply Programme (ARWSP) and Total Sanitation Campaign (TSC) to enhance the welfare and well being of the vulnerable sections of rural population. Area Development is encouraged through Watershed Programmes to check the diminishing productivity of wasteland and loss of natural resources.



Moreover, after all the statistical assessment, it was found that the divide between urban and rural India has become a truism of our times. The central government has already adopted a multi-pronged strategy to reduce this divide in its various dimensions. For example, the Bharat Nirman programme addresses gaps in rural infrastructure and covers irrigation, road connectivity, housing, water supply, electrification, and telephony; the National Rural Employment Guarantee Act (NREGA) attempts to ensure a social safety net as it provides guaranteed employment in rural areas and at the same time has the capacity to build rural infrastructure especially if resources from other programmes are pooled in; the Sarva Shiksha Abhiyan and National Rural Health Mission are ambitious programmes for providing elementary education and primary health services respectively. All these programmes indicate the priority being given by the Government to Rural Development and are meant to give a new hope to rural India.

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### **1.12 Key Words:**

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**TRYSEM:** Training Rural Youth for Self Employment (TRYSEM), a major component of Integrated Rural Development Programme (IRDP) was launched in 1979 and essentially a self-employment programme. Its focus is on the youth, both men and women in the age group of 15 - 35, and equips them with necessary skills and entrepreneurship capabilities.

The rural unemployed youth are categorized into four groups: (i) Literate and Skilled, (ii) Literate and Unskilled, (iii) Illiterate but Skilled and (iv) Illiterate and Unskilled. While the fourth category was mainly dependent on wage employment, the other three groups could be provided with skills that would help them not only in starting their own micro enterprises but also in creating employment for many others and thus help in solving the problem of increasing unemployment among the youth in the country. Keeping this in view, TRYSEM was launched in 1979 as a component of IRDP.

**IAY:** The Government of India is implementing Indira Awaas Yojana (IAY) since the year 1985-86 with the objective of providing dwelling units free of cost of the members of Scheduled Castes, Scheduled Tribes and free bonded labourers living below the poverty line in rural areas. From the year 1993-94, its scope has been extended to cover non-scheduled castes and scheduled tribes to rural poors subject to the condition that the



benefits of the scheme have also been extended to families of servicemen of the armed and paramilitary forces killed in action, 3% of the houses are reserved for the below poverty line disabled persons living in rural areas.

**NRLM:** The Ministry of Rural Development, Government of India, has launched a new comprehensive and ambitious programme, i.e. National Rural Livelihood Mission (NRLM / Aajeevika) on 3<sup>rd</sup> June of 2011, to improve the livelihoods and quality of life of rural people, after restricting the Swarnajayanti Gram Swarajgar Yojana (SGSY). The aim of this programme is to create efficient and effective institutional platforms for the rural poor, enabling them to increase household income through sustainable livelihood enhancements, and improved access to financial services. The mission statement of NRLM says "To reduce poverty by enabling the poor households to access gainful self-employment and skilled wage employment opportunities resulting in appreciable improvement in their livelihoods on a sustainable basis, through building strong and sustainable grassroots institutions of the poor." In the General Budget for the year 2013-14 Rs 4000 crores have been earmarked for the Aajeevika. This was further renamed as Deendayal Antyodaya Yojana - National Rural Livelihoods Mission (DAY-NRLM) in March, 2016.

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### 1.13 References:

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Desai, Vasant (2009): *Rural Development in India*, Himalaya Publishing House, Mumbai.

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## Unit-2

### Watershed Management Programmes and Sustainability

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#### Learning Objectives:

After completion of this unit, you should be able to:

- *Explain the concept of watershed management programmes*
- *Distinguish the three key watershed management programmes of India*
- *Analyse the consequences and modifications of various schemes and programmes of watershed management.*

#### Structure:

- 2.1 Introduction
- 2.2 Watershed Management Programmes
  - 2.2.1. Drought Prone Area Programmes (DPAP)
  - 2.2.2. Desert Development Programme (DDP)
  - 2.2.3. Integrated Wastelands Development Programme (IWDP)
- 2.3 Impact Assessment of Watershed Programmes
- 2.4 Recent Policy Modifications
- 2.5 Concept of Sustainability
- 2.6 Let Us Sum Up
- 2.7 Key Words
- 2.8 References
- 2.9 Check Your Progress – Possible Answers

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#### 2.1 Introduction:

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Watershed management is the process of guiding and organizing the use of land and other resources in a watershed to provide desired goods and services without adversely affecting soil and water resources. Each project under the programme is a micro-level effort to achieve this objective by treating the under productive or unproductive land and taking up allied activities for the benefit of the landless. The



programmes adopt a common strategy of multi resource management involving all stakeholders within the watershed who, together as a group, co-operatively identify the resource issues and concerns of the watershed as well as develop and implement a watershed plan with solutions that are environmentally, socially and economically sustainable.

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## **2.2 Watershed Management Programmes:**

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Watershed management is an emerging concept for the efficient use of rain run-off in the rural areas of India. It is the process of guiding and organizing the use of land and other resources in a watershed to provide desired goods and services without adversely affecting soil and water resources. The approach to watershed management is participatory in nature, people-friendly, location-specific, process based and geared to cater to the problems and needs of the rural communities.

The area of land surrounding a river or lake that provides all the water which enters the river or lake is called a watershed. Management of watershed entails the rational utilization of land and water resources for optimum production but with minimum wizard to natural and human resources, with due recognition of the inter relationships among land use soil and water and the linkages between uplands and downstream areas.

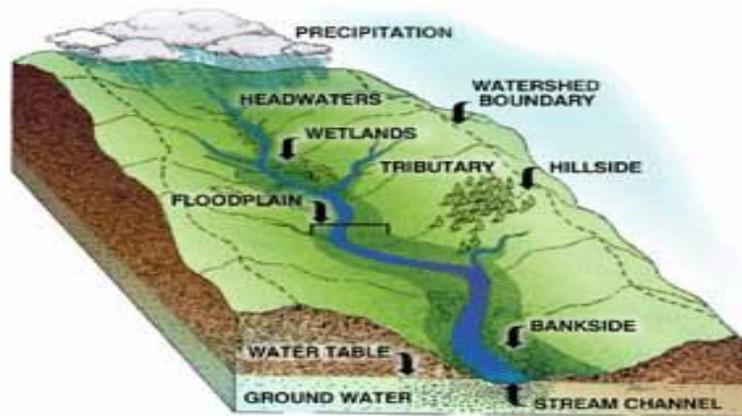
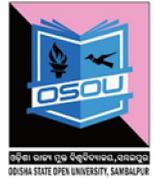
Operation of watershed management is ideal where the rainfall pattern is very short, uneven and there is no support of major and minor irrigation systems to enhance agricultural production. Watershed management is done for following reasons.

- Maintain or increase land productivity
- Assure adequate quantity of usable water
- Reduce flooding and flood damage
- Assure water quality

Watershed management also allows underground aquifers to fill so that groundwater is recharged.

To accelerate the pace of development of wastelands/ degraded lands the Government had set up the National Wastelands Development Board in 1985 under

the ministry of Rural Development and poverty Alleviation was created in 1992 and the National wastelands development board was transferred to it. In April 1999, Department of Land Resources (DOLR) to act as the nodal agency for land resources management. Consequently, all land-based development programmes and the land reforms division were brought under this department.



**Conceptual Watershed Cross Section**

**Source:** [www.ci.berkeley.ca.us](http://www.ci.berkeley.ca.us)

In 1994, a Technical committee under the chairmanship of Prof. C.H. Hanumantha Rao was appointed to appraise the impact of DPAP / DDP and suggest measures for improvement. The committee recommended a common set of operational guidelines and expenditure norms for the three programmes of Ministry of Rural Development (MORD). Accordingly the Guidelines for watershed development were framed and brought into force from 1<sup>st</sup> April 1995. Since then, DPAP, DDP and IWDP are being implemented on watershed basis.

The watershed guidelines of 1995 were revised by MORD in 2001 to make them more focused transparent and suitable to local requirements. The revised guidelines, 2001 provided for a greater role of panchayat raj institutions, Exit protocol and provision for availing the credit facility from financial institutions to ensure higher

value addition to the interventions. The guidelines for these programmes were further revised with effect from 1.4.2003, and renamed as Hariyali guidelines.

The **three key watershed programmes** are:

1. Drought prone Areas Programme (DPAP)
2. Dessert Development Programme (DDP)
3. Integrated Wastelands Development Programme (IWDP)

### **2.2.1. Drought Prone Areas Programme (DPAP)**

The Drought-Prone Areas Programme (DPAP) was started in 1973. The programme aims at optimum utilization of land, water and livestock resources, restoration of ecological balance and stabilizing the income of the people particularly the weaker section of the society. Some of the important elements of the programme are:

(i) Development and management of water resources, (ii) Soil and moisture conservation measures, (iii) A forestation with special emphasis on social and farm forestry, (iv) Development of pasture lands and range management in conjunction with development of sheep husbandry, (v) Live-stock development and dairy development, (vi) Restructuring of cropping pattern and changes in agronomic practices, and (vii) Development of subsidiary occupations.

The programme is now under implementation in 947 blocks of 155 districts in 13 states. The total area covered under the programme is about 746 lakh sq. km. The funds for the programme are shared by the Centre and the concerned state on 50:50 bases. Total outlay for the programme during Eighth Five Year Plan was Rs. 1,000 crore, out of which Rs. 500 crore was the Central share. Total expenditure since inception in 1973-74 till March 1995 was Rs. 1,742 crore.

The programme is being implemented on watershed project basis since 1995-96 as per new guidelines for Watershed Development. The local people are being involved in the planning and development of watershed project. Funds equal to 75 per cent of the sanctioned cost of the watershed is released to the Watershed Committee and utilized by it.





The number of watershed projects targeted for development during the period of four years (from 1995-96 to 1998-99) was 4,995. The Central share of allocation for DPAP during 1996-97 and 1997-98 are Rs. 125 and Rs. 115 crore respectively.

The Drought-Prone Areas Programme has the major objective to minimize the effects of drought through an integrated development of the area by the adoption of appropriate technologies. Its main emphasis is on irrigation projects, land development programmes, afforestation, grass-land development, rural electrification and other programmes for infrastructural development relating to roads, markets, credit, servicing and processing etc.

Each state has evolved its own organizational set-up for the drought-prone area programme. Maharashtra is implementing the programme through the District Planning Board. The Karnataka Government has established an authority for the districts by a resolution of the State Government with Divisional Commissioner as the Chairman. Tamil Nadu has set up a District Development Corporation for one of the two districts under this programme.

The basic objective of the programme is to minimize the adverse impact of drought on the production of crops, livestock and productivity of land, water and human resources thereby ultimately leading to the drought proofing's of the affected areas. The objectives are being addressed by taking up development works through watershed approach for land development, water resource development and afforestation / pasture development.

### **2.2.2. Desert Development Programme (DDP)**

The Desert Development Programme (DDP) was started in the year 1977-78. It extends over 227 development blocks of 36 districts with a total area of 4, 57,432 sq. km in seven states. These states are Andhra Pradesh, Gujarat, Haryana, Himachal Pradesh, Jammu and Kashmir, Karnataka and Rajasthan. Under the programme a number of projects have been targeted and sanctioned for implementation in identified areas.

All these projects are envisaged to be completed in a four-year period. At present there are 1,747 Watershed Projects under different stages of implementation in seven



programme states. Presently the programme is 100 per cent centrally-sponsored (75:25 bases in hot arid areas between centre and the state). The funds are provided to DRDAs/ ZPs for planning and development of watershed projects. Eighty per cent of the total fund is transferred to the bank account of Watershed Committee / Gram Panchayats which implement the programme.

During the Ninth Five Year Plan a sum of Rs. 1,430 crore was allocated for the programme (Rs. 70 crore in 1997-98). As core sector activities, 1.85 lakh hectares under land resource development, 0.83 lakh hectares under water resource development and 2.85 lakh hectares under a forestation and pasture development have been developed till 1994-95 since inception of the programme.

The Desert Development Programme (DDP) aims at checking further desertification of the desert areas and raising productivity of the local resources to raise the income and employment levels of the local inhabitants. The programme is being implemented both in the hot and cold arid zones of the country.

The programme puts emphasis on arresting desertification through activities which restore ecological balance, stabilise sand dunes and facilitate soil and water conservation. Plantation of shelter belts, adoption of water harvesting techniques and development of pastures to sustain the livestock economy are some of the strategies followed under the programme. It is proposed to encourage innovative use of land for fodder crops, pastures and fuel and fodder plantations.

This diversification can substantially improve the economy of the desert areas in keeping with the ecological requirements of the area. In the cold arid zones of Ladakh and Spiti, irrigated agriculture and improved animal husbandry practices would be among the activities to be encouraged.

The major objectives of the programme are:

- To mitigate the adverse effects of desertification and adverse climatic conditions on crops, human and livestock population and combating desertification.



- To restore ecological balance by harnessing, conserving and developing natural resources i.e. land, water vegetative cover and raising land productivity.
- To implement development works through the watershed approach, for land development, water resources development and afforestation/pasture development.

### **2.2.3. Integrated Wastelands Development Programme (IWDP)**

Integrated Wasteland Development Programme was started with Centres' assistance in 1985-86. It was primarily meant for the conservation and preservation of culturable wastelands in India. But it also incorporated soil conservation, forest conservation, employment to the people, developing pastureland and giving a cropping pattern suitable to the soil, reclamation of soil and their nutrient management.

Thus it adopted an integrated approach in which, local people participation, conservation of soil and ecology, reclamation of the culturable wastelands, treatment of the wastelands and converting the non-culturable wastelands into pastures and forested area. Methods like soil testing, use of chemicals and fertilizers, preventing hazards like blowing wind, encroaching seawater are also adopted.

Wastelands are “degraded lands which can be brought under vegetative cover with reasonable efforts and which are currently under utilized. It is also the land which is deteriorating for lack of appropriate water and soil management or on account of natural causes”. Department of Land Resources (DOLR), Government of India in collaboration with National Remote Sensing Agency (NRSA) carried out mapping of wastelands across India, using the one time IRS data (of the year 2003). The result of this exercise has been brought out as “wastelands Atlas of India-2005”. As per their latest estimates, the total extent of wastelands in the country stands at 55.27 m.ha. as compared to 63.85 m.ha. (as per wasteland Atlas 2000).

#### **Objectives:**

- Developing wastelands/ degraded lands on watershed basis, keeping in view the capability of land site conditions and local needs.



- Promoting the overall economic development and improving the socio-economic condition of the poor and disadvantaged sections inhabiting the programme areas.
- Restoring ecological balance by harassing, conserving and developing natural resources, i.e., land, water, vegetative cover.
- Employment generation, poverty alleviation, community empowerment and development of human and other economic resources of the village.

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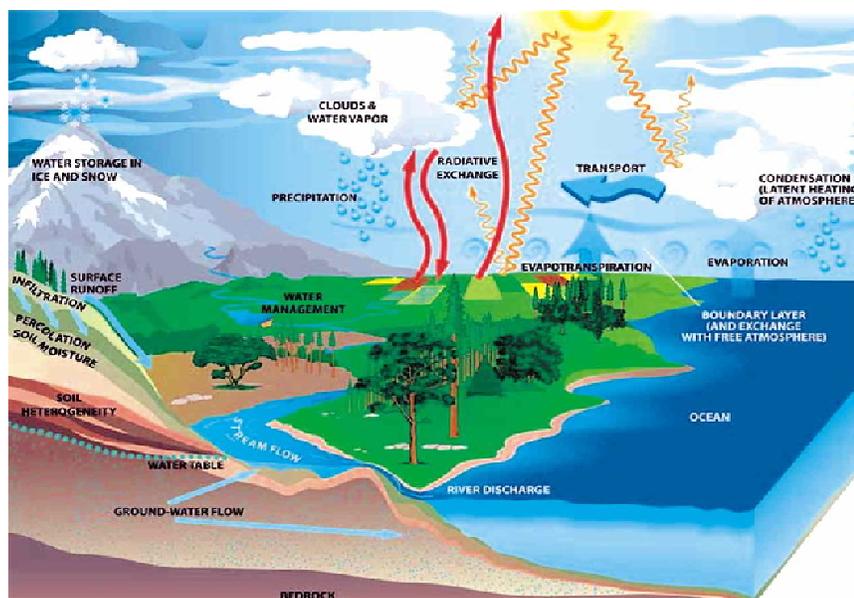
### **2.3 Impact Assessment of Watershed Programmes:**

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A study titled “Comprehensive Assessment of Watershed Programmes in India” had been assigned to International Crops Research Institute for the semi-Arid Topics (ICRISAT) Hyderabad to critically assess the impact of various watershed development programmes in India.

The Study (in 2008) indicated the following points:

- Watershed programme has performed well with a mean benefit cost ratio of two which indicates that investment in watershed programme is economically viable and substantially beneficial.
- The mean internal rate of return of 27.4% indicates that watershed projects are able to meet their initial costs and generate substantial economic benefits and justify the investment as income levels were raised within the target domains.
- The alleviation of rural poverty and reduction of disparities among the rural households is an important achievement under the watershed programme as the average additional annual employment generation in the watershed area is about 154 person days.
- The objective of conserving soil and water has also been well achieved as it was noted that on an average, 38 h.ma. additional water storage capacity was created in a 500 ha. Watershed as a result of watershed programme. The irrigated area increased by 52% and the cropping intensity increased by 35.5%



### Effective Watershed Management Plan

Source: [www.lifegreensystems.com](http://www.lifegreensystems.com)

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## 2.4 Recent Policy Modifications:

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Wasteland, watershed and dryland developments are key action points of the government planning commission and national rainfed area authority framed common guidelines, 2008 for watershed programmes for all ministries/Departments based on the Parthasarathy Committee Report, other committees observations and past experience. The provisions in the common guidelines and the observations of the Parthasarathy committee have necessitated modifications in the watershed schemes of the DOLR. Accordingly,

**DPAP+DDP+IWDP=Integrated and consolidated IWMP  
[Integrated Water Management Programme]**

This consolidation is for optimum use of resources, sustainable outcomes and integrated planning. The scheme has been approved by the government on 26<sup>th</sup> Feb 2009.

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## 2.5 Concept of Sustainability:

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The concept of sustainability basically implies a characteristic of a system, a programme or a resource to last intact forever. In common parlance, sustainability connotes self-sufficiency and an implicit ideology of long-term self-reliance (Chambers and Conway, 1991). The concept first came into prominence in 1980 in the context of the World Conservation Strategy (WCS) of the International Union for the Conservation of Nature and Natural Resources (IUCN). Thereafter, the WCWD, or the Brundtland Commission, in its 1987 report, 'Our Common Future', emphasized the key role of agricultural sustainability as the basis of sustainable development (WCED- World Commission on Environment and Development, 1987). Currently, there are two distinct concepts of sustainability in vogue. One, the economist's world view of sustainability is concerned about the long-term constancy of economic output, income or consumption. Two, the ecologist's and biologist's concept of sustainability relates to long-term preservation of biosphere.

The WCED (1987:43) defined *sustainable development* as 'development that meets the needs of the present without compromising the ability of future generations to meet their own needs'. Sustainable development requires that in the process of economic growth, we maintain our natural resources and environment intact and use/harvest only that much quantity which is regenerated naturally, that is, we live on the 'flows' and keep the 'stock' of natural resources and environment intact.

In the context of sustainability, two questions are important:

- (a) How long will our natural resources last, given current consumption patterns?
- (b) How should we manage our natural resources and environment so that the future generations have access to the same quality of life as the present generation?

The first question of resource longevity is really one of prediction and accounting: how do technology, taste, population and natural regeneration influence the stock of environmental goods that will be available from one year to the next? Thus, the ethical motives behind sustainability are derived from a concern for the future, and the fear that



the current trends in production and consumption are threatening the well-being of future generations.

Questions about how long resources will last have long concerned planners and economists who have worried that the world is running out of agricultural land, fish and other important environmental goods. A variety of indices have been developed to measure the degree to which resources are being consumed sustainably. More elaborate indices take into account the fact that changes in taste or technology may reduce future demand while natural regeneration, especially for biological resources, may increase stocks to keep pace with the increasing demand.

The second question of sustainability 'how should we manage our resources' requires that we have some management target for the way in which resources are distributed across generations. The 'we' in the second question of sustainability 'how should we manage....' implies that there is some sort of shared vision about the goals of sustainability.

Related to the term, sustainability, there are two notions of 'weak sustainability' and 'strong sustainability'. The former is defined as the maintenance of the value of the aggregate stock of capital. It implies that we can substitute human-made capital for natural capital in production and consumption, such that economic growth can be associated with improvements in environmental quality. By contrast, 'strong sustainability' points that natural and human-made capital are complements and cannot be substituted for each other in either production or consumption. Consequently, economic growth that uses natural resources and generates wastes must increase environmental degradation.

There are several indicators of non-sustainability of current patterns of production, consumption and economic growth. They include land degradation, degradation and depletion of water resources, degradation and depletion of forest resources, depletion of conventional sources of energy, loss of biodiversity, climate change and ozone layer depletion.

## Check Your Progress II

**Note:** a) Use the space provided for your answers.

b) Check your answers with the possible answers provided at the end of this unit.

1) What are the important elements of Drought Prone Area Programme?

Ans.

2) What are the major objectives of Desert Development Programme?

Ans.

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## 2.6 Let Us Sum Up:

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Thus, within the dimensions of watershed management, so sustainable development means, we are developing the resources like land, water and all other resources within the watershed. So, that way, we want to meet the present needs, but of course, you should not overuse or we should not disturb the ecological or environmental balance, such that the future generation will suffer. So, we have to see, that whenever we are going for watershed management, the watershed management plan should be sustainable and we should go for sustainable development. So, the aim of any sustainable development will be to integrate the economics, the science of development and ecology such a way, that we have an environmental friendly development, so that the science of environment is also, will be incorporated within the developmental plans.

So, sustainable development must deal with a threat of poverty, population growth and environmental degradation. So, as you can see that in a country like India, we have got a big problem of the, the population growth. So, we have to see, that when we take a, the watershed management as holistic plan, we have to see that how we can look into the aspects of population growth. Then, how we can deal with the threat of poverty?

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## 2.7 Key Words:

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**Drought Prone Areas Programme (DPAP):** The Drought-Prone Areas Programme (DPAP) was started in 1973. The programme aims at optimum utilization of land, water and livestock resources, restoration of ecological balance and stabilizing the income of the people particularly the weaker section of the society. Some of the important elements of the programme are: (i) Development and management of water resources, (ii) Soil and moisture conservation measures, (iii) A forestation with special emphasis on social and farm forestry, (iv) Development of pasture lands and range management in conjunction with development of sheep husbandry, (v) Live-stock development and dairy development, (vi) Restructuring of cropping pattern and changes in agronomic practices, and (vii) Development of subsidiary occupations.

**Desert Development Programme (DDP):** The Desert Development Programme aims at checking further desertification of the desert areas and raising productivity of the



local resources to raise the income and employment levels of the local inhabitants. The programme is being implemented both in the hot and cold arid zones of the country.

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## 2.8 References:

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Desai, Vasant (2009): *Rural Development in India*, Himalaya Publishing House, Mumbai.

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Singh Katar (1986): *Rural Development-Principles, Policies and Management*, Sage Publications (India) Pvt. Ltd. New Delhi.

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## 2.9 Check Your Progress – Possible Answers:

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### Check Your Progress – I:

1. Backward linkages basically comprise inputs and infrastructural support to the trainees, whereas forward linkages relate mainly to the demand for and marketing of the products produced by them. For the trainees, the DRDA is responsible for coordinating or providing these linkages. For this, it has to maintain contacts with institutions that can provide such linkages. Such functional public undertakings are selected as can provide infrastructural support and also supply inputs. Funds earmarked for infrastructure development under IRDP may be utilized for developing such institutions. Moreover, District Cooperative Marketing Societies (DCMS) also provide marketing support for IRDP goods. In addition, local haats (bazaars) and regulated agricultural markets have a useful role to play in the marketing of their products.

### 2. Salient features of the MGNREG Act:

Right based framework  
Time bound guarantee  
Women empowerment  
Work site facilities  
Decentralised planning  
Labour intensive works  
Public accountability  
Transparency  
Permissible works  
Funding

### 3. Support Structure of NRLM

NRLM works through a structure of dedicated support at national level-National Mission Management Unit (NMMU), Advisory Committee (AC), Coordination Committee (CC) , Empowered Committee (EC); at the state level-State Rural Livelihoods Mission (SRLM), State Mission Management Unit (SMMU); at the



district-[District Mission Management Unit (DMMU); at the block level- Block Mission Management Unit (BMMU), and Project Facilitation Team (PFTs) at Sub-block level to catalyze social mobilization, build institutions, capacities and skills, facilitate financial inclusion and access to financial services, support livelihoods and convergence and partnerships with various programmes and stakeholders. Recently, Cabinet (on May 6, 2013) has decided to set up National Rural Livelihoods Promotion Society (NRLPS) at national level under the Societies Registration Act- an 'autonomous, adequately staffed, professionally managed, and empowered agency will act as the technical support unit of NRLM.

### **Check Your Progress – II:**

1. The important elements of the DPA Programme are:
  - (i) Development and management of water resources, (ii) Soil and moisture conservation measures, (iii) A forestation with special emphasis on social and farm forestry, (iv) Development of pasture lands and range management in conjunction with development of sheep husbandry, (v) Live-stock development and dairy development, (vi) Restructuring of cropping pattern and changes in agronomic practices, and (vii) Development of subsidiary occupations.
  
2. The major objectives of the programme are:
  - To mitigate the adverse effects of desertification and adverse climatic conditions on crops, human and livestock population and combating desertification.
  - To restore ecological balance by harnessing, conserving and developing natural resources i.e. land, water vegetative cover and raising land productivity.
  - To implement development works through the watershed approach, for land development, water resources development and afforestation/pasture development.

