
UNIT-1 COMMUNITY DEVELOPMENT PROGRAMME

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1.1 INTRODUCTION

The Community Development Programme has been the biggest rural reconstruction scheme undertaken by the government of free India. It has been variously described as the magnacarta of hope and happiness for two-thirds of India's population, the testament of emancipation, the declaration of war on poverty, ignorance, squalor and disease under which millions have been groaning etc.

Its successful execution will bring back to village economic prosperity which characterised them in the not too distant past. The programme, therefore, seeks to regain a lost paradise. It is intended to bring both outward and inward grace to the Indian village. An attempt has been made to awaken him from the long stupor of ages, so that he may realise his due in life as well as shake off his lethargy and work in co-operation with government agencies to ameliorate his lot.

1.2 LEARNING OBJECTIVES

After go through this unit, you will be able to –

- Understand the Community development: meaning & Characteristic

- Explain the objectives of CDP
- Identify the scope of CDP

1.3 COMMUNITY DEVELOPMENT PROGRAMME: MEANING & CHARACTERISTIC

The Community Development Programme of the present form is, in the main, an American concept. It is, in a way, the culmination of the economics of rural reconstruction as learnt and developed in the United States with its practical usefulness justified under the Indian conditions. The programme emerged out of the experiments made at Etawah and Gorakhpur under the inspiration of Albert Meyers. The Planning Commission has defined the Community Development Programme in these words: "Community development is an attempt to bring about a social and economic transformation of village life through the efforts of the people themselves." The projects are of vital importance, according to Pandit Nehru, "not so much for the material achievements that they would bring about, but much more so, because they seem to build up the community and the individual and to make the latter the builder of his own village centers and of India in the larger sense." It is intended to apply it to the concept of the village community as a whole, cutting across caste, religious and economic differences.

Characteristics:

Community Development Programme exhibits several characteristics. They are as follows:

1. It promotes self-confidence among the ruralites.
2. It develops self-reliance in the individual and initiative in the village community.
3. The community development programme effects change at the psychological level of the ruralites.
4. It seeks to create new administrative machinery suited to the manifold. It is pre-eminently people-oriented.
5. Community thinking and collective action are encouraged through people's institutions like the Panchayats, cooperative societies, Vikas mandals, etc.

Importance:

The role of Community Development Programme in the context of the rural community cannot be gainsaid. The programme is instrumental in raising the standard of living of the ruralites and in reconstructing the rural India. Prof. Carl Taylor rightly observes that the programme signifies active cooperation and involvement of the ruralites in formulating and executing their own plans and programmes. The end result is social change, economic development and emergence of new local leadership at the village level.

1.3.1 Objectives:

Prof. S. C. Dube has highlighted on two aims of Community Development Programme. They are- (a) achieving substantial agricultural production and considerable progress in the sphere of communication, rural health and rural education and (b) transforming the socio-economic life of the village through a process of integral cultural change. The aims of the Community Development Project have been divided into two parts. They are short-term objectives and long-term objectives.

Short-term objectives

The short-term objectives are as follows:

1. To increase agricultural production both quantitatively and qualitatively.
2. To solve the problem of rural unemployment.
3. To develop the means of transport and communication in the villages through repairing old roads and constructing new pukka roads.
4. To bring about development in the sphere of primary education, public health and recreation.
5. To assist the villagers to build good and cheap houses with the help of modern plans and new building methods.
6. To set up and encourage cottage industries and indigenous handicrafts.

Long-term objectives:

The long – term objective of community development projects refers to holistic development of rural life through optimum utilisation of physical and human resources. It is further oriented to provide all sorts of facilities available in a Welfare State to the ruralites. Taking care of the social, moral and financial progress of the villagers also comes within the purview of the long-term objectives of community development projects.

The Community Development Programme was inaugurated on October 2, 1952. Fifty-five community projects were launched. The programme launched in 1952 was extended to wider areas at the end of the First Five-Year Plan. Nearly one out of every three villages in India was brought within the orbit of this programme.

The Second Five-Year Plan proposed to bring every village in India under this scheme, 40 per cent of the area being brought under a more intensive development scheme. The programme was implemented through units of blocks, each community development block comprising generally 100 villages, an area of 400-500 square kms and a population of 60 to 70 thousand.

1.3.2 Organisation:

The Community Development Programme is broadly divided into three phases. They are- (a) the National Extension Phase, (b) the Intensive Community Development Project Phase and (c) the Post-Intensive Development Phase.

In the first phase, the areas selected are subjected to the method of providing services on the ordinary rural development pattern with a lesser governmental expenditure. In the intensive phase, the blocks selected are subjected to more composite and more intensive development schemes with larger governmental expenditure.

In the post-intensive phase, it is presumed that the basis for self-perpetuation of the process initiated during the earlier phases has been created and the need for special government expenses reduced. Slowly the areas are left in the charge of the departments for the development.

An elaborate organization has been created to implement Community Development Projects; it is known as the Community Project Administration. Originally functioning under the Planning Commission, it is now under the charge of the newly created Ministry of Community Development.

The entire administration is composed of four major types- the central administration, the state administration, the district organization and the project administration. The power and the control flow from top to bottom making it a hierarchic bureaucratic organization.

1.3.3 Scope:

Needless to say that the Community Development Programme is a universal phenomenon practised both in developed and developing countries. But, the programme assumes vital significance in developing countries because of their low-level of development in various segments of social life.

Owing to its wider applicability in multifaceted fields of operation, it is not practically feasible to evolve a theoretical framework of the scope of Community Development Programme. However, for the sake of convenience, the field of Community Development Programme can broadly be divided into the following items.

1. Agricultural and allied fields:

Under this category activities regarding following items are included, (a) reutilisation of virgin and waste lands, (b) repairing of old wells, digging new wells and provision of major/minor irrigation facilities, (c) adoption of qualitative high-yielding seeds, manures, fertilizers, use of tractors etc., (d) provision of credit facilities for the development of animal husbandry, poultry farming, fishery, soil conservation etc. and (e) growth of vegetables and plants etc.

2. Organisation:

Organisation of 'co-operative service societies', multi-purpose cooperative societies, 'marketing co-operatives' and other types of people's institutions.

3. Education:

Attaching importance to primary education, adult education and social education with the aim of expanding the mental horizon of the ruralites.

4. Employment:

For solving the problem of rural unemployment, attempts have been made for the setting up of small scale and cottage industries.

5. Health Services:

Provision for mobile, permanent dispensaries, arrangements for maternal care, medical aid during pregnancy, midwife service, child care etc.

6. Communication:

Repair of old roads, construction of new roads and arrangement for transportation and communication facilities.

7. Vocational training:

Imparting vocational training in the field of tailoring, embroidery, carpentry etc.

8. Supply of drinking water:

Attempting to provide safe drinking water by repairing old wells or constructing new ones.

9. Social welfare:

Social welfare activities include rehabilitation of old, disabled and destitute, provision for better housing, organisation of sports, promotion of cultural activities etc.

1.3.5 Criticisms:

Critics point out that the Community Development Programme has not yielded desirable results. It is worth mentioning in this connection that for a vast country like India with as many as 5,50,000 villages, a hoary history and diversities pertaining to races, languages, religions and cultures, a period of little more than five decades is insufficient to bring about any substantial changes. Ensminger, a noted sociologist, has rightly cautioned critics to exercise patience before pronouncing any judgement regarding the success of the community development programme

Check Your Progress – 1.1

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

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

Q1. Mention the Long term objectives of community development programme.

Ans-

1.4 COOPERATIVE MOVEMENT

The experience of British government with India's peasant society on occasions of famine, scarcity gives the idea of providing some financial assistance to the village people. It was also found that Indian peasantry always suffered from lack of funds required for the development of farm produce.

The striking factor is that the jagirdars and zamindars always exploited the peasants when the latter failed to deposit the land tax in time. Even they required money for their subsistence if there was a famine. Realisation of land tax was the first objective of the colonial rule.

This prompted the British government to establish credit cooperative societies in the villages. The first Cooperative Credit Societies Act was passed in 1904. To remove the weaknesses of this Act, the new Cooperative Societies Act was passed in 1912. The movement has now made rapid strides.

The government before fostering and supporting it wanted to be sure if it was developing on right lines. Therefore, it appointed MacLagan Committee in 1914 which suggested certain improvements in its functioning, such as better procedure of audit, emphasis on teachings to members and to have steady progress of the movement. However, in spite of warning given by the committee, the number of societies continued to increase rapidly.

The cooperative movement got a boost during the war period. Various post-war plans were drawn up in the country and they all emphasised the increasing role of cooperative movement. The second report on recommendation and planning issued by the Government of India gave an important place to cooperative movement. As a result, a Cooperative Planning Committee was appointed by the Government of India in 1945.

It was in 1951 that the RBI appointed a committee with the terms of guidance to survey All India Rural Credit Societies. The report of this committee was submitted in 1954.

The important suggestions and recommendations given by the committee include the following:

- (1) There should be a partnership of the state government in all kinds of societies (such as credit societies) and banks like Central Bank, State Banks, cooperative marketing, storage, warehousing and all other important societies such as dairying, milk supply, transport and industrial societies.

- (2) A central committee for cooperative training should be set up.
- (3) It would be the responsibility of the state government to implement these programmes. Besides, the other two main agencies will be the Ministry of Food and Agriculture of Government of India and the Reserve Bank of India.
- (4) The funding for the cooperative societies of all kinds including the cooperative training centre will be from the following sources:
 - (i) Reserve Bank of India;
 - (ii) National Agricultural Credit (Long Term Operation) Fund;
 - (iii) National Agricultural Credit Stabilisation Fund;
 - (iv) State Agricultural Credit (Relief and Guarantee) Fund;
 - (v) State Cooperative Development Fund;
 - (vi) State Cooperative Bank and Central Cooperative Bank.
- (5) The credit institutions at the primary, secondary and apex levels need to be reorganised and at least 51 per cent of the shares in apex organisations should be held by state government. These apex organisations will purchase 51 per cent of the shares in central organisations and the central institutions in their turn of primary organisations.
- (6) There shall be a Central Land Mortgage Bank in each state and, Primary Land Mortgage Banks at the lower level.
- (7) Primary Village Credit Societies should be reorganised as to have a membership of about 500 persons. And, these should be linked up with marketing societies in the marketing centres. Processing function is to be developed substantially and specially for the producing sugar, ginning cotton, crushing oil and baling jute.

Most of the above mentioned recommendations were accepted by the Government of India and put into effect under the Second Five Year Plan.

1.4.1 The Achievements of the Co-operative Movement in India

According to some critics, the cooperative movement has been beset with several shortcomings. But the truth is that despite weaknesses, it has outstanding achievements to its credit. Some of the important benefits of the co-operative movement are as follows:

1. Economic benefits:

The cooperative movement has provided a number of benefits to the ruralites in several ways.

- (a) Co-operative societies have provided a large amount of credit to the farmers at a cheap rate. Dependence on the money-lenders, landlords, traders and commission agents has been reduced to a considerable extent. Again, effective competition from the co-operatives has forced the moneylenders to offer loans to the farmers at lower rates of interest.
- (b) Co-operatives have promoted the habit of thrift and self- help among the ruralites. They have come forward to acquaint the villagers with banking

practices. At present they are well aware of the advantages of keeping money in a bank instead of hoarding it inside the house. Further, a part of the hoarded wealth has also begun to be used for productive purposes through banks.

- (c) The role of the consumer co-operatives in the distribution of essential commodities at a reasonable, fair price especially at the time of scarcity cannot be gainsaid. The controlled commodities are also supplied to people through consumer stores.
- (d) The cooperative movement is instrumental in solving the problem of rural unemployment. At present the unemployed educated youth are availing help and assistance from the government. They are forming consumer cooperative societies, marketing societies, processing societies, weaving societies etc. Through them they are improving their economic condition.

2. Social benefits:

The social benefits of the co-operative movement are as follows:

- (a) The cooperative societies have succeeded, to a remarkable extent, in making the farmers conscious about the evil effects of bad habits like gambling, drinking etc. They have also made the ruralites conscious in curbing wasteful expenses on festive occasions like marriage, religious ceremonies etc. They have attempted to solve disputes occurring among the ruralites at the village level itself instead of approaching the courts as it involves colossal waste of time and money.
- (b) The co-operative societies have also undertaken certain welfare activities. These include drinking water, drainage, hospitals, entertainment etc. They also provide scholarships and others aids for carrying on higher studies and research activities:
- (c) Through cooperative movement growth of spirit of community living is possible. The movement by teaching the principle “all for each and each for all” promotes a sense of we feeling among the people.
- (d) Co-operative societies have injected the spirit of self- reliance among the rural poor. They believe that improvement of their lot is possible only when they combine their efforts with others. This is possible only through the co-operative societies.
- (e) Cooperatives, by bringing together people of small means, enable them to reap benefits for themselves and at the same time harmonise their aims with those of the society. This organisation thus does away with the exploitation of the imperfect market.

- (f) So far as cooperative institution is concerned, workers, investors and savers get together, decide matters and work according to decisions taken jointly. In this way cooperatives go a long way in curbing the evils of bureaucracy.

3. Educative benefits:

Members of the cooperative societies feel the necessity of receiving education. Education will enable them to understand the functioning of the societies. Further, it will enable them to develop a co-operative social outlook. As a result, disputes can be settled through mutual discussions.

4. Political benefits:

Cooperative societies through their method of election and choosing of representatives acquaint the people in the democratic practices. They make them politically conscious.

1.4.2 Failure of the cooperative movement in India

Several reasons are adduced to the painfully failure of the cooperative movement in the Indian context. They are as follows:

1. Lack of spontaneity:

Co-operative movement in India lacks spontaneity in the sense that it has not been emanated from the people themselves. They usually do not come forward to organise co-operatives on their own accord.

On the other hand, the ruralites perceive the cooperative societies and banks as government lending agencies. They are interested only in deriving benefits from them instead of contributing anything in return.

2. Lack of funds:

The cooperatives have resource constraints as their owned funds hardly make a sizeable portfolio of the working capital. With weak owned fund base, the borrowings of the cooperatives from the central financing agency are considerably conditioned. This has stood in the way of adequately meeting the credit requirements of the existing as well as new members.

3. Neglecting the demand aspect:

Historically, the cooperatives have been viewing the problem of agricultural credit from the view point of “supply”. The “demand” aspect is neglected.

4. Loans for productive purposes only:

The Cooperative Credit Societies do not cater to all the credit requirements of the farmers. They grant loans only for agricultural operations. Farmers approach the money-lenders to meet their other requirements. This divided allegiance to the co-

operative society and the money-lender stands in the way of the growth of the co-operative movement.

5. Negligence of non-credit aspects:

By and large the Primary Agricultural Cooperative Societies are disbursing credit only and have not yet emerged as true multipurpose institutions, undertaking diversified functions besides credit.

6. Regional disparities:

There have been good deals of regional disparities pertaining to credit availability. The picture of credit availability in the Eastern states, tribal and hilly regions is simply dismal. Consequently, the farmers in these regions farm technology.

7. Lack of co-operation on the part of the people:

In the Indian context, most of the people are in the grip of illiteracy, ignorance and conservatism. They do not understand the significance of cooperation in their lives. Absence of willing cooperation on their part hinders the growth of cooperative movement.

8. Horizontal and vertical linkages, though, structurally established, have not yet operationally become effective.

9. Exploitation:

In the absence of proper marketing arrangements and functions at the level of Primary Agricultural Cooperative Societies, the rural poor falls prey to the mercy of middlemen who exploit the situation.

10. Defective management:

The cooperative credit structure is criticised on the ground that it is mostly managed by landlords and large farmers. Hence small and medium farmers do not get their fair share. They are often deprived of the assistance from the co-operative society.

Large farmers and landlords, with their superior economic and social power, manage to have a greater hold on these societies. A lion's share of benefits goes to them. In this way, the cooperatives suffer from nepotism, favouritism and partiality. The growth of the cooperative movement, thus, is severely affected.

11. Political interference:

Sociologists like Sujata Patel and Daniel Thorner hold the view that political interference acts as a formidable obstacle for the growth of cooperative movement. The co-operative societies have become the hot bed of politics in rural India. The selection of beneficiaries is mostly done on political considerations.

12. Non-viable character:

It is observed that many agricultural credit societies in India are of non-viable character. It is because dedicated, honest and efficient people do not come forward to join such societies. Factors like red-tapism; undue political interference and the

strong hold of large farmers have arrested the growth of co-operative movement. Hence the cooperative movement has not come up to the level of expectation.

13. In the absence of high standards of performance, cost of credit and other operations of the institutional cooperative system do not remain at a low level. Further, inadequate interest acts as a setback to finance the weaker sections.

14. Lack of co-ordination:

There has been a lack of co-ordination among the institutional agencies at the grass-root level. Defaulters of co-operatives can become borrowers of other agencies. Such double financing and over-lapping are found simply because of lack of co-ordination.

15. Problem of overdues:

Last but not least, the major problem of co-operative credit is ever-rising overdues. The performance on the recovery side has been dismal. 27 to 50 per cent of the overdues have been reported in respect of the Cooperative Credit Societies. Overdues also exist with respect to Central Co-operative Banks and Land Development Banks. Obviously, the high level of overdues hinders the process of recycling of credit.

Check Your Progress – 1.2

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

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

Q2- When the new Cooperative Societies Act was passed in 1912

Ans-

1.5 PANCHAYTI RAJ SYSTEM IN INDIA

In India, most of its population resides in rural areas and therefore the democracy should begin thereon in order to ensure good governance and a better functioning of democracy that we desire. To extend democracy to the rural India, the system of Panchayati Raj was established in India. The Panchayati Raj system is not a new concept and therefore is considered as one of the best ways of governance of the rural India. However, the system of Panchayati Raj, despite having derived their powers and existence from the Constitution of India, faces a lot of challenges in their day to day working because of various reasons and therefore this third tier of government has not been able to serve the purpose with which it was introduced in India.

India, primarily, is a land of villages and around 72% of the total population of India resides in the rural areas. The rural areas thus forms the roots for the governance in India and the democracy should start thereon. Mahatma Gandhi also said that the main element for the development and for the governance should not be the big cities rather the village because it is where India resides. In India, we have a unique system for governance at the village level. The governance of such small unit of India is by the Institutes, called the Panchayati Raj Institutions. The Panchayati Raj Institute derives their existence from the Constitution under Part IX under the head The Panchayats. The story of Panchayat is not just a few decades old; rather it has been prevalent in India from ages.

In the Rigvedic period, i.e. around 1200 B.C. there were Sabha that has the primary function of the administration of the area. This concept of Sabha gradually converted to the panchayat and it was so called because it was headed by 5 people.

In the Medieval period, the panchayati system deteriorated because of the increase in the Zamindari system in the rural areas. The task of administration slowly got converted to tax collection as a result thereof. At this time also the village had a separate mechanism for its administration though the concept of panchayati raj got deteriorated. With the change in the dynasties ruling India, the concept of Kotwal came with the Mughal era whose task was to undertake the administration of the area assigned, to collect tax and other incidental functions. But the concept of Kotwal also got deteriorated with the inducement of cast system and feudalism in India especially after the British invention.

In the British era, the Government was not in favour of any decentralization, therefore after the mutiny of 1857, they came with the Government of India Act, 1858 and removing the decentralization. Lord Mayo in 1870 advocated for decentralization, but it was unapproved. Subsequently, Lord Rippon advocated for decentralization but the same was approved till the extent of urban areas. Then came the Royal Commission in 1907 which advocated for village panchayat but it was not accepted due to various reasons.

Further in the Montego Chemsford Reforms that were carried out in 1919, right after the World War I wherein England was not in a strong position, some autonomy to the provincial government was given to the provincial government and some powers were given to the elected representatives. There were two separate Lists under the laws, one for the Governor and second for the elected local representatives. Further, under the Government of India Act, 1935 all the powers were taken back because both the lists that were legislated were repealed and therefore the decentralization was again withdrawn.

Meanwhile, during the formation of the Constitution of India, in the Constituent Assembly, Panchayati Raj was kept under the heads of Directive Principles of State Policy under Part IV of the Constitution mainly because of the political instability of

the new government and the paucity of funds and therefore it was not practically possible for the newly formed India to have a third tier of the Governance which was right at the lowest tier in the country. 5 After the Indian independence, there were various committees that tried to give a proper structure to the Panchayati Raj in India. These are:

- Balwant Rai Mehta Committee, 1957: this committee mainly it advocated for the basic level of administration be at the Block level.
- K. Santhanam Committee, 1963: advocated that the Panchayati Raj Institution (PRI) be given the powers to levy tax and it should become as the main source for the funding of the institution.
- Ashok Mehta Committee, 1978: This committee suggested that the Panchayati Raj Institute shall be a two tier body which should operate at the Zilla level and the Mandal level. The nodal area would be at the Block Level (taken care of by the Block Development Officer) and Zilla Parishad shall have an advisory role to both, the State Government and to the Block level institution.
- G.V.K. Rao Committee, 1985: this committee again advocated for a three tier system. It said that the PRIs should be at district and local level. The District Development Officer (DDO) shall be appointed for the main administration of the village units.
- L.M. Singhvi Committee, 1986: this committee advocated that in order to establish a governing body for any part of India, it must be given a Constitutional structure. As a result, 73rd Amendment was made to the Constitution and Part IX A was inserted as The Panchayats.

1.5.1 Structure of the Panchayats

In spite of the fact that the essential structure of the PRIs is indistinguishable over the conditions of India, it is portrayed by means of various classifications in various states. Panchayats in each state has its own attributes and even race strategies to these establishments are at fluctuation from area to area.

A District Panchayat or Zilla Parishad is established for every region. Every district has one Zilla Parishad. Likewise Block Panchayats or Panchayat Samitis are established for the said area.

A Block might have a few towns under its jurisdiction; on the other hand Gram Panchayats are not inexorably co end with every town. Contingent upon the measure of populace (in actuality, number of voters) a Gram is characterized under the law with a particular geological zone, which might comprise of a solitary town or a group of connecting towns.

Panchayati Raj Institute has the following bodies under it:

Zilla Panchayat:

Every Panchayat under a Zilla Parishad chooses one/two/three individuals directly (contingent upon number of voters inside of it). Presidents of all the Block Panchayats are likewise ex-officio individuals from the Zilla Parishad. In a few expresses the Member of Legislative Assembly (MLA) and Member of Parliament (MP) of the locale/body electorate are additionally ex-officio individuals.

Block Panchayat or Panchayat Samiti:

Every Gram Panchayat under a Block Panchayat chooses one/two/three individuals specifically to the Block Panchayat. Gram Pradhans are ex-officio individuals from the Block Panchayats.

Gram Panchayat:

A Gram as characterized under the Act (which means a town or a bunch of towns) is separated into at least five voting demographics (again relying upon the quantity of voters the Gram is having). From each of these voting demographics one part is chosen. Body of these chose individuals is known as the Gram Panchayat. Size of the Gram Panchayats fluctuates generally from state to state. In states like West Bengal, Kerala and so on a Gram Panchayat **Gram Sabha:**

In a large portion of the states, every voting public of the individuals from the Gram Panchayat is known as the Gram Sabha and every one of the voters of the same body electorate are individuals from this body. In any case, in a few expresses this is called Ward Sabha/Palli Sabha and so on. In West Bengal it is called Gram Sansad (town parliament). Gram Sabha in West Bengal has an alternate importance. Here every one of the voters of the Gram Panchayat overall constitute the Gram Sabha.

Under the Constitution, there can be just three levels of the Panchayat. The Gram Sabha is not a level of the Panchayati Raj framework. It doesn't have any official capacity and works as a suggesting body as it were.

Gram Sabhas hold gatherings ordinarily 2 to 4 times each year, however they can meet as and when important. In a few states dates of these gatherings are altered (Madhya Pradesh, Gujarat and so on) while in others dates are settled by the Gram Panchayats. Issues to be talked about in the gatherings can be far reaching yet the crucial motivation ought to include: Annual Action Plan and Budget, Annual Accounts and Annual report of the GP, choice of recipients for various social administration programs (Pradhan Mantri Awas Yojana , various Pension Schemes to name a few), recognizable proof of plans for planning of Annual Plan for advancement programs (e.g. MGNREGA) of Gram Panchayat, thought of the Audit reports, investigations of Gram Panchayat's execution and so forth.

1.5.2 Features of 73rd Amendment of the Constitution

After the recommendations of the L. M. Singhvi Committee, the Panchayati Raj Institutions were given a Constitutional status under Part IX of the Constitution. The Part was added by the virtue of the Seventy Third Amendment Act. 11 Some of the features of the Act are:

- It did not apply to Schedule V areas of 9 states, schedule VI areas of North East, Darjeeling District and Jammu & Kashmir.
- Panchayati (Extension to Scheduled Areas) Act, 1996 was brought to extend the Panchayati Raj Institutions to the Scheduled and Tribal areas under Schedule V areas of 9 states. It also recognises the control of the Panchayati Raj Institutions over the natural resources of the area.
- The Panchayati Raj Institutions should be a 3 tier body for the State having population more than 20 lakhs, making to get some uniformity in the structure in the country.
- The election for the Panchayats takes place every 5 years and the elections are conducted by the State Election Commission, under the supervision of the State Election Commissioner.
- The Amendment provides for the reservation for women and SC/STs for effective participation in the rural areas and to make people reinstate their faith in the governance of the country.
- There is a provision for the constitution of the State Finance Commission to make recommendation to the State Government as far as the fiscal matters and other allied matters relating to the Panchayats are concerned.
- To establish the District Planning Committee.

1.5.3 Issues in Panchayati Raj Today

Even after the implementation of the Panchayati Raj Institutions in India in almost every state, still there seems to be various issues that are yet to be dealt in order to ensure effective participation of these institutions. Some of them are:

- In India, there are around 2,32,278 panchayats at the village level; 6022 at the intermediate level; 535 at the district level still the panchayats has minimal powers to generate revenue. They do not have the powers to levy taxes and therefore they are hugely dependent on the State Government for funding. Therefore it is just a functional autonomy as it seems to be an extended form for the State Government and no other governing body even after having a Constitutional status.
- The recommendations of the State Finance Commission are not accepted. The State Finance Commission is meant to ensure an effective mechanism for the Panchayati institutions but it seems as if these institutions are merely on papers and not otherwise.
- There is no uniform system of election across the country as it is conducted by the State Election Commission. This leads to a functional deformity as the Constitution gives them an equal status and therefore

there should be uniformity in the procedure followed in the functioning of the panchayati institutes throughout India.

- Out of the total panchayats, 27 lakh people are elected throughout India wherein 37% are women; 19% are SC and 12% are ST.
- Till November 2006, 8 states and 1 U.T. have transferred all 29 functions or subjects to the PRI. This clearly shows that in India the panchayats are merely an extension of the State and are not like a separate administrative unit, having a unique constitutional status. Kerala is the only state which has developed 40% of its plan outlay to the PRIs. It is important to note that only 13 states and 4 U.T. have constituted the District Planning Committee.
- Even in the daily functioning of the panchayati there are various lacunas like the problem of the proxy role exists because there are a few recognized people in the village that only run the system and not the actual elected candidate.
- Even after the legislative of keeping the panchayats clean from politics, there still exists influence of the bureaucracy and the political parties.

The concept of panchayati raj is not a recent one in India. There have been traces wherein the said system has been found working effectively in administration of the small units of the countries, like the villages. This concept has been acknowledged by various Constitutional framers and keeping in mind the Constituent Assembly's intent in mind, this has been given a Constitutional status under Part IX by the virtue of the Seventy Third Amendment. Even after two decades of the working of the panchayati raj in India constitutionally, there have been various issues in its effective functioning.

It would not be wrong to say that the panchayati raj institutions have started playing their administrative role in the manner it was thought to be. But the problem comes at the stage of the input from the major stakeholder, i.e. the public at large. The institution is today induced by various ill practices like the proxy voting or the corruption at large or the influence of the political parties. It is thus important to start the reform initially targeting the people, which include educating the voters as far as making them competent to understand their rights and duties.

Even the functioning of the panchayat in India needs a structural change as it does not have any powers to levy tax, and therefore it is dependent on the State Government for financial assistance and loses its independency. The role of the political parties is also very persistent in the panchayati raj system and thus these issues needs to be addressed at the earliest.

Therefore, it can be seen that the Panchayati Raj Institutions have worked a long way in implementing the objective that they were thought with. Yet there comes various problems today that need to be addressed. In India, the majority of the population

belongs to the rural areas and therefore it is needed that the administration of such units is made effective.

Check Your Progress – 1.3

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

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

Q3- In which year the Balwant Rai Mehta Committee was setup?

Ans-

Q4- In which year K. Santhanam Committee was setup?

Ans-

1.6 LET US SUM UP

- The Community Development Programme of the present form is, in the main, an American concept. It is, in a way, the culmination of the economics of rural reconstruction as learnt and developed in the United States with its practical usefulness justified under the Indian conditions.
- The Planning Commission has defined the Community Development Programme in these words: “Community development is an attempt to bring about a social and economic transformation of village life through the efforts of the people themselves.”
- Prof. Carl Taylor rightly observes that the programme signifies active cooperation and involvement of the ruralites in formulating and executing their own plans and programmes.
- The Community Development Programme was inaugurated on October 2, 1952. Fifty-five community projects were launched. The programme launched in 1952 was extended to wider areas at the end of the First Five-Year Plan.
- The Community Development Programme is broadly divided into three phases. They are- (a) the National Extension Phase, (b) the Intensive Community Development Project Phase and (c) the Post-Intensive Development Phase.
- The first Cooperative Credit Societies Act was passed in 1904. To remove the weaknesses of this Act, the new Cooperative Societies Act was passed in 1912. The movement has now made rapid strides.

- Maclagan Committee in 1914 which suggested certain improvements in its functioning, such as better procedure of audit, emphasis on teachings to members and to have steady progress of the movement.
- the system of Panchayati Raj, despite having derived their powers and existence from the Constitution of India
- In India, we have a unique system for governance at the village level. The governance of such small unit of India is by the Institutes, called the Panchayati Raj Institutions.
- The Panchayati Raj Institute derives their existence from the Constitution under Part IX under the head The Panchayats.
- Under the Constitution, there can be just three levels of the Panchayat.

1.7 GLOSSARY

Community: A group of people living in the same place or having a particular characteristic in common.

Rurality: A condition of place based homeliness shared by people with common ancestry or heritage and who inhabit traditional, culturally defined areas or places statutorily recognised to be rural.

Decentralization: the transfer of control of an activity or organization to several local offices or authorities rather than one single one.

1.8 CHECK YOUR PROGRESS: ANSWER KEYS

Ans to Q1- The long – term objective of community development projects refers to holistic development of rural life through optimum utilisation of physical and human resources. It is further oriented to provide all sorts of facilities available in a Welfare State to the ruralites. Taking care of the social, moral and financial progress of the villagers also comes within the purview of the long-term objectives of community development projects.

Ans to Q2- The new Cooperative Societies Act was passed in 1912

Ans to Q3- Balwant Rai Mehta Committee was setup in 1957

Ans to Q4- K. Santhanam Committee was setup in 1963.

1.9 MODEL QUESTIONS

- What is community development programme, discuss about its characteristics?
- What are the main objectives of community development programme?
- Discuss the major achievements of the Co-operative Movement in India?
- Discuss about the panchayat raj system in India?

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UNIT- 2 SWARNAJAYANTI GRAM SWAROZGAR YOJANA (SGSY)

- 2.1 Introduction
- 2.2 Learning Objectives
- 2.3 SGSY: Concept and Strategy
 - 2.3.1 Features of SGSY
 - 2.3.2 A Critical Appraisal of SGSY
- 2.4 (MGNREGA): Mahatma Gandhi National Rural Employment Guarantee Act
 - 2.4.1 Significance of MNREGA:
 - 2.4.2 Salient features of the Act
 - 2.4.3 Funding
 - 2.4.4 Out-comes so far
- 2.5 Let us sum up
- 2.6 Glossary
- 2.7 Check your progress
- 2.8 Model questions
- 2.9 References

2.1 INTRODUCTION

The SGSY, launched on 1st 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), GKYP (Ganga Kalyan Yojana) and MWS (Million Well Scheme).

2.2 LEARNING OBJECTIVES

After go through this unit, you can able to-

- Understand the concept and objectives of SGSY.
- Explain the significances and features of MNREGA.

2.3 SGSY

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.

2.3.1 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 swarozgaries 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 swarozgaries, 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.”

2.3.2 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.

Check Your Progress – 2.1

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

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

Q1. Discuss about the Strategy of SGSY.

Ans-

2.4 (MGNREGA): MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE ACT

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.

2.4.1 Significance of MNREGA:

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.

2.4.2 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.

2.4.3 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.

2.4.4 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 MNREGA 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, states and 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.

Check Your Progress – 2.2

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

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

Q2. Discuss at least one features of MNREGA?

Ans-

2.10 LET US SUM UP

- The SGSY, launched on 1st 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), GKY (Ganga Kalyan Yojana) and MWS (Million Well Scheme).
- 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.
- 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.

2.11 GLOSSARY

Planning: It is the process of thinking about the activities required to achieve a desired goal. It is the first and foremost activity to achieve desired results.

Accountability: the quality or state of being accountable especially: an obligation or willingness to accept responsibility or to account for one's actions public officials lacking accountability.

2.12 CHECK YOUR PROGRESS

Ans to Q1- **Strategy of SGSY:**

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

Ans to Q2- **Features of MNREGA**

1-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.

2.13 MODEL QUESTIONS

1. Explain the aims, strategy, and salient features of Swarnajayanti Gram Swarozgar Yojana?
2. Explain the major significances & features of MNREGA?

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UNIT- 3 NATIONAL RURAL LIVELIHOOD MISSION (NRLM) / AAJEEVIKA

- 3.1 Introduction
- 3.2 Learning Objectives
- 3.3 NRLM: Key Features and Focus
- 3.4 Support Structure
- 3.5 Special Projects, Sub-components and Initiatives
- 3.6 Funding and financial assistance
- 3.7 Phased Implementation under Five Year Plans
- 3.8 Let us sum up
- 3.9 Glossary
- 3.10 Check your progress
- 3.11 Model questions
- 3.12 References

3.1 INTRODUCTION

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 3rd 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.

3.2 LEARNING OBJECTIVES

After go through this unit, you can able to

- Explain NRLM: Key Features and Focus
- Understand its Support Structure
- Identify Special Projects, Sub-components and Initiatives
- Discuss about its Funding and Financial Assistance
- Discuss the Phased Implementation under Five Year Plans

3.3 NRLM: KEY FEATURES AND FOCUS

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.

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.

3.4 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.

3.5 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.

3.6 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).

3.7 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. 12th and 13th. 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.

3.8 LET US SUM UP

- Ministry of Rural Development, Government of India, has launched a new comprehensive and ambitious programme, i.e. National Rural Livelihood Mission (NRLM) / Aajeevika on 3rd June of 2011, to improve the livelihoods and quality of life of rural people, after restricting the Swarnajayanti Gram Swarojgar Yojana (SGSY).
- This was further renamed as Deendayal Antyodaya Yojana – National Rural Livelihoods Mission (DAY-NRLM) in March, 2016.
- The key feature 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.
- 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.

Check Your Progress – 3.1

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

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

Q1. NRLM was set up on which year?

Ans-

Q.2 National Rural Livelihoods Mission was replaced by which programme?

Ans-

3.9 GLOSSARY

Livelihood- A person's livelihood refers to their "means of securing the basic necessities (food, water, shelter and clothing) of life"

Innovation- The practice of developing and introducing new things.

3.10 CHECK YOUR PROGRESS

Ans to Q1- NRLM was set up on 3rd June of 2011

Ans to Q2- National Rural Livelihoods Mission was replaced by Deendayal Antyodaya Yojana .

3.11 MODEL QUESTIONS

1. What is NRLM & explain it's support structure?
2. Discuss about the Funding and Financial Assistance of NRLM.

3.12 REFERENCES

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UNIT - 4 NATIONAL RURAL HEALTH MISSION- (NRHM)

- 4.1 Introduction
- 4.2 Learning Objectives
- 4.3 Main aim of NRHM
- 4.4 Strategy
- 4.5 Functions of NRHM
- 4.6 Let us sum up
- 4.7 Glossary
- 4.8 Check your progress: Answer Keys
- 4.9 Model questions
- 4.10 References

4.1 INTRODUCTION

The National Rural Health Mission (NRHM) has been launched on 12th 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.

4.2 LEARNING OBJECTIVES

After going through this unit, you will be able to

- Understand the meaning and Aim of NRHM
- Discuss about its functions

4.3 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 bridge the gap in Rural health care services through the creation of a cadre of accredited social health activists (ASHA) and improved hospital care decentralization of programme to district level to improve intra and intersectoral convergence and utilization of resources.
3. To provide overarching 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.

4.4 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.

4.5 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 2nd 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 12th 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 9th 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 acre 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.

Check Your Progress – 4.1

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

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

Q1. NRHM was set up on which year?

Ans-

4.6 LET US SUM UP

- The National Rural Health Mission (NRHM) has been launched on 12th April 2005 by Hon'ble Prime Minister.
- 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 intersectoral convergence and utilization of resources.
- Reduction in Infant mortality rate (IMR) and maternal mortality Ratio (MMR).
- Janani Suraksha Yojana (JSY) - It has been launched on 12th April 2005. The objectives of the scheme are reducing maternal mortality, infant mortality through increased delivery at health institutions.

4.7 GLOSSARY

Mortality – Refers to the state of being mortal (destined to die). It is also used for death rate, or the number of deaths in a certain group of people in a certain period of time.

Reproduction - It is the biological process by which new individual organisms – "offspring" – are produced from their "parents"

4.8 CHECK YOUR PROGRESS: ANSWER KEYS

Ans to Q1-The National Rural Health Mission (NRHM) has been launched on 12th April 2005 .

4.9 MODEL QUESTIONS

1. Discuss the main aim of NHRM.
2. Explain the major functions of NRHM.

4.10 REFERENCE

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