

CHAPTER - II

RURAL DEVELOPMENT AND RURAL POORS

Rural development means desired changes in social, economic, technological and natural dimensions. To generate organic and optimum development there should be a healthy relationship among these various components. But such situations rarely occurs. In rural development each component of rural life should change in desired direction and in sympathy with other components. The development should also be within the frame work of national goals and national objectives. It has both qualitative and quantitative phases.

We Indians have been talking of developing over rural areas for a long time. The rural development programme in India are related to Community Development Approach combining its welfare aims and socio-economic changes through self help and self-reliance techniques. The end product of all these developments is the flowering of human personality. At least basic needs of human being should be provided through these development activities wherever necessary. Of course, any process of growth that does not lead to their fulfilment is a richness of the idea of the development. We are still in a stage where

the most important concern of development is the level of satisfaction of basic needs for the poorest section of the population.

The report of International Research Team says that, nearly 300 million Indians or about half of the population of the country will be living below the poverty line by the end of the century. According to the National sample survey (NSS) 294 million Indians today are below the poverty line, on the basis of an income of Rs. 61 per head per month in rural area and Rs. 71 per head per month in urban areas i.e. most of the rural population is facing the problem of poverty.

We always used to say that India lives in villages. Some time we are saying real India is 'Rural India'. Gandhiji went to the root of growth and nation building by emphasising the village self-sufficiency and community strength. Back to villages was an old cry. However, in the post-independence period only few cities grown up with substantial development projects. Almost all vested interest of government rested on the big cities and towns. India has a vast majority of village, about 5,65,000 villages of which more than three lakh villages are having less than 500 population each.

Now-a-days it is true that, the villages are treated as colonies of urban. Almost all flow of money

goes to big cities and towns. Our former prime-minister Mr. Charan Singh, who had announced crusade by coining a slogan of 'Organised Urbanites' versus 'Unorganised Kisan' that is the imbalance in the growth and development of a country was announced. The term was again explained by Mr. Sharad Joshi (Leader of Shetkari Sanghatana) as the "Rural Bharat" versus "Urban India".

In India rural development has always attracted attention of economists, social reformers and politicians. This is because 80 per cent of population resides in the rural area and 72 per cent of working force depends upon agriculture and allied activities. In 1971 out of total population 180 millions were agriculturists constituted of cultivators, agricultural labourers and others engaged in live stocks, forestry, fisheries, plantation, etc. (Undoubtedly, the State of Rajasthan is a rural state, as 82.37 per cent of its people live in rural areas (Census of India)). The contribution of rural sector to national income was of the order of approximately 60 per cent at the time India achieved independence. This percentage, no doubt has shown downward trend with diversification of the economy over the last three decades. In 1973-74 the contribution of agriculture and allied sectors to net domestic product was 42 per cent (More than half of the Rajasthan's domestic product is generated by agriculture, about 45 per cent, animal husbandary and dairying contributed

10 per cent, forestry about 3 per cent and fisheries about 1 per cent at the end of 1975-76). Therefore, the main work of development rests only in rural area, which also includes infra-structure like roads, transport, power, banking, marketing facilities, development of cottage and small industries. Besides this improvement in health, education and rural housing, etc. which in turn offers considerable scope for labour absorption and income generation for poverty-stricken rural masses with relatively low but quick result-producing investments. Rural development is necessary not because overwhelming majority of population live in villages but also because the development of rural activity is essential to accelerate the pace of overall economic development of the country.¹ The primary source of wage goods, the availability of which in-adequate quantities are essential requirement for self-sustained and automatic economic growth. The increase in productivity of rural areas will lead to higher purchasing power in million hands of rural population.² In turn, it will create more 'effective demand' both for industrial and agricultural commodities. Thus, a cyclical process will get into motion for achieving self-sustained economic growth opening up new avenues of employment in incomes.

2.1 Evolution :

Rural development programmes have vast development



area to act on various development activities. The development activities have numerous components in under-developed countries like India. The development programme mainly include economic technological, social, human, transports and road development activities, which have a greater scope in developing country like India. Even some experts are under the impression that rural development means development of agricultural sector too.

In India nearly 50 per cent of rural population live below the poverty line. Due to low productivity of land and labour, inequitable land relations, institutional inadequacies and lack of infra-structures the problem of rural poors raise a great obstacle in the process of development of rural area. The development of rural poors is one of the significant component of rural development.

The problem of rural development and rural poor is a heterogeneous in the process of development. Though the problem is too old, that it had come from an old Hindu culture. The 'Shri Krishna Purana' or 'Mahabharat' refers very poor person. Mr. 'Sudam' (the friend of Lord Krishna) was living below poverty line, and was benefitted by 'Lord Krishna' during his time. Thus, the problem of rural poors is an old problem and the efforts to remove this condition was also an old activity by the rulers. The 'Puranas' also refers the 'Daridry Narayan', who was always

found in the vicious circle of poverty. In the Modern Hindu civilization most of the rural poors are rural untouchables. But today along with those untouchables, other economically backward class people live below the poverty line.³

After independence we set up a planning era to improve the rural condition with various activities. The first innovation in rural development was the setting up (1952) of community development. The roots⁴ of community development also go back over many years.

There was deep anxiety about the problem of poverty in India. In Dadabhai Nauroji's famous paper⁵ of 1876, the period between the first and second World Wars witnessed experiments of real significance in several parts of India. Notably under the influence of Ravindranath Tagore and Leonard Elmhirst at Shriniketan in West Bengal, D. Spencer Hatch at Mottandam in Kerala, F.L. Brayne in the district of Gurgaon in Hariyana and V.T. Krishnamachari in the district of Baroda in Gujarat. In the thirties Mahatma Gandhi did much pioneering work at Sevagram, days after he drew home the lessons of self-help and self-reliance, the need for reconstructing villages and for putting the idle time and energy of the poor to constructive use. During the second World War, the poors were immediately followed by the Firka development scheme in Madras, the Sarvodaya scheme in Bombay and the Pilot Development Project at

Etawah in Uttar-Pradesh under the guidance of Albert Mayer, prepared the way for the acceptance of rural extension as the agency and the community development as the method for rebuilding the social and economic life of India's villages as the part of approach of planned development. But the real start for nationwide rural development programme was announced in 1952 after independence, as C.D.P. soon the country was covered by over 5000 blocks, the self-help among village people, improvement of agriculture through extension services were the main task of the programme. Urgent need to increase food production was led to concentration on production with extension services neglecting larger vision of community development.

The programme, after independence was initially started both for rural poors and rural development. Only the Government of Rajasthan credited with the initial start of 'Antyodaya' (a 'Adarsh Gram Yojana') movement for the upliftment of the rural poors. Initially C.D.P. concentrated on development of agriculture (Command Area Development Programme). It was need of the day. But the gap between big farmers and small farmers, progressive farmers and traditional cultivators goes on increasing. In the meanwhile it became obvious that vast areas with poorest endowments and infra-structural facilities had lagged behind. Automatically both regional and income disparities had

widened. A set of special programmes and agencies were then thought for D.P.A.P. But near about 2/3rd of the tribal people live in distinct or separate blocks. For that an Integrated Tribal development Programme (I.T.D.P.) was taken up. Then to reach the neglected parts, the programmes were drawn up for small and marginal farmers and agricultural labourers (S.F.D.A. and M.F.A.L.). Besides these programmes there are also scheduled caste and scheduled tribe population to whom the special programmes were also thought of. The Government further acknowledged the Minimum Needs Programme to cover elementary education, rural health, roads, rural electrification, water supply, provision for housing and nutrition, etc. The financial provision was made to that end. For which the 1979 outlay was around Rs. 500 crores. And by 1983 the ^{amount} demand is expected to reach Rs. 1000 crores.⁶ There is also a programme like food for work, which has provided 400 million man-days of work by the end of 1979. The more ambitious programme of Employment Guarantee was also tried in the state of Maharashtra, for which Rs. 30 crores have been spent in providing 10 crores of mandays of work. In the Sixth Plan period other than 300 blocks, another 300 blocks are being taken up for special scheme of integrated development. In 3000 blocks two or more special programmes countering poverty and 1000 productivity are at work.

Another ideal attempt was made in Rajasthan, which

identify familywise needs and tailor development programmes and projects was met to develop the needs of the family. It was an innovative programme with various activities. The programme identifies the poorest of poor families and help to improve economically the standard of living of identified families. A million of families have been so identified and helped. It was the direct development effort for specific families. Before the scheme has been implemented. Several development strategies were refined and diversified, but the development effort for a family which live below the poverty line was not provided an assistance to overcome the poverty line. The particular family living below poverty line was neglected all the time in our planning strategies.

Rajasthan is the first state to announce Antodaya programme for the development of only rural poors. Thus, the removal of poverty was thought with development activities for sever destitutes in particular and rural development in general.

2.2 Need of 'Antyodaya' in Rajasthan :

As it is to be expected in this vast country, the state of the villages vary from region to region conditioned by natural and other factors, Rajasthan, is situated in northwestern India between Indo-Gangatic plains and the

deccan plateau. It is one of the India's largest, driest and poorest state. It is known for its vast stretch of barren lands, sun-bleached surface rocks and rolling sand dunes, most of total area is covered by desert. Its (25 million population in 1971) 34 million population in 1981 has a per capita income of (Rs. 575 in 1971), Rs. 964 in the same year against an nationwide average (of Rs. 645 in 1971) of Rs. 1189 in 1981. About 82.37 per cent of the total population is from rural area and more than 70 per cent is dependent on agricultural and allied occupations for their livelihood. Most of the villages of Rajasthan state have no drinking water. Roughly 30,000 villages have yet to get water supply system of their own. Piped water supply was existed only in five towns of Rajasthan. It is, therefore, not surprising that 24,321 villages out of the total 33,305 were identified as permanently disadvantaged and difficult villages from the point of view of drinking water. In most of the cases, because of the presence of high percentage of dissolved solid, water is not suitable to drink. The villages of Rajasthan according to the degree of acuteness of the problem can be classified into four categories.⁷

- | | |
|--------------------------------------|------|
| 1. Villages with no source or highly | |
| brakish-sources of water | 9262 |
| 2. Villages with disease affected | |
| source of water | 6945 |

3. Villages with difficult condition.	3881
4. Villages with normal conditions.	2246
Total	22334

A major part of the state's scarce financial resources is eaten away by famines. An yearwise review for the last fifteen years, from 1967-68 to 1981-82 (which is already in for the worst ever famine) shows that there were only three years when the state was free from famines (see Table 'A').

Table 'A'

Famines in Rajasthan

Years	Number of affected		
	<u>Districts</u>	<u>Villages</u>	<u>People</u> (lakhs)
1967-68	12	2365	15.16
1968-69	26	22799	131.63
1969-70	23	10877	72.84
1970-71	8	503	3.29
1971-72	12	4510	30.00
1972-73	26	18768	140.23
1973-74	-	-	-
1974-75	25	20073	148.99
1975-76	-	-	-
1976-77	-	-	-
1977-78	18	12251	92.33
1978-79	24	5609	NA
1979-80	26	31095	240.62
1980-81	26	21365	167.71

Source : 'Yojana' 16-30 Nov.1981, VolXXV/21 Planning Commission, India.

There can be no standard measure of poverty as it is a comparative state of living, standard differing from people to people, society to society and nation to nation. The reliable data are not available to prove the line of poverty. Presently more than 48 per cent of the people in the country (approximately one out of two in the rural area and two out of five in the urban areas) are still below the poverty line. An assessment of the problem and for setting targets a quantitative index for poverty was formulated in the report of the "Task Force on Projections of Minimum Needs and Effective consumption Demand" set up by the Planning Commission in 1977, where poverty line is defined as the mid-point of the monthly per-capita expenditure class having a daily calorie intake of 2400 per person in rural areas and 2100 in urban area. At 1979-80 prices the mid-points are Rs. 76 in rural areas and Rs. 88 in urban areas.

The Planning Commission determined the poverty line of the State of Rajasthan at Rs. 20 per capita income per month at 1960-61 prices. The total population under this position stood near about 250 million i.e. 56 per cent of rural population of the state was below poverty line. The poverty line in 1973-74, therefore, moves about Rs. 55 per capita per month due to rise in (nearly 300 per cent) prices. Recently the average family size of 5 to 6 the per capita monthly income comes to Rs. 55 to Rs. 60 in 1977-78 prices

due to increase in the salary of school teachers, patwari, and V.L.Ws etc.

National sample survey reproduces a reliable data in its report No. 269 published in 1975. In Rajasthan 21.101 thousands was estimated population in 1975. Among which nearly 44.76 per cent population was below poverty line. The percentage of population below the poverty line of ^{Sever} service distitution was 27.42 per cent and the percentage of distitution was 35.97 at the same period. The all India average of population below the poverty line was 43 per cent having consumption level below 93 paise per capita per day at 1970-71 prices.

Again the position in Rajasthan is obtained by NCAER, and State directorate of Economics and Statistics. According to NCAER, the poverty in Rajasthan is determined at 35.6 per cent (1968-69 prices) of the rural population in the state and had a per capita annual income up to Rs. 180 (i.e. Rs. 15 per month). And another 56.36 per cent population had a per capita annual income up to Rs. 240 (i.e. Rs. 20 per month). The state Directorate of Economics and Statistics has been reported that about 63.47 per cent of state's rural population lived below the per capita monthly expenditure of Rs. 55 which has been taken as the poverty line. The following Table 'B' declares that out of 212 lakh state's population (1971 Census) about 135 lakh

lived below poverty line. It also reveals that -

Table 'B'

Monthly per capita Expenditure of Population
of Rajasthan

<u>Monthly Expenditure</u> <u>per capita (Rs.)</u>	<u>Percentage of</u> <u>Population</u>
15-18	0.12
18-21	1.78
21-24	2.32
24-28	4.49
28-34	10.92
34-43	19.01
43-55	24.83
55-75	20.95
75-	15.58

Source : 'Antyodaya' a Five Year perspective plan of
Action - P.3.

4.69 lakh persons in rural area as per estimated population for 1977 the per capita expenditure bracket stood up to Rs. 21 per month and another 5.73 lakh up to Rs. 21 to Rs. 24 per month.

Moreover, the distribution of land-ownership in Rajasthan is very skewed. An average land owned is about 32 bighas.* Nearabout 4.6 per cent of households own no land at all. Land ownership in Rajasthan does not reflect correctly the economic power of the rural households, because in Many regions much of the land is not cultivable and all cultivable land is not being irrigated. Even the problem of small holdings is very serious.

Most of the districts of Rajasthan are more rural than the others. Nineteen districts of the State are having higher proportion by rural population, whereas 7 districts stand below the state average.

Most of the rural economy was captured big elites and landlords. The rural exploitation is a very serious problem in rural Rajasthan.* *

These empirical evidence, even though they may or may not comparable, one thing is clear that poverty in rural Rajasthan is intimately linked with the low per capita income, lower productivity of agriculture, poor status of the people, less calorie intakes, lower per capita expenditure on necessity of life, poor health and education, nutrition, housing, slum problem and drinking water, etc.



2.3 National Programmes of Removal of Poverty and the Position of the State :

It is truism that amongst the various causes of Rajasthan's backwardness, one is very low or negligible central investment in the state. Out of 11,4451.2 crores Central Government in public sector, Rajasthan's share was only 227.1 crores by March 1977. After independence the economic growth has been governed by the process of centralised planning at the national levels. Initially, the Central government tried through various strategies for the development of society to increase the standard of living. Later the specific schemes were included in the certain specified catagories. Among which the poorer sections of rural community were included. Various later category programmes were followed in Rajasthan.

The D.P.A.P. and D.D.P. were centrally sponsored schemes. The D.P.A.P. is operating in 13 districts of Rajasthan and D.D.P. in 11 districts, 8 districts were common in both the programmes. These schemes directly help for the cause of rural poor. The state Government spent Rs.13.92 crores during 1974-79 and Rs. 5.35 crores in the year 1979.80 out of the State plan for D.P.A.P. Desert Development Programme was initiated in 1977-78 as a 100 per cent centrally sponsored scheme. In he year 1979-80 this scheme was shared by state and Central Governments on 50:50 basis

spending Rs. 5.54 crores (only State's share) in 1979-80. Under D.D.P. the infra-structural and production programmes were undertaken. From 1977-78 S.F.D.A. type facilities included in the development programmes. But "a qualified assessment of removal of poverty through instrument of these programmes has however not been made."

The goal of rural development designed to minimise rural poverty is proposed to be attained through S.F.D.A. and National Rural Employment Programmes (NREP) in the local level. These projects were introduced in 6^{***} districts out of 26 districts in the state. Each project cover 50,000 population in each district in period of 8 years. The families were not fully covered by these schemes. The benefit that the family derive is also very low. The S.F.D.A. is only meant for small farmers development. It was devised with accent on extensive agriculture so that the problems of small farmers could be identified. Appropriate programmes could be drawn up, and input in service including credit etc. are made available to the identified small farmers through existing infra-structure of institutional agencies. M.F.A.L. Scheme is also supplementary to employment programme through animal husbandary, dairy, sheep breeding, poultry farming, etc. S.F.D.A. has largely benefitted by scheduled caste and scheduled tribe people, because of their small holdings of land. Till 1979-80, 5.85 lakh families were identified among which the

scheduled caste and scheduled tribe population stood at 2.16 lakhs. Initially, the scheme was sponsored by central Government on 100 per cent sponsorship. From 1979-80 it was executed on 50:50 basis. By 1980-81 nearly Rs. 96.00 lakhs were spent on this scheme. This programme provides benefit to only small farmers; while the agricultural labourers and marginal farmers are really deprived by this scheme.

Under the Southern Rajasthan's regional planning, Tribal Area Development Programme (TADP) covers 2 full and 2 part of districts of the State. The families covered under this is very low, and the total investment had not covered the number of families to cross the poverty line.

Special Animal Husbandary programmes were also introduced to cover marginal farmers and agricultural labours. Among this scheme various types of employment programmes were taken up. The financial assistances were made available through government and other financial institutions. This scheme, however, is meant for rural poor, but most of the population was left by this programme. Moreover, its impact has been limited as the scheme covers a limited number of districts or parts of the districts. Even banks have generally hesistant in financing this scheme, which has resulted into halting progress of the scheme.

Considering the past experiences of SFDA, DPAP, CAD and based on these projects, the IRD scheme was started in 1978-79 by Central Government. The main object of the plan is to bring rural families in the identified target groups above the poverty line and to create substantial opportunities of employments at block levels. In the State of Rajasthan out 232 blocks (now 236 blocks) $\frac{1}{2}$ blocks in D.P.A.P. areas, 34 blocks in Central S.F.D.A. areas, 12 blocks in transferred S.F.D.A. areas, 10 blocks in C.A.D. areas and 9 blocks from other areas not covered by special programmes were covered under various schemes. From 1979-80 I.R.D. scheme has been shared on a 50:50 between Government of India and Government of Rajasthan.

Another effort for Fish Farmers who are called as poor fish farmers were benefitted by Fish Farmers Development Agency (F.F.D.A.). The F.F.D. agencies covered only in three districts of the state (viz. Bilwara, Ajmer and Tonk). The coverage is extremely limited, with investment of about Rs. 5.0 lakhs. Each agency rehabilitates only 100 fish farmers in the first phase of five years. But there are about 3 lakh hectares of water areas available in the form of reservoirs, ponds and tanks in the state. This scheme has limited scope in the State.

Besides these above projects, there are several projects which are specially meant for rural development are under implementation, namely, Samagra Gram and Rural Growth Centres, TRYSEM, NREP, Antyodaya, etc. All these

growth centred strategies are helping to remove the poverty position of rural poors. But this has created a sense that actually the poors, specially rural poors, were neglected not by government authorities, but the poors themselves keep away from these programmes. Only due to poor implementation and mal-practice in process of implementation. After suspension of the Antyodaya scheme the government of Rajasthan has been mainly concentrated on I.R.D. scheme.

As it was said earlier, most of schemes so far implemented up to 1979 are sponsored by central Government. There was not a single scheme of the State which can remove the poverty of the state till 1977. In October, 1977 the Antyodaya scheme was started. It was a State's programme only meant for rural poors, which tries to over-come from poverty position. The schemes like R.G.C. (S.G.V.), Food for work programmes and Antyodaya are well thought and pragmatic. Most of the centrally sponsored schemes are executed on 50:50 basis from 1979-80. This might have been affected on its implementation. The Antyodaya scheme was state owned programme for rural poor. Other States then rushed to follow the scheme, only due to its ideal nature of programme. Government all the time have promised for 'bread' till 'n'th year of plan for our economic development, where 'n'th is an eternal unknown.⁸ The Government of Rajasthan has fulfilled the aim of rural development with micro-

level approach against the Central Government's macro approaches in rural development and rural poors, not as 'in' the plan.

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