

CHAPTER - IV

Evaluation Study of the Project

This evaluation project is final evaluation, which proposes to determine if objectives of the scheme were met; to measure the achievement; and to suggest ways and means for further improvement. It need not be necessary to suggest any further improvements because of the Scheme's suspension by Government of Rajasthan. Though it is, be concluded, if it continued even after passing by hindrances on its way of implementation and working. But unfortune on the part of Antyodaya families, the scheme was suspended in 1981 only due to change in political leadership of the State. This is the draw back of our planning system that we have no longrun perspective plan for our country's development. Only to meet public demands will not provide longrun planning strategy.

Since the inception of Antyodaya programme the Government, Co-operative banks, Commercial banks, Khadi Board, Village Industries and Other financial institutions have directed a large number loan amount of financial and organisational resources. But it remains yet to be seen whether this effort has really been productive or wastefull expenditure? The attempt towards this direction is contemplated as follows :-

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4:1) Coverage of Villages :

The total number of inhabited villages in State as per 1971 population ^census is 33305. Among these villages most of villages (11,010) have a population catagory of 200-499.

In the first phase of plans implementation the total number of identified villages covered was 32,638 at the end of 31 May, 1978. But the actual identification was completed in 31,358 villages. In 1,280 villages none was found below poverty line. The remaining 667 villages are either got merged in expanding urban areas or become uninhabited.

At the end of the 31st March, 1979, in the IInd round report, about 31,423 villages were covered under identification.

The last report before it's suspension of the Scheme mentioned that at the end of March, 1981 (Second round) about 33,720 villages are covered.

The datas published by the Govt. of Rajastan, 'Antyodaya' Special Scheme's Organisation were not definite. ^A of neglected attitude was shown in this matter. For example the total number of inhabited villages is about 33,305 and the coverage of villages under this scheme is reported about 33,720. This indicates that the datas were not collected properly. Though it is difficult task, but is necessary for monitarining the Scheme.

Table - 'C'Coverage of Villages

No. of Villages covered under 'Antyodaya'		As on
32638	Identified	31-5-1978
32638		31-3-1979 1st Round
31423		31-3-1979 IInd ,,
32638		October 1980 Ist ,,
33720		Oct. 1980 IInd ,,
62638 *		March 1981 Ist ,,
33720		March 1981 IInd ,,

* Wrongly published - read it as 32638

The coverage of villages under Antyodaya is 100 percent in the first year of the Scheme. The identification of antyodaya families was completed in almost all villages.

It should be noted that most of the Gram Panchayats are not viable units. Eventhough the end achievement of the scheme rests in the village level implementation. Because the scheme is only meant for the development of rural poors with rural development programmes.

The urban area was neglected from this scheme. Even Class IV towns are also neglected from identification and allotment of facilities under this programme.

But however, if government thought about urban poors, where 'Antyodaya' be implemented then, it would be intangaled

4 movement for govt. authorities, which again ends no meaning. The negligence of urban poor was the main feature of 'Antyodaya Movement'. It was only meant for rural area of the State. And moreover, the population located in 151 towns is about 17.63 percent of total population (census 1971).

It is necessary to consider the urban population, which live below poverty line. Because in Rajasthan social services have been concentrated in cities and towns, and their benefits are derived mainly by the richer sections of the society. The efforts will not also be necessarily assured efficiently and equitable distribution of social services on benefit of social welfare programme to the right type of people at the right place at the right time in an urban area.

The urban poors are mainly beggars, slum dwellers, nomadi~~es~~ and semi-nomadi~~es~~, who came from village are as for the employment in big cities and towns.

Moreover, the identification would have also become very difficult. The criterias of identification may also differ from a village level identification, if the scheme was being implemented in urban areas, which is least important.

The pressure of the poverty is comparatively greater in village area than in urban area. About 81 percent of agricultural labourers turnout to be poor, 57 percent of cultivators and 44 percent of non-cultivators are living below



the poverty line in 1968-69. That is the problem of rural poverty is much serious in Rajasthan. Poverty is thus not synonymous with unemployment or under employment. It is fundamentally an institutional and structural problem, wherein people work full time but do not get enough because of low productivity and exploitation. This urgent need of improving the economy of rural Rajasthan was provided with Antyodaya programming.

The total population of the State, according to 1971 census was 2.57 crores. Among which about 2.12 crores population was living in rural area and only 0.45 crores population was living in urban areas. This urges the significance of the rural development and rural poors. Almost all parts of State was dominated by elites, landlords etc.. The rural exploitation is a serious problem of the State today.

Thus the 'Antyodaya' Scheme for upliftment of rural poors was a right step towards 'socialistic pattern of society', which is a cry of our leader since independence.

The total coverage of villages was worthnoting that about 1280 villages have not found a single family, which live below poverty line. Because almost all families of these villages were reported that they live in better condition. In the beginning of a programme, the selection of five families was carried irrespective of population of a village. Later

the population of a village was considered.

The revealing fact is that nearly 60 percent of the villages accounting for 22% rural population in State have population of less than 500 each, and of which nearly half of very small units have less than 200 inhabitants. Most of the population resides in the population category between 500 and 2000 per village. The coverage in smaller villages was much faster as well as proper than big villages under 'Antyodaya' scheme.

If families are uniformly chosen each year in all the villages, the picture, would be some what as follows :-

Table - 'D'

Coverage Based On Criteria of 5 Family per Village :

Size group of population	Average No.of families in each villages	Coverage of 5 families every year during 5 years	% of cover- age to ave- rage No.of families
Upto 200	21	25	119
200 - 499	67	25	37
500 - 999	141	25	18
1000 & above	300	25	6

Source : 'Antyodaya' a Five Year perspective plan of Action, Govt. of Rajasthan p.39.

The five year perspective plan of action has clarified the second phase of coverage of antyodaya families for another

five years. Among the general coverage of villages of various population groups, the group of 5000-9999 was neglected in second phase. Because these villages would automatically transferred into municipalities for which the scheme was not emphasised. So, the number of villages will decline automatically.

It has been seen that the droppage of villages in the first category, having a population less than 200 had dropped during the course of five years with gradual increase in the droppage year after year. The number of such villages is 8771 (Table E). After three years these villages were not found a single poorest family. But even before the completion of three years a village (upto 200 population) could cover almost all families living below poverty line. It is almost depends on the total number of pooverest families in those villages.

Suppose in a village the total number of below poverty line families is only 5. In the first round of identification these would be covered under the various programmes, before the completion of five years these families might easily be cross the poverty line. Then there will not be further identification in that village. So, whatever was expected in the plan of action is not said to be 100 percent correct. But it was only expectation. Even the economics of various purposes of loaning (Table No.1) may be cover before the completion of 5 years of repayment of the loan.

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First of all it is necessary to define a poverty line and then we should calculate the number of below poverty line families in each village. Such kind of measurement is only possible to a block level authorities because these block level authorities have a trained and acknowledged staff. It is reported that the Scheme of 'Antyodaya' was not so definite. In most of the village the plan was reached as it was. Some villages were nominally preferred this Scheme. Thus every thing about the implementation depends on the leadership of villages. It was also found that, this kind of Schemes (i.e. based on this aim of upliftment of rural poor) will be implemented by voluntary organisation on a effective ground. For example it is found that, in village Tillonia [Ajmer District] a centre named "Social works and Research Centre (SWRC)", which is a voluntary organisation was estd. by Mr. B. Roy. It (SWRC) aims the development of silora tehsil on traditional ground. It is successfully working for the development of rural area. It was honoured by so called social reformer of the world and India.

One thing should be preferred that the Scheme was satisfactorily working. Most of the villagers were demanded the scheme for their improvement of their poor economic condition. In village, where panchayat is very alert, there the Scheme became very popular and the implementation was also proper. In an Indian scene we cannot also neglect the possibility that in a village 80 to 90 percent population is

living below poverty line. Such villages are mostly found in tribal areas where a particular community live traditionally. The rural Rajasthan is very traditional bounded by customs, usages etc.

In the process of identification we cannot neglect the position that most of the poorest families are migratory in nature. In such a condition the identification goes very hard. Because such families, though they live below the poverty line, are not anxious to be benefited by this kind of scheme, only due to their migratory nature. In Rajasthan this position of migration is found in adivashis and girijans. These are mostly bhillas, garsias, dubalas, gondas, korkus, takaries, waralies, parathis and sehaviyas etc.¹

In the present social and economic structure in rural Rajasthan, local administration and local political leadership cannot be expected to side with the poor. In some village the administrative machinery and political cadre at the grass root level does not exist at present. Future prospects were also not so bright in implementing such schemes like 'Antyodaya'.

The identification of the first five poorest of the poor families in a village may not be very difficult and contraversial task, but the next identification goes very tough. Gram Sabhas then went on preparing the list of bonded labourers or families with old debt. The village authorities, sometimes think, as the scheme is already pressed by the State

government, then it should be followed, and to that way the selection of antyodaya families was carried out.

4:2) Goverage and Identification of Families :

Before identification of antyodaya families an advance action was taken. The Collectors had organised meetings of all Revenue and Development Officers, Bankers to familirise them with the 'Antyodaya Programme' and assess the commitment of the State government. The patwaris and VLWs were advised to spread the knowledge of 'Antyodaya Programme' in villages. The meeting of the village level functionaries (i.e. VLWs, patwaris, member of village panchayats etc.) were held in early 1978 in the districts of Jaipur and Jhunjhun. These functionaries were educated about responsibilities and execution of the programme such as to spread the knowledge of 'Antyodaya'. The initial identification was done by these functionaries.

Firstly, five poorest families were selected from each village. The poverty line was fixed at; the families who are earning below Rs.55/- per month are treated as below poverty line. The concept of poverty line is dynamic. It changes as the price level and wage level changes. The families living below the poverty line were catagorised according to their choice in programmes and the benefits were provided under the various schemes. At the first instance the identification of poorest of families was not completed.

Some villages were left unidentified. But, however, Govt. reported 100 percent coverage of identification was completed at the 1st round.

The identification, firstly covered from each village was irrespective of size of population of a village. Afterwards it was amended by the Government to select 3, 5, 7 and 10 families from small, medium, large and very large villages, having population; i) upto 500; ii) 501 to 1000; iii) 1001 to 2000; and iv) above 2000 respectively to ensure proportionate representation of antyodaya families. This amendment came in force on Oct. 1978 (one year after Antyodaya's inception).

Applying above criteria the likely coverage was estimated in table below.

Table 'E'

Coverage Based on New Criteria of Selection

Size group of popula- tion	No.of villa- ges	No.of families in lakh	Average No.fami- lies in each villages	Proposed coverage					Five Year perspe- ctive % of total coverage to avera ge No.of house- holds
				I	II	III	IV	V	
upto 200	8771	187	21	5	3	3	3	3	Fully covered (81%)
200 - 499	11010	737	67	5	3	3	3	3	25
500 - 999	7515	1104	141	5	5	5	5	5	18
1000 & above	5708	2215	388	5	7	7	7	7	61

Source : Antyodaya a Five Year Plan - Govt. of Rajasthan.

2 The villages which have the population group upto 200, all the eligible poor families would have been covered by the end of the third year. As said earlier no single village was included in the process of identification in forth year. It was achieved by the end of March 1981. Before one year of Scheme's suspension, only due to political in stability the Scheme's recession was started. After words it was appeared only in the name. First two years were successfull years of 'Antyodaya Movement'.

In Gram Sabha (Village Assembly) meetings were held to discuss on a tentative list produced by a village patwaris (or VLWs). It was found that in some villages a meeting was not held at Panchayat level. It was reported that, the meeting, as they think (Leaders) was found not necessary in a small villages, where only few person (Local Leaders) play a significant role in village politics. Most of the meetings were inconvinient to attend all the concerned representatives. Very few meetings were attended by M.P.s. and M.L.As. Nearly 70 to 80 percent meetings were attended by B.D.Os. and representatives of Collectors, and Bankers etc..

Identification is a very significant post of this scheme. It is the very core of the success of the scheme. This was brought sincerely and promptly by Government authorities. Specially the Block level authorities have played an important role in this matter.



3 A tentative list prepared by patwaris or VLWs was put before the meetings through sarpanchas and was approved by representatives of meetings, such approved names were sent to Blocks and from Blocks to Districts. District authority was regional authority in the implementations of various Schemes. Almost all meetings were required to attend by Antyodaya families. Very few families were not attended the meetings. In absence of antyodaya families in Gram meetings were also selected as 'antyodaya family', but was then approached by VLWs and consulted about the choice of benefit with those families. The programme Evaluation Organisation of Planning Commission reported that, some of the identified families from Jaipur, Jodhapur and Chittorgarh were not present.

Very few villagers have reported that the identification was not familiar with the programme. But these unpleasant families were covered in the next rounds of its implementation.

Though the Scheme was ideal for improving the condition of poverty of State, some families were opposed to be identified as a antyodaya family only due to the pride of prestige. Specially the loaning programme was neglected by some people. They issue the prestige point to the whole caste to which they belong.

4 School teacher (primary) were played an important role to give knowledge of the Scheme to antyodaya families as well as to whole Society. Some time these teachers attend a Gram Sabha meeting and suggest the names of very poor families. And the suggestion by a teacher was supported by majority of villagers. He is one of the factor in the process of identification. People appreciate the teacher's identification only because he was the only source, through which people could learn many new things.

Despite this utmost care was exercised by the official machinery, which has the end responsibility of the identification. It is worth noting to mention that some families, even though they live below the poverty line were refused to be identified on caste and family pride. Because they taught the burden of loans is socially not prestigious^{on}. Some time the landlords and money lenders also influence on them (antyodaya families) not to take loans. But this position exists only in first year. Later the antyodaya families, which were not benefited were ready to get financial aids from banks; but the percentage was very less.

It is pride on the part of the Rajasthan Government that the identification was very scientific, clear and precise. Many times, it may happen only identification of poor families means identification of poverty. This does not remained but the programmes were also followed to remove poverty. The only deficiency is that the implementation of various programmes

was poor, which is again an important part of the Scheme. But however, in comparison with other schemes so far implemented in past, the 'Antyodaya' was satisfactorily tries to implement by Government authorities and other institutions. The implementation of Antyodaya movement differ from region to region (i.e. district to district, tehsild to tehsil and village to village). Because of the variety of efficiency in govt. authorities, political leaders, efficiency of VLWs, bankers and availability of funds etc...

The process from identification to monitoring of any scheme like Antyodaya be followed according to the following stages.

i) The families below poverty line should be identified. (the definition of poverty line should be defined according to the current prices and wages)

ii) In the second stage, the identified families should be catagorised according to their choice of programmes through which they can cross the poverty line within few years.

iii) The economics of chosen programmes should be prepared by an expert authority according to the current price level.

iv) In the fourth stage, it should be seen that, whether the availability of funds and resources to that end (programmes) is available or not) i.e. there should be a proper budgeting of the programme.

16 v) Then go on allotting the funds, resources, or benefits to the identified families. The policy should be clear and precise, because implementation should not be stopped at any corner of implementation.

vi) Sixthly, it should be seen that, whether the funds were used properly or not? There should be a regular watch on identified families be kept here.

vii) Here the whole working should be watched with the improvement in errors.

viii) And lastly, after few years (if need arises) there should be a proper end evaluation be taken. The defects and draw backs should be reported to government authorities and then government should examine it's impact on identified families. After this government has to decide whether to continue or to terminate the scheme. This is an ideal procedure, which should be undertaken for proper effect on public as well as policy of government. All above stages were implemented by Rajasthan Government with rare deficiencies.

Government some times went on spending rigoursly on ^{advis}advisements of the schemes and programmes which is least necessary. Government should directly act on according to the programme schedule. But some times advisements may be positively coloured according to government policy, only to influence the people about its efficient working in development.

This kind of an advisement²³⁺ was brought by the Rajasthan Government, but it was informative with statistical datas. First year of the scheme was mainly concentrated on the identification of poor families. The identification was very scientific, no doubt but the funds with government, banks and for others schemes were inadequate. But any how govt. tries to provide the funds according to the need. The scheme was hurriedly implemented. The first two years were successfull years of the Antyodaya programme. Later the proper watch was not kept as it should be. At the most misatilisation of funds was prevented by allotting benefits directly. For example instead of allotting loan in cash the Govt. agencies directly approaches to markets with the beneficieries. They commonly deside about proper means of benefits. The bank agencies only pays the price and units (cows, sheeps, goats, buffeloes) were handed over to antyodaya families.

In some small villages it was found that there were less than 5 antyodaya families below poverty line, but the Gram authorities prepared a list of 5 families. In some big villages there were excess antyodaya families than the range of 5 families fixed by govt.. In this situation Gram authorities were decided to identify only severe distitutes (relatively very poor) families for the 1st round. And the remainders were covered in coming rounds.

Thus it is tryism that, within few years the antyodaya families would have crossed the poverty line and side by side state could cross the poverty line within 7 to 8 years. But it is unfortunate on the part of antyodaya families that the Scheme has been suspended on August 1981.

The Gram Sabha meetings prepare a Socio-economic profiles of antyodaya families. During the first round of identification, it was realised that the achievement of this programme was mainly dependent on the proper identification of the families.

Upto the end of March 1981, in Second round nearly 11,27,33 families were originally selected as antyodaya families, but the total number of families benefited under various schemes was about 95,994 families (i.e. 80.0% net families). While in the first round of 1978, the total families were identified to the extent of 160517 and total number of families benefited was about 71711 i.e. 50.73% of families were covered under various scheme for the selected families.

The range between identification and benefited families of various districts stood between 94.00% (Udaipur) to 20.00% (Jaisalmer) at the end of May 1978 (first round) while the same range between original identification and number of families benefited under various scheme was about 100.00% (Sirohi and Udaipur) to 60.3% (Dhungarpur) at the end of

19 March 1981 (1st round). That is the position of first year was totally improved in the fourth year of the plan.

According to the 1971 census the total number of below poverty line population was 135 lakhs. (total population was 212 lakhs) while the coverage of below poverty line families in Antyodaya was about 1.6 lakhs. The whole poor families were covered under various programme of 'Antyodaya'. Only it is necessary to see whether these families were crossed the poverty line or not within the time period allotted to them, but unfortunately the scheme was suspended. But it is truism that the antyodaya families will easily be crossed the poverty line within five years. It was also proved by Prakash Takwani and N.D. Mathur in their case study of Raj^egrah (see Table L) that these families were generating the income for better living.

After two years of 'Antyodaya' it was found that the number of antyodaya families already identified were deleted due wrong selection migration and death of family members. Upto December 1980 the number of such deleted families was about 10827 in the first round and in the second round the number was 2711. This proves that the identification was wrongly done. The total number of such deleted families stood at 10761 and 2919 in the first and second round respectively at the end of March 1981. The number of migration and death was low. Very poor families have a habit of migration. This habituated families were unable to get

benefited by the programme and remainder the wrong selected families. The number of benefited families was some times exceeds over the number of identified families. For example upto December 1980 (1st round) the total number of families originally selected was 102688, while the net number of benefited families was about 151857. That is nearly 49163 families were benefited excessively. Though identification was scientific, the plan was unable to avoid such problems.

4:3) Land Allotment and Other Agricultural Development Activities

A choice of the programme was left to antyodaya families. According to their own interest, through which they can cross the poverty line, select the programmes envisaged in the plan. The availability of resources with credit facilities provided for them should be responsible for coverage within a year after identification. Nearly 45212 families demanded land allotment in the first round of March 1981 and they were provided land. The average land allotment remained from 1 bigha to 5 bighas. But the fact however is that the availability of Government land is limited in most of the areas. By adoption of the ceiling on land holdings, although 1.32 lakh hectares of surplus lands have been allotted to landless (including antyodaya families) but yet it has not been possible for the allottees in most cases to make proper use of the land for want of

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funds². The above provision was provided to such allottees in areas not covered under SRDA, MRAL, CAD etc. by giving subsidy at the rate of Rs.1000 per hectare for land development. But only 40,000 hectares of land was covered under this scheme.

The allotment of land was on free and priority basis. Nearly 23 to 25 percent of the families have been allotted two bighas, And 15 to 16 percent of families have got five bighas. In some area few families have been allotted only one bigha of land. Thus the land allotment was done according to the availability of land. Out of families to whom land was allotted nearly 50 percent families were seeking in possession. The follow up programme was found very slow.

Among the beneficiaries of land allotment the preference was given to those families who were ready to settle permanently in Rajasthan Canal Project area. They were also provided with dwelling material and more area of land if they continue to work for 2 years or more.

Table 'F'

No.of Antyodaya Families to whom land was Allotted.

Years	No.of families to be benefited	No.of families to whom land was allotted	% to total beneficiaries
<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>
1978	160517	26366	16.42
1979(1st Round)	152582	43708	28.65
(2nd Round)	111779	12447	11.13

Table 'F' (Contd..)

1	2	3	4
1980			
I Round	151351	45203	29.86
II Round	110022	17891	16.26
1981			
I Round	151927	45212	29.75
II Round	109844	17894	16.29

The highest number of beneficiaries who were allotted land were in Udaipur district and the lowest from Sikar district.

It is true that the beneficiaries of the land allotment programme was failed due to following reasons;

i) The cost reducing or subsidizing programmes were found very poor.

ii) The unsuitability of the land for the cultivation.

iii) Most of the allotted land was barren, which was wrongly declared as fertile land by the rural elites

(B.G.Mehta)

iv) The lands with pending Court Cases were provided to antyodaya families. Which results into disputes. At this position the antyodaya families were found not ready to cultivate those lands. Even some families were warned by rich landlords not to cultivate such lands.

v) The land was allotted to some handicapped or disabled persons in place of pension. Of which most were aged or physically incapable of cultivating the land.

vi) Some families were taken barren land, though it was uncultivable, and they were provided with other resources like seeds, bulls, fertilizers and irrigation facilities. But they (families) were unable to use all these resources properly due to lack of knowledge and irrigation facilities.

viii) Irrigation facilities were not available in many regions. Without this only land allotment cannot solve the problem of poverty. Inadequate rain fall absence of perennial rivers, depth as well as brackishness of the subsoil water are main causes of low productivity of agriculture.

viii) There is a rigid hold of existing pre-capitalist labour relation of attached labour and bondage. The labourers were paid less than the wage rate.

ix) Dominant class use various methods of keeping villages (including antyodaya families) by advancing them easy loans, land pieces, and goods keeping them shortly bondage or completely bondage. Despite labourer's work labour has work in landlord's fields.

x) Lack of permanent employment out side the agriculture left no alternative. So, they get the government benefit as it was allotting the land.

xi) Most of antyodaya families were found superstitions. They have created a habit of living below poverty line. They have no economic sense of improving their poor condition.

The only little success rests with those families who have gone to settle in a R.C.P. area. Because to such families a irrigated land was allotted and possibility was also examined by giving subsidy or reducing the cost of land to such families by extending the period of repayment.

The follow-up programmes to Antyodaya like SFDA, DPAP, CAD have faced the problem of inadequate funds, and they render no timely improvement in agriculture. But in agricultural sector timely steps are very important for improvements in agricultural productivity. The available empirical evidence indicates that poverty of rural people in Rajasthan is initially linked with the lower productivity of agriculture. To improve this position, a provision of additional irrigation facilities were impossible to antyodaya families. So, land allotment had no position to impact on the life style of antyodaya families. Though improved seeds, fertilizers pesticides were provided by State govt; it has no use in this, and inadequate of rainfall. The Approach Paper for the Fifth Plan of Rajasthan prepared by the State Planning Board lists several factors such as very low rainfall (in certain areas as low as 13 c.m.). Large areas of the State under arid or semi-arid zone in the western part frequent recurrence of families

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Matter only
due to lack
of irrigation
facilities

at an estimates average interval of two and a half years, which affects the productivity of land and its people.

The project of T and V (Training and visit) system of Agriculture Extension and Research was undertaken for six years, from October 1977 was implemented in 17 agricultural potential districts and covers 2.9 million farm families. The antyodaya families were also benefited by T and V project system.

4:3:i) Minor Irrigation :

The State's agriculture is lacking a severe irrigation facilities. The antyodaya agriculturists were assisted loans to minor irrigation schemes through SFDA and MFAL programmes. Only small number of antyodaya families dared to get benefit of loans for construction of wells, purchase of pump sets etc. A very poor person did not dared to dig well or to purchase pumpset only due to backwardness in knowledge, education, training and standard of living. All the time poor families think for their (consumption) daily bread. Moreover majority of wells were found dried in summer and later of winter season due to absence of perennial rivers and depth as well as brakishness of subsoil water. Only canal side wells, were found ample water. But the share of canal irrigation on the total is also not significant - 19% against 40% for all India.

The amount of loan assistance however was too small to construct wells or to purchase pumpsets. The loan was sanctioned but it could not be received in a proper time. Mostly, the pumpsets were supplied by Government through its agencies. The statistical data about the number of wells constructed and pumpsets purchased was not available in Govt. departments. The loaning programme for construction of wells and pumpsets renders repayment of loan within ten years. The loan was paid on yearly instalments. The families who benefited by this programme were found successful in their work. They yield greater than that of dry land. Dry land is completely dependent on rainfall, where rainfall is irregular. The beneficiaries of minor irrigations were reported that 'Govt. has taken right step to develop their past economic position'. The loan amount was also allotted to those families who were not identified as antyodaya families and who have their own piece of land. But these families were required to be certified by Tehsildar as poor and (or) small farmers. Without the recommendation of Tehsildar or Talathi Officer the loan on D.I.R. will not be allotted by a bank. Any way agricultural yield is not definite, so the repayment of loan instalment was also affected by agricultural yield earned in a year.

The percentage of this beneficiaries stood at 5 to 6 percent only. By the end of the 5th plan an addition of 152 thousand hectares through minor irrigation schemes were provided irrigation facilities. In most part of the State,

ground water is the only source for the inhabitants for domestic as well as irrigation purposes.

4:3:ii) Cattle Breeding :

Cattle breeding enanciates proportion a mixed farming involving crop live stocks integration and highlight the need for co-operative development projects in dairying, sheep, goat and poultry. It also helps to increase the fertility of land by supplying fertilizers. It also provides employment opportunities for economically backward antyodaya families. Cattle breeding is a very popular subsidiary occupation either partly or fully to agriculture.

Most of the antyodaya families demand next, to land allotment was 'Animal Husbandary Programme'. In Rajasthan Cattle and Sheep breeding, goat rearing etc. are the main subsidiary occupations practiced since time immorial. It is the home tract of various famous breeds of different live stocks species such as Nigori bullocks, Rathi and Tharparkar cows, Mallani horses, and Bikaneri Camels etc. particularly in Western Rajasthan where animal husbandry is not merely an adjunct to agriculture but the main occupation in itself.

Under this programme the cattle loans were provided for purchasing unit of cows or buffaloes. The subsidy was provided through SFDA pattern. The economics of the loaning programe (Cattle loans) would be within repaying capacity provided was 5 years. The antyodaya families were easily

paid their loan instalment to their hopothecated banks. Moreover, the cost of these programming was low and earning more majority of the antyodaya families were found happy in this programming. The families who have nearest milk markets (either dairy society or town place) have get benefited by this programme. Their standard of living was improved, but not crossed the poverty line. The cow units or buffalow units were purchased by government agency, who were paid commissions for their middlemanship, and banks were asked to ^{pay} ~~paid~~ the price of cow units or buffalow units. The selected antyodaya family member bank representative and a middleman collectively approaches to the cattle market. They decide collectively and prefer a unit.

But the Scheme has significant role only in the areas covered by dairy schemes or where marketing arrangements were available in nearest towns. The scheme was not responsible for improving the condition of other than above mentioned area in the first phase of projection. In the second phase it would be possible to arrange marketing facilities in every village through co-operative Dairy Societies. In a village area there is no demand for milk. Some private traders purchases the milk of a village and sale it in a town place consumers or to dairy institution. But these traders pay low prices to cattle owners.

The attempts made earlier in State, since First Five Year Plan to improve live stock production were not successful. Even today after short aged Antyodaya Scheme the condition is not improved, because of two reasons. Firstly, the programmes were implemented all over the state irrespective of regional difference with meagre available resources, and all the required technical inputs were not provided in particular regions. Secondly, there was inadequate tie-up between production and marketing. The schemes were implemented by government agencies without the participation of beneficiaries from the programme therefore the efforts did not fully meet the needs of the farmers.

It is necessary to formulate this programme only in identified blocks within a region and a project should provide all requisite technical inputs for enhancing the production of milk and also ensure its marketing.

4:3:iii) Sheep Breeding and Goat Rearing :

Sheep rearing and breeding is one of the most important occupations of the rural people in the State, particularly in Western Rajasthan. It provided a regular source of income to the breeders through sale of wool and animals. The landless and small land holding families prefer sheep breeding or goat rearing. Rajasthan had a famous breed of chokla, magra and many other breeds of sheep and Jakrana, Sirohi and Marwari breed of goats, which were marked largely in some regions.

30 The goat population in Rajasthan is more than 13 million which is almost 18 percent of country's total goat population contributing about 35 percent of total meat and 3 percent of total goat milk produced in the country. Under the special Animal Husbandry Programme 30 sheep and one ram was made available for every family, which has a choice of this kind. The sheep or goats gives milk and multiply fast breeding twice a year. Moreover its maintenance cost is also not too much. A family member can easily maintain 30 sheep or goats.

This facility was popularly preferred weaker sections, because they have confidence and knowledge about this occupation. Few families were also crossed the poverty line. To cross this poverty line is an easy job but the only problem is that it should be maintained properly. The repayment of loans was regular. Government was also tried to improve the problems that this facility face. For example it is necessary to restructure the suitable programmes. It is possibly necessary to improve the genetic potential of sheep population through selective cross breeding programmes. Majority of the beneficiaries faced the problem of proper health of sheep for which in the sixth plan Government is going to provide proper health care to sheep through prophylactic measures and treatments. Almost all families who were get benefited by this special programmes were untrained. They with their old custom they maintain the folk. It is necessary to give knowledge about modern techniques to sheep breeders. As well

31 as Government should take 100 percent marketing responsibility of wool, mutton, skin, and milk because almost all profit was taken out by middlemen. These middlemen plays very bad role in exploiting the prices breed species, wool, and mutton etc.. The field level supervision was not at all done. Moreover sheep migration was a major problem in the State particularly due to scant pasture facility in the arid and semi-arid zones of the state. The folk owner migrates due to inadequate of fodder in a particular season. For this Government should concentrate on a systematic migration of sheep, i.e. seasonwise migration should be followed. This programme is being presently implemented only in 10 districts.

4:3:iv) Poultry and Piggery Programme :

Poultry development in the State has made some head way during last few years. It is possibly popularised, but is the occupation of weaker sections and economically backward classes. In some of the area like Ajmer, Alwara, Bharatpur, Jaipur, Tonk, Kota, Udaipur, Ganganagar and Jodhpur etc. have great potential for developing poultry units. So, the Scheme was found very popular only in these districts. Moreover these areas have better marketing facilities for eggs. Though the Antyodaya Scheme has been suspended, the programmes under that scheme were continued.

The families who were benefited by this programme are satisfactory with this facility. The allottees are landless and marginal farmers who have no any other means for their livelihood. But they lack technical know how of poultry development. Specially they faced the health problem of birds. Moreover, the problem of egg marketing was serious, though the co-operative marketing societies were established.

Poultry programme was popularised only in 9 districts. No all families from these 9 districts get benefited only by this programme. It is necessary to popularise further among weaker sections, because it has greater potentiality of employment opportunity.

The maintainance cost of the poultry unit is lower than the income they earn. Initially it is necessary to bear a maintainance ^{cost} ~~set~~ of 6 to 7 months without yielding any assets because the birds start laying eggs only after 6 to 7 months.

This programme was followed by piggery, which has limited potential in Rajasthan. Only in Alwara and Bhatpur district, this programme was covered under S.A.H.P. The non-cultivators were found interested in this programme. But the difficulty is that it has no market. The demand for piggs come from a scheduled tribe people, and they prepared this programme.

Thus the sixth plan entrusted on animal husbandry

programme very seriously in Rajasthan. About 473.81 lakh rupees were proposed to spent in 1981-82 plan.

4.4) Village and Cottage Industries :

Rajasthan is one of the industrially backward States as identified by Pande Committee in 1969. Nearly 16 districts were classified as industrially backward. Even in the remaining ten districts the level of industrialisation is low in as many as eight districts. In the context of the planning strategies the employment opportunities in rural areas were provided through khadi and village industries which has a crucial role in rural development. The 5th Plan in its review explain the production of Khadi and village industries which was Rs.3.71 crores and Rs.3.16 crores respectively in 1971-72 increased to Rs.13.50 crores and Rs.12.00 crores by 1979-80. Persons employed in Khadi and village industries increased from 33,320 and 16,656 respectively in 1972-73 to 133,000 and 61,500 (both full time and part time) respectively by 1979-80.

Under 'Antyodaya' Scheme, the Khadi and village industries programme was nominally entrusted with its name. Before the implementation of 'Antyodaya', the agencies like Handicraft Board, KVIB, S.S.I.Board etc. with other voluntary agencies were tried to keep some traditional occupations as it were. But those efforts were not specially meant for rural poors who live below poverty line. The conomically backward

4 class get benefited if they prefer under these schemes.

'Antyodaya' which was a movement was meant for only rural poors, who live below poverty line. It starts from sever destitutes to less destitutes. A relatively poor families, the last man in income structure was provided, with various facilities to overcome from below poverty line. The KVIB's role in this matter is presize and clear. Immediately it has accepted the 'Antyodaya', and special arrangements were made to antyodaya families, who desirous to get benefit from KVIB industries. Majority of antyodaya families who were benefited under this programme were rural artisans possessing various skills but were lacking proper tools and implements or working capital to make decent living or marketing of goods. These lackings were wiped out by KVIB, Antyodaya and Govt. subsidy. The suitable guarantee was provided by Govt. and its agencies.

The Khadi and Village Industries Programmes were catagorised into i) Khadi Programmes, ii) Village Industries and other small scale and tiny industries. Under Khadi Board charakas were provided through 50 percent subsidised by the Industries Department of State Government. But the total response was not satisfactory. On the proposal of KVIB 9 village industries have been approved for providing self-employment to antyodaya families. This programme includes cereal and pulses processing, oil crushing, leather tanning, shoe making, Gur, Khandasari, Soap making, Village pottery

35 work, rope making, white washing material industry, black-smithy and carpentary etc.. These tiny industries are mainly based on the local material and resources and were sold in local or regional markets. There was an effective co-ordination between Khadi Board and Antyodaya Programme. The economics of tiny programmes and guidelines of Khadi Board were very clear and upto date. A new enterprenuer from a village will easily understand the nature of his work and his role in a occupation.

The target of 15000 families has not been covered by a Khadi Board in the first round of 1979. So far nearly 11,667 families been benefited by Khadi programme, among which nearly 9000 families under the woollen Khadi programme and 2667 under the village industries sector. Khadi Board disbursed its funds to the tune of 278 lakh to identified families inclusive of Rs.45.0 lakh subsidy by way of grants and remainder being through loans.

In the first round of 1980 nearly 2232 families were provided Rs.32.82 lakh under the Khadi programme.. And 520 families were provided Rs.4.27 lakh under village industries scheme (Table No.11). Most of the antyodaya families prefered tailoring, basket making, niwar, mats, churi (bangle) making and petty shop keeping etc. Because they feel suitable for their skill work and have prospectus to develop. In the second round nearly 3079 families under khadi and 153 families

under village industries were allotted, the loan amount Rs.52.40 lakhs and 1.80 lakhs respectively.

At the end of March 1981, in the first round about 2254 families under khadi and 520 under village industries were provided loan amounting to Rs.33.27 lakh and 4.57 lakh respectively. And in the second round of the same year nearly 3129 families under khadi and 153 under village industries were provided the loan amount to the extent of Rs.54.03 lakh and Rs.1.80 lakh respectively. In comparison with 1980 and 1981, changes in loaning programme and coverage was not at all found satisfactory. The families under this programmes were identified in the 1st year of the scheme. Such identified families were provided loans for their development. In the next year of the scheme the norms of identification were strickened, because of excess families over the available resources. This shows that either the scheme has not covered the expected target nor the negligence of the scheme. No loan or subsidy from Khadi and Village Board Programme was met to their programmes or for self employment ventures. Only institutional finance was provided to self-employment programme. The amount allotted to such families was also too low to cover their infra-structure of business. The subsidy from govt. goes to the bank.

A Five Year perspective plan of action for Antyodaya project outlays to cover 85,000 families under Khadi and

25,000 families under village industries programme by spending through Government grant and subsidy of Rs.253.21 lakhs for only Khadi programme; Rs.108.88 lakh as subsidy and 116.85 lakh as loan. And Rs.83.22 lakh as subsidy and 600.78 lakh as loan amount was expected to be provided to village industries programmes. Besides this Rs.1746.75 lakh finance was to be provided by other financial institutions. Thus the total amount would be allotted about Rs.2225.69 to Khadi and Rs.684.00 lakhs to village industries (which also includes Rs.469.94 lakh working capital to village industries) in the five years.

But the above target has differed to actual achievements by KVIB programme (see Table 'G').

Table 'G' notify that the Government was anxious and sincere in the implementation of Antyodaya programme only in the first two years. Due to political instability the implementation was neglected by govt. authorities the facilities provided under Khadi and Village industries requires supervision and technical guidance that was not provided properly as it was expected earlier. The people who were benefited by various schemes including KVIB programme are angree over Government, because of the suspension of Antyodaya. The families who were benefited under KVIB are mostly carrying their business since immorial. They know traditionally about their work. No new enterprenuers entered in

Table 'G' : Difference between Target and Actual Coverage under KVTB :

(Rs. Lakh)

Items	Years	Target		Actual Coverage		% to target	
		Khadi	Village Industries	Khadi	Village Industries	Khadi	Village Industries
Families	1977-78	12,000	3,000	11,667	2,667	97.22	88.9
Loan	,,	318.28	82.08	278	-	87.34	-
Families	1978-79	15,000	4,000	-	-	-	-
Loan	,,	394.32	¹⁰⁹ 109 9.44	-	-	-	-
Families	1979-80	18,000	5,000	5,289	673	29.38	13.46
Loan	,,	469.99	136.79	85.75	637	18.24	4.65
Families	1980-81	20,000	6,000	5,383	673	26.91	11.21
Loan	,,	521.55	164.16	87.30	6.37	16.73	3.88



these projects. For example shoe maker knows shoes making art from his childhood. They were not provided any kind of training. Training about modern techniques is very essential for such families. The markets for traditionally created goods or commodities are not forwarded. They sell their goods in local markets.

Thus the problem of elimination of poverty is not merely of identifying the poor and helping them, but it is necessary to supervise and guide them as and when they require. The KVI B Programme was failed with Antyodaya programme. And the basic problem is of releasing the rural economy from the clutches of feudal wisers - trader oligarehy. 'Otherwise the resources, financial or otherwise allocated and made available to the poor households will ultimately find their way to the same oligarchy and strengthen its economic and political power' (Dr. B.C. Mehta).

In the context of the plan strategy of enhancement of employment opportunities in rural areas Khadi and Village industries have a crucial role to perform. The state's industrial policy also declared its accord an important place of KVI B. As a result of various developmental measures to be taken by KVI B and Antyodaya Programmes. The production of Khadi has gone to Rs.1350-00 lakhs in 1979-80 and the production of village industries also increased to Rs.1200-00 lakhs in the same year. Increase in production also helped to increase full time employment upto 18000 in 1979-80 and part-

time employment in the same period increased to 1.15 lakh in Khadi and 0.26 lakh in village industries programme.

4.5) Employment Programme :

Wage employment constitutes the simplest and the most easily available mode of coverage of antyodaya families. Employment opportunities were provided for unskilled workers in public and private sector. There is a considerable scope in Rajasthan Canal Project for employment programmes. Some antyodaya families left their villages for better prospects available in RCP works. Mostly jobs were provided according to the skill and qualification of antyodaya person. Antyodaya families were employed on the posts of helpers, chowkidars and other class IV jobs. These jobs were allotted as regular employment on government jobs. If possible a land of cultivable waste was also allotted to the needy families as a mode of employment. Where tree plantation could be brought under.

Employment opportunities were provided under many items of Antyodaya programmings. For example Animal Husbandry programme, SFDA, MFAL, Handicraft Board, SAHP, DDP, CAD, Khadi and Village Industries programme and other self employment programmes Antyodaya Scheme was 95 percent employment orientation programme and only 5 percent concentrate on pension and other social benefit schemes. However every efforts were made to allot some means of livelihood through employing them under various programmes envisaged in the

perspective plan. A Scheme for the employment of 750 antyodaya families on salt making near Deedwana in Nagpur district was tried for employment opportunity to that extent.

The total coverage under this scheme was not satisfactory. Wage employment has shown on a tapering basis gradually decreasing with the passage of time. Most of the government works are seasonal and generally there was interruption during the rainy season. So, wage employment does not provide permanent means of livelihood. Such less number of families were not covered under this scheme.

At the end of March 1981 the total families covered under various employment scheme was 40,308 out of its target number upto 2,07,370 ^{for} (First four years of Antyodaya only). That is only 78.68 percent employment was provided to total target, which shows very poor position of implementation.

Table 'H'

Actual Coverage under Employment Programme.

Years	Employment actual provided to antyodaya families	Projection for coverage in 1st phase of 5 years (excluding 5th year target)	% to target
1st	5541	53075	10.43
2nd	9915	55455	17.87
3rd	12449	49337	25.23
4th	12403	49503	25.05
Total :	40308	207370	19.43

2

The Scheme of giving jobs to antyodaya families in the nearby factories and in various government departments has also helped a lot in uplifting the poor condition and raising their standard of living. But the employees came to work in slack season of agriculture. Among them there was also migratory nature of changing the jobs. Some antyodaya families as said earlier have earned more income. But such families always showed lower income, because they assume if increased income is shown to government, then the scheme will be terminated. So, they always report that they are living below poverty condition. Those families who have need of benefit were successfully achieved the higher standard of living than before. It was also found by Prof. Prakash Takwani and Prof. M.D. Mathur³ that, in their study "a person who was already in good job was provided with still better job due to unknown reasons" in Rajgarh (Ajmer) Tehsil. This kind of an manipulation was done by village level workers and Vikas Adhikari for popularising the programme and giving jobs to their (near) persons. Some needy families were not provided employment opportunities, though there is full scope for creation of new employment opportunities in public and private sector, private industries and institutions also promised to employ qualified antyodaya family members, in semi-skilled and unskilled jobs, not because of Governments' advise but to their (Industrialists) own interest they provided job opportunities. Even if antyodaya families report at any public work site any where in the state, they were provided

employment. A qualified candidate was provided job directly without going through the employment exchanges. Moreover, various other avenues like factory employment, employment in mining sector, wage employment in Rajasthan Canal project Areas, etc. were provided for antyodaya families. Priority was accorded to them in employment in the natural resources based schemes in force in each district. A identify card issued to each antyodaya family provided a job opportunity. In other Social extended benefits the maximum age limit for employment in class IV catagories was raised to 45 in case of antyodaya family member. Besides all these programmes six percent reservation in regular govt. jobs as for the contingent/work charged jobs, persons seeking employment from these families were given the first priority. And 5 seats in each ITI have been earmarked for antyodaya families and every trainee from these families were given a stipend of Rs.45 per month.

4.6) Pension and Other Social Benefits :

The first preference in identifying antyodaya families has been given to those having no economic assets and having no person capable of any economic activity in the family due to infirmity, disability and old age. The destitutes⁴ were covered in this programme. This scheme existed even before Antyodaya was launched, but no fresh efforts were made to cover eligible persons. Before Antyodaya about 4 years of

old age pensioners stood at 17762, and in about 6 months of its implementation over 22,820 addition have been sanctioned pension.

Almost pensioners under this programme have been identified in the first round, however, the backlog of many years has been cleared. It was proposed that nearly 40700 families will receive old age and disability pension in five years (upto 1982). At the end of March 1981 nearly 47202 families/persons were benefitted by pension scheme of 'Antyodaya' (Table 'I'). This shows the cumulative number of beneficiaries is greater than the target prefixed in the plan. This also shows the scheme has been over estimated and were provided benefits to that extent with positive success. Upto 1981 total number of such beneficiaries was 47202, while plan outlined project was upto 39000 families/persons only.

Table 'I'

Progress of Pensioning Programme in Comparison with Target

Years	Cumulative No.of families benefitted by pension and disability scheme	Cumulative No.of Plan Project	% of total cumulative No.of beneficiaries.
1st	23151	26000	89.04
2nd	41529	33900	122.50
3rd	42032	37500	112.08
4th	47202	39000	121.03
Total :	47202	39000	121.03

In the 1st year the identification was not covered according to the target prefixed. In the 2nd year, even-though the identification norms were strickened the number of coverage exceeded over the target i.e. the number of pensioners was actually greater than expected target. These persons (pensioners) were really unable to make both ends meet. This scheme has not only curbed the practice of begging but also created a new atmosphere of trust and confidence. To some person who were qualified for pensions are also identified for land allotment. This kind of allotment of land was no use for their improvement of standard of living. Because, such pensioners could not cultivate due to their disability. This shows the unawareness of Government officials. Leaving all such minor errors, the implementation was proper; It has achieved good results on the part of pensioners welfare.

Now-a-days this scheme is under implementation in various states. In Maharashtra it is known as "Sanjay Gandhi Niradhar Yojana".

Despite this programme, various other welfare activities were undertaken to improve the standard of living of poor families. For example the free education facilities upto 11th standard to antyodaya families under which school books, school dress and scholarships also provided. Nearly 34,382 students children of antyodaya families were benefited under this facility at the end of 1979.

Special medical cares were undertaken free of charges. The number of such beneficiaries was 40,000 families at the end of January 1979.

Veterinary facilities to antyodaya families was another social benefit extended for them, which provides aids to cattles, sheeps, goats and bullocks owned by antyodaya families. Cattle insurance was also applied to such families.

The provision of proper and adequate housing facility is one of the three basic needs of a family. The approach to provide housing facilities to such families was concentrated in the 2nd year of the Antyodaya. At the end of 1978, Rajasthan Housing Finance Society has credited to finance to 6000 houses. For which nearly 8,54,000 square feet land was reserved.

Provision of the free legal aid scheme has been expanded. Nearly 80 per cent of antyodaya families were benefited by this facility. This scheme has been started in other states also. The Vikas Adhikari (B.D.O.) was hold responsible for free legal aid.

In order to take care of certain special needs of antyodaya families an 'Antyodaya Fund' was established. The fund was particularly used for needy families, which could not be met through credit from banks or under the provisions of on-going schemes. At present this fund is being utilised under '20 Point Programme'.

Besides the old infirm and the minor orphans are admitted to the orphanages run by the Government. Free ration were distributed in rain and flood affected areas.

4.1) Loaning Programme for Antyodaya :

The financial size of 'Antyodaya' was based on close degree of approximation and was guided by economics of various schemes. The whole 'Antyodaya' programme was structured on loans and grants, without which the scheme has no meaning. The scheme has been concentrated on full utilization of local resources for the upliftment of poor families. That is why the Government of Rajasthan studied the status of rural economy and preferred growth oriented strategies in its planning process. Because it knows very well the potentialities of rural development and thus preferred the 'Antyodaya; A Adarsha Gram Yojana'.

The loaning programme was guided by special rules of Government of Rajasthan with permission of Reserve Bank of India. The Commercial banks and Co-operative banks prosecuted the growth centred activities for poorest of poor families. Nominally State Government stood responsible for recovery of loans and as guarantee to the financial institutions. The subsidiary schemes like SFDA, MFAL, DDP, SAHP, small scale and village Industries Development Programme, Khadi Board Commercial Banks and Co-operative banks came on the rescue

of Antyodaya scheme. Every programme excluding pension was attached to loaning programme. The pension scheme came from special budgetary provision in Social Welfare activities of Govt. of Rajasthan.

The loaning programme was divided into two heads:
 Viz⁽¹⁾ the agricultural loans for improvements in land utilization and animal husbandry programmes and agricultural production on the basis of options given during the course of first round of identification. The members of families to be covered under agricultural and allied sectors has been computed at 2,89,000 in the first phase of the 5 year plan perspective on an average about 40 percent to 45 percent of the identified families were required institutional finance. Due to pride of prestige, some families were neglected (specially from ^{Jhunjhun} ~~Thanjuri~~ and Kota) loaning programme, eventhough they were identified as antyodaya families. This attitude mainly found in backward regions and in backward class. Only it is satisfactory to note that they themselves tried to improve their condition without benefiting by loans. But were yet not succeeded in the improvement of economic condition of a family or families. Side by side, some families were drawn their sanctioned loans, but were mis-utilised or mis-used for which it was given. The supervision an utilization of loans on such families was found very poor. This again affect, the failure of the scheme, failure to cross poverty line and failure in the repayment of loans. Thus the problem arised about these families has little significant to whole scheme,

because the percentage of such families was too little.

The Loans were catagorised into short term, medium term and long term loans, short term loans were provided by co-operative banks for production purposes, specially the loan was provided on crop loan basis. Medium term loans and long term loans were provided by Commercial banks for the purchase of fertilizers, seeds, pesticides, banding and other minor repairs in agriculture and specially long term loan to irrigation purposes was provided i.e. for construction of wells, purchase of pump sets a loan amount was provided. Nearly $\frac{1}{3}$ antyodaya families were benefited by short-term and medium term loans. In case of marginal farmers the provision was made about 33 $\frac{1}{3}$ percent subsidy on fertilizers for two consecative crops. It was found that some families who have benefited by these sehemes have also possess old loans either from banks or mostly from money lenders. Even today they were found unable to pay their old debts. Only because they are repaying the present loan instalments regularly.

The funds to the extent of Rs.12.25 lakh in the form of subsidy and Rs.24.50 lakh in the form of loans were proposed to be provided in the 5 years projection of Antyodaya plan. The short periods loans were found no use to antyodaya families, because they could not repay all the loan instalments. Only rich farmers can benefit by such loans.

The medium term loans were provided to landless or those who possess land which does not yield enough income for sustaining the family. Some supplementary occupations were provided loans because these occupations are supplementary to the family's gross income. The coverage was ranged between 50,000 to 55,000 families per year under this programme. The medium term loans were provided for purchase of bullocks, bullock carts, camel, Camel carts, donkey carts, buffaloe carts, Cow unit, buffaloe units, goat units, sheep units, poultry and piggery units etc. The economics of each units guide in loan sanctioning and repayment schedule of loans. Otherwise, before sanctioning the loans the bank officers has to visit such business centres for which loan was required and tries to study the possibility repayment of loans.

Under the physical programmes, there were 78,000 families, constituting about 19 percent of the total number of families were thought to be covered during the 1st phase, as long term loan assistance. The long term loans were provided for construction of wells, purchase of pumpsets and other long term land development activities. The total investment of Rs.44.70 crores was expected to be done in the 1st phase. But medium term loans were found convinient to antyodaya families. These families were not confident in such long term loans, and they (families) did not dared to draw long term loans, because last responsibility repayment of loans rests on antyodaya families. Those such families

who have surety in repayment they have dared to draw loans for long term. Totally the percentage of long term and short term loans were little demanded by antyodaya families.

It was found that initially the families who have bought She-goats were unable to increase their income. After two years they tried to yield better returns from this. Some few families, who have taken loan previously were unable to repay the old loans.

Thus the finance for agricultural development activities and allied activities made available through loans and subsidy was not satisfactorily utilized and was not distributed equally to all districts of the state though it depends on the choice of a family. The facilities like fertilizers, seeds, Pesticides were mis-utilized rather properly not used due to inadequate rainfall and lack of irrigation facilities. The schemes such SFDA, MFAC were fruitfully implemented with possitive effect on standard of living.

But, however, yet the credit delivery systems of co-operative and Commercial banks will therefore, require considerable toning up. For example simplification of procedures, systematic identifications of most needy families, preparation of appropriate investment projects for poor families, re-orientation of credit policy etc. A most needy family was provided loans on DIR basis. If a family was certified by a Talathi (Village revenue Officer) or Tahsildars

as a 'poor family' that will be qualified by banks for loan allotment. At the time of credit squeeze of RBI, only Tahsildar has to certify such poor families. The Government guaranttees such loans.

Yet agriculture needs follow up loaning programmes for various activities of agriculture and allied sector. A small land holder was not provided the required loan to improve his agriculture or to participate in subsidiary occupations, such as dairy, poultry, piggery etc. for self-employment programmes.

The co-operative structure provided the bulk of short term credit for agricultural sector and supplements the efforts of Commercial banks for meeting the medium and long-term credit needs. Specially the loans under DIR of Commercial banks were preferred by antyodaya families. Because relatively the DIR rate of Co-operative banks was higher than Commercial banks. Later it was minimised by RBI's policy.

In Kota district the assistance for goat rearing was provided in large number. And a majority of families from ~~Thunjhur~~ ^{Thunjhur} were assisted to purchase Camel and Camel carts, buffaloes, Sheeps, goats etc.. In few districts some families have received double benefits i.e. one in the form of land allotment and second as assistance for acquisition of bullock carts, goats, sheeps, with fertilizers, seeds and pesticides also. Many family were copied down others choice with no reason.

through banks and the subsidy was assisted by both Government and Khadi Board. This encouraged to establish small handloom units, oil ghanis and other small minor industries with financial assistances by loan, and by subsidy (from govt. and Khadi Board). Besides the loans to woolen khadi, cotton khadi and karghas were provided under khadi board.

And under village industries programmes the tiny industries like Anaj dal prasadan udyog, gramin tel, charmodityog, gur khandsari, soban udyog, rasha udyog, kalichuna, loohari, suthari, bans bent udyogas were included and under self-employment venture, tailoring shop, basket making, niwar making, mats weaving, manihari works, carpentor shops, barber shops, tea stalls, cycle repairing shops were included. All these programmes were provided loans and subsidies according to the economics of the projects (Table No. 1) under Differential Interest Rate Policy of RBI.

Some times the benefits programmes given to identified families were not suitable for their family background and skill, though they have selected their favourit programme. Most of antyodaya families were engaged in traditional works without using modern techniques. Such traditional occupations have significant role in rural areas. These commodities were sold in local markets. The price some times paid in money or in commodity or in both. The number of such artisans was too small in some districts of the State.

5 The procedure of loaning programme was simplified on the Special ground. The Talathi or Tahsildar has to issue a certificate to such needy families including antyodaya families. No bank officer visit a industrial centre or production centre for which bank has assisted. Because the loans were assisted according the economics of projects.

The repayment of loan instalments were found satisfactory. Nearly 67 percent of families were regularly paying their loan instalment. Only 20 to 25 percent were irregular and only about 5 percent of loan instalments were not repaid.

But, however, it was found that there was no co-ordination between Khadi and Village Industries Board with Antyodaya Scheme. Beside, there was delay in involving the commercial banks to sanction loans readily for various schemes under the programme. The percentage of loans sanctioned was found greater than loans disbursed. The disbursement of loans was delayed due to some technical and administrative and lack of funds problem. Some schemes like basket making employment venture has received double benefit with land improvement programmes.

Though, there is still dominations class which has much influence on rural areas, moneylenders, feudal lords have effective hold over financial exchange with poor section

of the State. At the end of 31 May, 1978 the total number of families benefited under credit coverage was about 24575, but actual loan disbursement was to the extent of 11535 families only. And nearly 12,640 families were qualified for loans but it was not disbursed. This shows that at the initial stage of Antyodaya, the loaning programme was not much effective and efficiently brought out. While at the end of March 1981 the total number of families who were covered under credit was 1,07,391 among which nearly 87,476 families were benefited (81.45 percent) and nearly 19,915 families were qualified for loans but was not disbursed at the same period.

Table 'J'

Credit Coverage

Year	Loan Disbursement	Sanctioned but not Disbursed	Total	% of Disbursement
1978	11,535	12,640	24,575	91.25
1979	47,255	34,551	81,806	57.76
1980	88,308	20,071	1,08,379	81.48
1981	87,476	19,915	1,07,391	81.45

Though the repayment of loan was regular and satisfactory, but there was a great gap between loan sanctioning and loan disbursement. The problem of delay

may affect on the efficient implementation of the scheme. The scheme was depended only on loans. The Commercial banks were served their clients promptly. Only due to inadequate of funds and delay in decision making affected on the loan disbursment the camulative years. Especially in 1st round of Antyodaya the Co-operative banks have shown little response in disbursement (Table 13), while Commercial banks were also irresponsible in the disbursment of loans, upto March, 1981.

Whenever the banks found that the antyodaya families are not paying their instalment, then the bank take away the subsidy to be given to antyodaya families.

Moreover, the scope of the loaning programme was much widened under Antyodaya scheme.

Upto March 1981 Commercial banks have been disbursed their 84,393 loans amounting Rs.1392.16 lakh to the Antyodaya programme. And the 22,833 loans were sanctioned but were not disbursed amounting to Rs.610.57 lakh. The target prefixed in the projection Contemplated that nearly 6 lakh loans amounting to Rs.187 crores (61 crores govt.grants, 117 crores by loans, 9 crores by Khadi in form loans and grants and 7.2 crores as special budgetary source for pensioners). In camparision with this the above data the benefited data has no meaning towards the target of Antyodaya.

The Co-operative Banks were disbursed their 1,23,883 loans amounting Rs.2578.02 lakhs upto March 1981, and the total number of loans sanctioned but was not disbursed stood at 46,746 amounting to Rs.568.57 lakhs at the same period.

The total number (both Commercial and Co-operative Banks) of loans disbursed to antyodaya families was about 13,18,276 amounting to Rs.3970-18 lakhs as loan, and the total number of loans sanctioned but was not disbursed stood at 69,579 amounting to Rs.2179.03 lakh at the same period.

Thus the need arises that the adequate loan amount to cover the entire cost of the project or units should be given to beneficiaries for effective economic activity. And with the liberalisation of loan arrangement by the RBI and refinance facilities available from Agricultural Refinance Development Corporation, it should be possible to achieve a break through in the implementation of the programme. Moreover, the scheme was completely dependent on identification, which is the base of the Antyodaya Scheme.

4.8) Rate of Interest, the Problem of Overdues and Antyodaya Fund -

Antyodaya movement was completely based on institutional finance and such the role of the RBI through Co-operative and Commercial banks is very crucial. The State Government has experienced numerous difficulties particularly

in attracting weaker sections. For this Government has undertaken advertisement Campaigns by holding Camps, Seminars and public meetings, public shows etc. The Reserve Bank of India, Commercial banks and Co-operative banks also advertised about their special benefits to weaker section. The Commercial banks were advised to provide loans to the Weaker Sections particularly to small and marginal farmers, agricultural labourers and to all antyodaya families on Differential Interest Rate i.e. 4 percent per annum whereas the Co-operative banks were provided loans to all borrowers to 13 percent on DIR and special interest subsidy to the extent of $6\frac{1}{2}$ percent which was provided by government to Co-operative banks, Commercial banks and ARDC. Here a point should be noted that it is most essential that all borrowers belonging to the weaker sections should get loans both from Co-operative as well as Commercial banks at the same rate of interest in order to avoid, hardship and inequality of treatment. But initially it was preferred. Later the DIR rate was reduced by RBI's special resolutions to co-operative banks. Such lower differential rate of interest were considered by RBI providing short term, and medium term loans to the Co-operative Credit banks.

The Antyodaya programme has been contributed with various government as well as RBI Schemes. Under "Small Farmers Window" the RBI has provided loans to small farmers through Commercial banks by 11 percent rate of interest. The refinance capacities were also strengthened.

The Commercial banks were supposed to provide concessional finance to weaker sections under DIR. Such concessional finance was upto $\frac{1}{2}$ percent to the total loans. But the Commercial banks were exhausted with this plea. They demanded that the RBI must raise the limit of concessional finance from $\frac{1}{2}$ per cent to 3 per cent.

Apart from this the Commercial banks were noticed to adopt the villages. Out of 32,759 inhabited villages 8306 villages were adopted by Commercial banks upto 1978.

It was also seen that the Government has shown interest in medium term loans, which it thinks will help antyodaya families too. Special instruction from RBI and Rajasthan Government were given for the consideration of medium term loans. The rate of interest also reduced to $6\frac{1}{2}$ percent for medium term loans. The structure of medium term loan was always found favarable to all.

Initially the Scheme was popularised by allotting loans to antyodaya families, without expectation and position of repayment. Moreover, the Commercial banks and co-operative banks were advised to go through allotting the loans. But after two years nearly 50 percent families were troubled the repayment of loans. So, the problem of overdues and recovery raised the serious problem. But the (banks) did not worried about the problem, because govt. had guaranteed to such Schemes. Nearly 8000 antyodaya families in the first round

1 were not provided loan assistance, because these families have not repaid their old debts. So, the decision to provide relief to such genuine cases were considered by accruing rate of interest and loans in overdues were re-scheduled. The loans were provided above the target line. Firstly it was proposed to cover 6.06 lakh families under loan assistance in the first 5 years. But actually the number of loans provided was about 13,18,276. Moreover, these families were provided little amount of loans in relation to target amount. Commercial banks have been advised to assist the loan to certified (by Tahsildar or Talathi) business. Even non-antyodaya families have also benefitted by this scheme of banks. Now-a-days the same scheme is attached to 'New Twenty Point Programme'.

In order to take special care of certain families an 'Antyodaya Fund' was established. The fund has received money from Central and state Governments, grants-in-aid, donations and subventions for rural development from industrial units, etc. The fund had particularly taken care of needy antyodaya families, which could not be met through credit from banks. The fund was utilised for consumption need in special circumstances, assistance was provided to such persons who suffered from natural calamities and for improvement of housing stocks, which could not be provided under on-going scheme of 'Antyodaya'.

4.9 Administrative Problem :

The very success of every welfare plan depends on its effective implementation and the efficiency of administrative organisation. Many development projects in India have failed due to this problem. Though the programme was administered at three distinct levels. The block has made the basic unit of implementation at the field level. The identification of families and preparation and maintenance of socio-economic profile was casted on the block administration. The effective watch on implementation of the scheme was effectively secured by block administrative body. The B.D.O. maintained a ledger folio of each family in order to keep effective watch. At the village level, the gram panchayat was held responsible for watching on the proper utilisation of funds provided to Antyodaya were seen and were guided for difficulties in working of the scheme by village level workers or patwaris. The District Collector was the chief co-ordinator for overseeing the proper administration in the district. A committee of ten persons chaired by Collector was formed in every district. The committee composed with ;

- | | |
|--|----------|
| i) Collector | Chairman |
| ii) Zilla Pramuks | Member |
| iii) M.L.As | " |
| iv) All District level Officers of
Agriculture, Animal Husbandry, | " |

- 3 co-operation, Irrigation, public works Member
 department, R.S.E.B., Public Health,
 Engineering Department, Forest, Statis-
 tics and Social Welfare.
- v) Additional District Development "
 Officers/Deputy District Development
 Officers.
- vi) Representative of Milk Union (where exist)
- vii) Manager, Central Co-operative Banks "
- viii) The Representatives of Commercial Banks "
- ix) secretary, Land Development Banks "
- x) Project Officers, S.F.D.A., Project
 Directors of D.P.A.P., D.D.A. "

The District Antyodaya Programme was approved by this committee with suitable policies recommended by state Authority. Along with this the committee of bankers headed by District Collector was existed in some districts. These committees were treated as public forums, where public opinion was constantly brought to bear on administration of the programme. Various camps were also held in village levels. These camps were attended by M.L.As and M.Ps of particular constituency. The Revenue Department had actively associated at the village, block and district levels. The Patwari and Tahsildar had certified the title of land and assisted the land to get physical possession of land also help in the recovery of loans,

4 whenever it was necessary.

It was found that the programme implementation authorities were very enthusiastic with a clear sense of responsibility. But these officers were involved constantly in the programme which was affected the efficiency and speed of their departmental duties. Many past schemes were not implemented as they were implemented efficiently in past. The departmental work was burdened by this programme. Moreover, the withdrawal of about 60 per cent of the sanctioned strength of V.L.Ws from the blocks had resulted in the depletion of the already over-burdened multi-purpose workers. Even some VLWs were shown disinterested in their working attitude only due to over-burdened work. The VLWs have played an important role in the effective implementation and publicity of programme. The familywise problems were solved by these VLWs only. They have direct contact with identified antyodaya families. Specially at the time of assisting loans from financial institutions, the VLWs takes the antyodaya families towards banks. The overall working of VLWs in some areas of the state was satisfactory. Regular progress reports were carried to block level by VLWs and from blocks to District level. It was found majority of meeting were not attended by MPs and MLAs. A group meetings (camps) were attended by either MPs or MLAs. Some camps were attended by Ministers of State and few central Ministers.

At the state level a High Level Committee known as state Policy Committee on Antyodaya had constituted which laid various policies and guidelines for administration. The Chief-Minister was the Chairman of this Committee. This committee includes Minister for Finance, Planning, Revenue, Minister for Agriculture and Irrigation, Minister for R.C.P., Minister for Industries, Minister for social Welfare, Minister for Public Works Department, Minister for Community Development and Panchayat Raj, Chief Secretary, Development Commissioner, secretary, special Secretary of Planning, Member Secretary of special Scheme Organisation, etc. Besides non-officials were co-opted with this committee, eg. Khadi, Cottage and Village Industries, Voluntary agencies, professional economists, social workers, etc.

Though scheme has been suspended, at present, there is still (October 1981) Antyodaya Department S.S.O. in the secretariat (Rajasthan). The state Committee was found very efficient and alert in taking decisions. The way a committee recorded the data and information were satisfactory. Some data were repeated in their reports.

Though the scheme is ideal, but it was not implemented effectively as it should be. There was no co-ordination among various organisations and departments. The work of record was too complicated to understand. The beneficiaries as well as B.D.Os, VLWs were confused due

to lack of knowledge. The gap between identification and allotment of benefit was widened. Nearly 50 per cent Sarpanchas were reported that this gap was not fulfilled by Government. The after care services were also reported inefficient, only due to the change in government policy after the Janata government.

The Monitoring Committee is going on evaluating the scheme. The concurrent evaluations of working and impact of the scheme on antyodaya families will be studied by this survey. Thus, the scheme has completely failed to feed back corrective measures only due to change in leadership of the state, though 'Antyodaya' an 'Adarsh Gram Movement.'

4.10 Overall Findings and Achievements :

1) Though the programme was launched in October 1977, the identification of families was done with allotment of land in the first year of Antyodaya programme. Mostly the identification was related to allotment of land and pension during the first ten months. The loaning programme was delayed, due to reluctance of commercial banks. The effective implementation was started in July 1978. Only after the active involvement of financial institutions. Some loaning cases were cleared in August and September 1978. The following table gives the number of families identified and the number of families actually benefitted under various schemes of Antyodaya up to March 1981.

Table 'K'

No. of Families Identified and the Coverage under Antyodaya

As on	<u>Scheme</u>		
	No. of families identified	No. of families benefitted under various schemes	% of Col. 3 to Col. 2
31-5-1978	160517	81,442	50.73
31-3-1979	26,4361	1,97,863	74.84
Dec.1980	26,1373	2,37,999	91.05
March 1981	26,1771	2,37,794	90.84

The districts for e.g. Udaipur, Jodhpur, Bikaner, Banswara, Jhalawar, Tonk, Jalore, Jhunjhun and Shirohi were achieved above the state average up to the end of April 1978. Another nine districts were added to this state average at the end of March 1979. And only 14 districts remained above the state's average up to March 1980. The districts like Jalore, Jhunjhun, have gone below the state average by March 1981 (Table 7 & 8).

In some districts the benefits programmes were provided with highest percentage of families covered in the state. Some benefit scheme like pension was preferred in Jodhpur district. The 100 per cent families were covered in Shirohi and Udaipur districts.

2) A total number of 1,60,368 families below the poverty line were identified for providing assistance under various schemes in the first stage which was completed by September, 1978. The districtwise achievements up to March 1981 are presented in Tables No. 2,3,4,5,6,7,8.

3) The overall achievements of the state till March 1981 (second round) was 80.0 per cent. While the percentage was 91.7 percent in March 1979. The 100 per cent targets were achieved in seven (Shirohi, Udaipur, Jodhpur, Alwar, Tonk, Banswara and Sawai-Modhopur) out of 26 districts, up to March 1979, while the 100 percent targets were achieved only in three (Shirohi, Udaipur and Tonk) districts by March 1981. In most of the districts the

achievement ranged from 61 to 100 per cent it was only 48.1 per cent in Bundi and Ganganagar. The highest number of beneficiaries was found in Jaipur (4411) and Alwara (3619) in second round of 1981, and the lowest number in Jaisalmer (168) and Bikaner (340) at the same period.

4) Land allotment covered the highest per centage (18.64) followed by bank loans already sanctioned till March 1981 which stood at 41.36 per cent.

5) In case of old-age pension was sanctioned to 24.01 per cent, employment was to 5.54 of the selected antyodaya families. The maximum number of old-age pensions were sanctioned in Jaipur and Alwara districts.

6) The highest number of beneficiaries who were allotted land were from Udaipur (3774) and the lowest from Jhunjhun (10) by March 1981.

7) The highest number of loan were sanctioned in Jaipur (3717) and Alwara (3100) districts in the State. And the districts where loans sanctioned but were not disbursed, the highest number stood in Sawai Madhopur (837) and the lowest in Bikaner (31). And in Sirohi, Udaipur and Tonk the loan disbursement was covered by 100 per cent.

8) The position regarding actual disbursement of loan assistance to identified families was not quite satisfactory.

9) Majority of districts were not provided technical know-how in management and production, marketing and processing etc. to beneficiaries. After identifications, families were enlisted in the programme entitled in the programme and were left to struggle on their own after the funds were released. Moreover, the growth was not equitably reached the poor and the poor were not significantly contributed to the growth.

10) The training facilities were not made available for antyodaya families. The training facilities are required to some traditional village industries to improve their old and outdated techniques.

11) Identification was found to be fair with very few rare cases of doubtful identification in few districts.

12) The allotment of land was firstly preferred by number of families. The area of land was inadequate to provide. specially the drought prone land area was allotted to antyodaya families. Because in Rajasthan drought prone area spread wholly or partly over 13 districts accounting for nearly 56 per cent of the geographical area covering 33 per cent of population of the State s9, allotted land was not so useful for such families. The impact of agricultural income was found positive, wherever rainfall was adequate. But it is true that, it was unable to solve the problem of poverty of rural area. Prof. Lakadawala in

his address to All India Labour Economics Conference held at Tirupati (Dec.1977) had rightly said that, "Growth even agricultural growth, is no solution by itself to the problem of poverty in India though it is a necessary pre-requisite for effective tackling of rural poverty problem", he realised new technology for increase in agricultural production and he demand the implementation of land reform for employment generation.

13) The old-age pension which was existed earlier was extended in the coverage of Antyodaya programme. Though financial allocation was large, the individual pensioner or family gets least assistance to cover at least means of livelihood. This scheme is popularised and followed in many states. In Maharastra it is known as "Sanjay Gandhi Niradhar Yojana".

14) Even the subsidy from Govt. and funds to centrally sponsered schemes like SFDA, DPAP, MFAL were not provided in time. The subsidy directly goes to banks. This subsidy was adjusted if antyodaya families are not paying loan instalments regularly.

15) Initially Commercial banks were discarded such loans, because the problem of overdues and recovery was a difficult task before banks. But nearly 67 percent loans were regularly repaying the loans. Moreover, the govt. is guarantteer to such loans. So, the problem of recovery has



no such danger with banks. No doubt this is a bad habit for the progress of banking business.

16) The loans to village industries programme was helped for self employment and income generation. The families were perfectly covered their old loans through this ventures. The impact of loans on income was found possitive. A case study survey of Rajgarh (Alwara) conducted by Prof. Prakash Takwani, and Prof. N.D. Mathur were declared that, "The per rupee productivity of the loan declines as the amount of loan increase. The highest per rupee income is in the case of those families who have purchased sewing machines and cycles. The income yield in the case of leather goods is the lowest showing that the demand for leather goods is very low in the villages". Moreover, they have given a table which shows the proper impact of loan on income and indebtedness of antyodaya families (Table 'L').

17) By liberalisation of loaning arrangements by RBI and refinance by ARDC were found possibly achieved a breakthrough in the implementation. The supervisory strength was not strengthened by commercial banks due to govt. supervision on loans utilisation through patwari or VLWs and lack of transport facilities to villages.

18) Only two schemes which made head-way were the land allotment and old age pension, where financial institutions were not involved. Only loans to follow up

Table 'L' : Impact of Loans on Income and Indebtedness (Rs.) :

Sr. No.	Amount of loan granted	Purpose of Loan	Monthly income before selection	Monthly income after selection	Increase in income	Per rupee productivity	Amount of loan repaid so far	Position of old loan before Antyodaya	Position of new loan after Antyodaya
1	2	3	4	5	6	7	8	9	10
1.	100	Sewing-Machine	25	55	30	130	40	900	900
2.	100	Sewing-Machine	20	40	20	120	40	No old loan	No old loan
3.	500	Cycle and Gur	200	250	50	110	500	2000	1800
4.	500	Extension of existing business	80	120	40	108	500	3000	2600
5.	500	Handicrafts	100	150	50	110	500	2000	2000
6.	1500	Buffalows	250	350	100	106	1000	1500	1500
7.	1500	Ox & repayment of old debt	180	250	70	104	325	3000	2400
8.	1800	Buffalows	100	150	50	102	900	NIL	NIL
9.	2000	Goats (120)	100	100	-	100	250	400	400
10.	2000	Ox	80	125	45	102	250	2000	2000
11.	2000	Pair of Ox	300	400	100	105	250	NIL	NIL
12.	3000	Goats (15)	300	300	-	100	1000	8000	8000
13.	3750	Leather	80	150	70	101	1000	2000	2000
14.	3750	Leather	70	150	80	101	1000	4000	4000

Source : 'One Year of Antyodaya : A Case Study of Rajgarh (Alwar)'

Rajasthan Economic Journal Vol.3 Number 2, July 1979, P.72.

programme for land was provided to purchase fertilizer, seeds pesticides and implements etc.

19) The RCP programme has helped to improve the standard of living of antyodaya families by providing employment opportunities with dwelling materials and a piece of land (mostly irrigated land) to antyodaya families.

20) The marketing problem was not considered by State Government. It is necessary that a scheme should have market tie up. Some antyodaya families have faced marketing problem.

21) While allotting the land the productivity of land was not observed by antyodaya families. Only because it was allotted free of charge.

22) The scheme has been favourably accepted by local leaders, social workers, economists etc. for economic upliftment of poorest of poor peoples from rural area.

23) Thus the Antyodaya Movement had succeeded a lot in uplifting the poorest section of the Society. If the programme has been continued for another few years with efficient implementation then the real impact would have been found favourable on the part of poor family as well as nation and on whole humanity. But due to political change in the leadership of the State, affected very badly. So called people were reported the movement was really an ideal one.

24) Antyodaya could have worked as it was only if it would be implemented properly. Due to political instability in 1978-79 the implementation collapsed.

25) Generally Antyodaya was completely departed from caste, creed or religion. This was a noteworthy feature of Antyodaya. But it is true that many scheduled caste, scheduled tribe and nomadic tribe or other backward castes are living below the poverty line. According to the 1971 census there are 11.6 percent of population belongs scheduled tribe which includes Bhils, Meenas, Gara Sias, Seharias and Damors, and about 16.67 percent scheduled caste (72 castes) which mainly includes Chamars, Bhambhi, Jatari Mochi, Jatia, Raigar, Balai, Meghwai, Thori or Nayak and Mehtars etc. The development programmes to these people were concentrated in cities and towns, their benefits were derived by rich people.

The total number of ~~total~~ identified families was 16,5909 upto March 1981 including 1st and 2nd round report (Table 16,17). Among these families SC includes 94336 and ST to the extent of 55642. Out of these the benefits were provided to 77585 SC and 49241 ST families upto March 1981.

26) The criticism that, "the present Antyodaya, Adarsh Gram Yojana is a sharp break from the past, it has rejected the conventional procedures and policy framework. It never solved the problem of rural poverty", is not 100 percent correct but after two years, the scheme has sharply broken

75 from past. Initial interest and efficiency was not found later. And it is not true that the scheme never solved the problem of rural poverty. The families who benefited by various programmes were reported that they were improving their standard of living. And this has been provide by Prof. Prakash Takwani and M.D. Mehta in their case study of Rajgarh (see Table 'L').

27) Planning in under developed countries like India is very significant in the development activities. After independence so many activities were brought for development of urban areas. The rural area was departed from such activities. 'Going from below' was a cry since long period ago. But no one understood this better, than Gandhiji, who was never tired of emphasising the quality of life in terms of non-economic values and living in harmony with natures benevelence as of the essence of human development. Antyodaya was a Gandhian approach for rural poors. It came from 'Sarvodaya' to 'Antyodaya' a particular family. The planning techniques were taken from Gandhism and Sarvodaya approaches. (At present 20 point programme and IRD for rural development)

28) Only due to change in political leadership, the administration structure was disappointed by such schemes, moreover, they were over burdened by earlier works. This resulted into its suspension.

Today the same scheme is being implemented in the name i.e. 'Pichchale ko Pahila' under '20 point programme and IRD schemes. Fundamentally these schemes are like 'Old wine put in new bottle'.

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