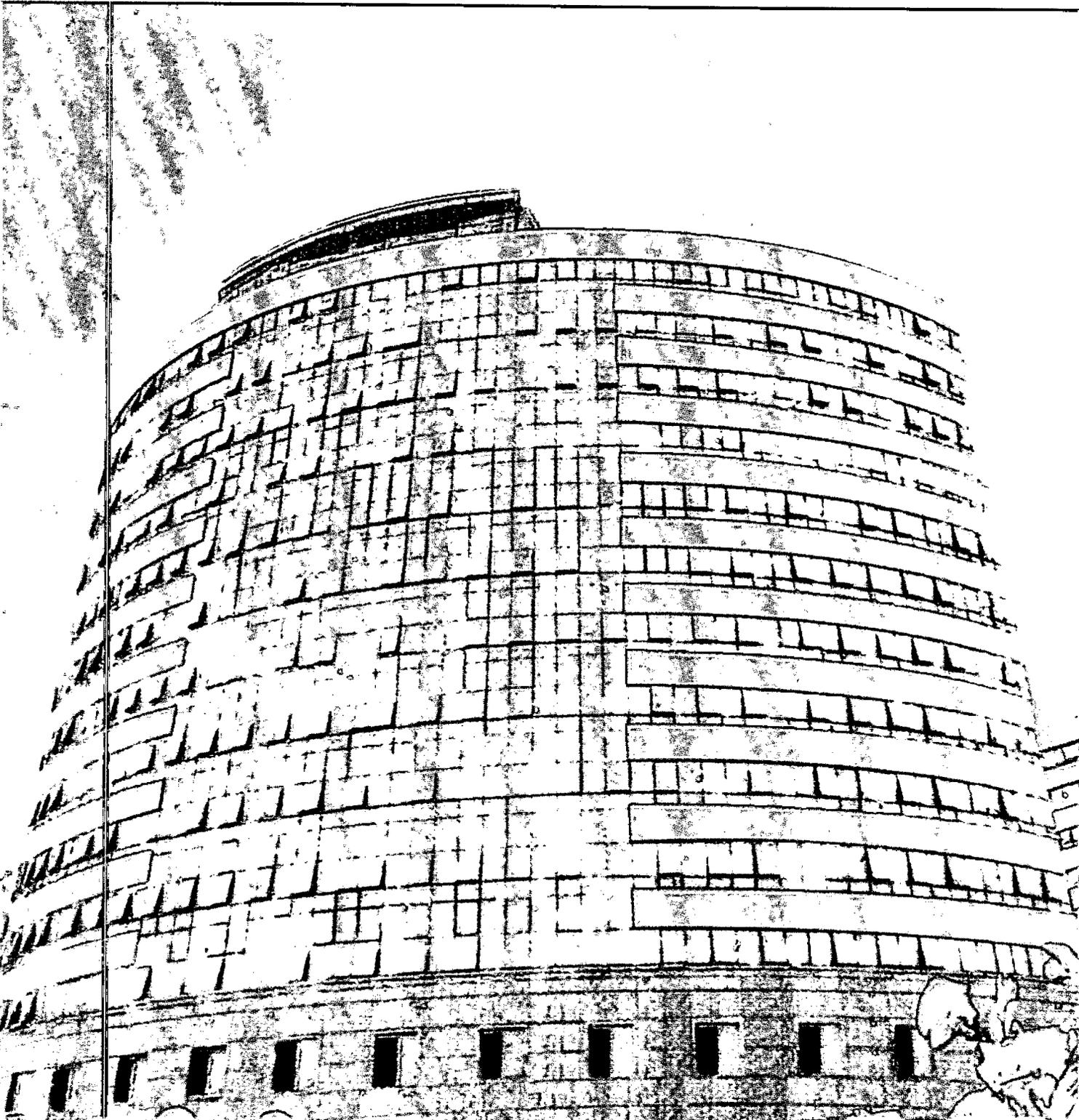


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# yojana

MAY—1998

Rs. 5



# Interim Budget 1998-99 at a Glance

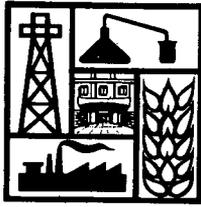
(In crore of Rupees)

	1996-97 Actuals	1997-98 Budget Estimates	1997-98 Revised Estimates	1998-99 Budget Estimates
<b>1. Revenue Receipts</b>	<b>126279</b>	<b>153143</b>	<b>138514</b>	<b>153273</b>
2. Tax Revenue (Net to Centre)	93701	113394	99158	108683
3. Non-Tax Revenue	32578	39749	39356	44590
<b>4. Capital Receipts</b>	<b>74728</b>	<b>79033</b>	<b>96731</b>	<b>111715</b>
5. Recoveries of Loans	7540	8779	9479	9900
6. Other Receipts	455	4800	907	5000
7. Borrowings and other liabilities	66733	65454	86345	96815
<b>8. Total Receipts (1+4)</b>	<b>201007</b>	<b>232176</b>	<b>235245</b>	<b>264988</b>
<b>9. Non-Plan Expenditure</b>	<b>147473</b>	<b>169324</b>	<b>174615</b>	<b>200527</b>
10. On Revenue Account Of which,	127298	145854	146080	170031
11. Interest Payments	59478	68000	65700	76000
12. On Capital Account	20175	23470	28535	30496
<b>13. Plan Expenditure</b>	<b>53534</b>	<b>62852</b>	<b>60630</b>	<b>64461</b>
14. On Revenue Account	31635	37554	36120	38130
15. On Capital Account	21899	25298	24510	26331
<b>16. Total Expenditure (9+13)</b>	<b>201007</b>	<b>232176</b>	<b>235245</b>	<b>264988</b>
17. Revenue Expenditure (10+14)	158933	183408	182200	208161
18. Capital Expenditure (12+15)	42074	48768	53045	56827
<b>19. Revenue Deficit (1-17)</b>	<b>32654</b>	<b>30266</b>	<b>43686</b>	<b>54888</b>
<b>20. Fiscal Deficit</b> (1+5+6)-16	<b>66733</b>	<b>65454</b>	<b>86345</b>	<b>96815</b>
<b>21. Primary Deficit (20-11)</b>	<b>7255</b>	<b>-2546</b>	<b>20645</b>	<b>20815</b>

\$ Expected level of RBI support to Central Government borrowing.

\* *Revenue deficit* refers to the excess of revenue expenditure over revenue receipts. *Fiscal deficit* is the difference between the revenue receipts plus certain non-debt capital receipts and the total expenditure including loans, net of repayments. This indicates the total borrowing requirements of government from all sources. *Primary deficit* is measured by fiscal deficit less interest payments.

*Note:* Variations, if any, in the figures shown in this document and those shown in other Budget documents are due to rounding.



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**N.N. Sharma**

*Editor*

**Mahadev Pakrasi**

*Assistant Editor*

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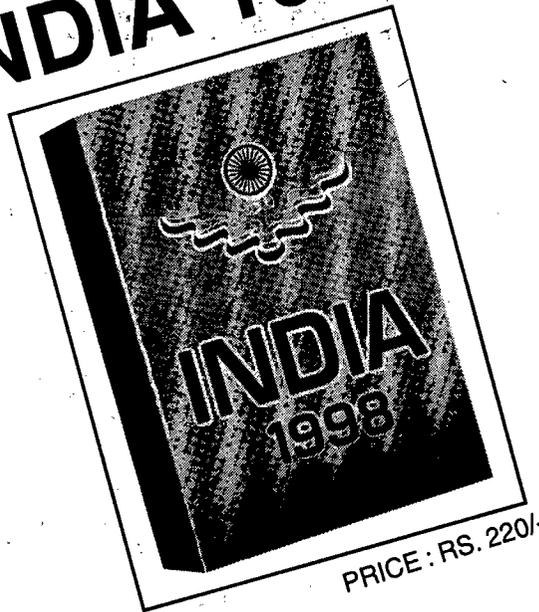
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# Panchayat Raj And Rural Development

## The Leadership Issue

Prof. D.M. Nanjundappa

THE anatomy of rural development is a very complex one. Even the understanding of the concept of rural development is less than comprehensive. The result is one of getting swayed away by attractive slogans and rhetoric than a 'down to earth' approach in the planning of rural development. Whenever the people living in the urban areas get squeezed due to inadequate and intolerable infrastructural facilities like water supply, transport, education, health, power supply, housing environmental purity, etc. vociferous voices of the urban elite cry for exploring ways and means of protecting themselves and their own elitist environment.

They talk about preserving decent living conditions in urban areas which are being affected by the exodus of the rural population, mostly the poor, that come in search of shelter and employment to urban areas. They then argue that the solution for the problems of cities and urban areas lay outside the cities and urban centres. In other words, their feelings for development of rural areas emanate from an urge for preserving their comfortable urban environment. The Seventh Five Year Plan talks of carrying infrastructure to rural areas in order to develop them so that the immigration from rural areas to urban areas can be arrested instead of pursuing a policy of further expanding infrastructural facilities in urban areas to absorb the immigrants from rural areas. In all this thinking, the focus is only on providing infrastructure, finding or allocating more funds for a scheme like IRDP. Seldom have the planners or those concerned with implementation of programmes for rural development given full thought to an input like

'leadership' which is so crucial to the process of rural development. In fact, much more than money or special schemes, what is holding up faster development of rural areas is, the lack or total absence of the right type of leadership.

Literature on the theme of removing poverty is almost overflowing. Practically, no academic journal or book on development planning seems to go without a highly sophisticated exposition of the general theory for tackling the problem of the poor, especially in rural areas. Yet, it is somewhat astonishing that an operational approach, which enables the formulation and implementation of programmes that would make a noticeable dent on the development of the poor and the rural areas inhabited by them is not readily available for replication. There are some stray cases or success stories but they seldom get strung into a policy-programme continuum capable of advocacy with confidence for making a major attack on the problems of the rural areas. This is so, because the problem is so baffling and complicated that no single answer, demonstrated beyond doubt of its infallibility and efficacy, can be said to have been developed in any part of the so-called advanced or the less developed countries. A clear analysis of an urban-rural relations, farm-non-farm relations and intra-rural class conflicts, is necessary to make improvements to policy orientation, programme formulation and the developing of the mechanics of effective implementation.

In the context of better planning to achieve the goal of removal of poverty,

the concepts of 'Area Planning' and 'Rural Development' are currently very popular. The emphasis on area planning has emerged from the frustrations arising from the failure to carry the benefits of planning to improve the living conditions of the poor (larger proportions of the population) living in the backward regions as well as in the developed regions. Notwithstanding the shift from the strategy of massive investment planning and sectoral development, the disparities between the urban and the rural areas have widened. The urban-rural relations and the corresponding farm and non-farm relations are yet to get the proper focus in the development process.

It is a well known fact that villages are yet to become attractive settlements and unemployment has increased. In the rural areas, despite the massive increase in irrigation facilities, the spectre of seasonal unemployment during the slack agricultural period stares them in their very eyes. Income inequalities have accentuated. It would appear that even some of those very programmes, which were intended to tackle the problems of the target groups like the small and marginal farmers, agricultural labourers, artisans, etc., have themselves led to the capitalist process which introduced a 'new' poorer class within the poor category itself. There is some kind of a 'transmitted deprivation'. It is obvious that the macro-planning process in terms of investment strategy, sectoral allocations, decision making and implementation procedures have failed to accomplish the desired goals of eliminating mass-poverty and unemployment.

Several formulations of the concept

of rural development have appeared in the literature so far. Of these, the following may be mentioned: (1) Agricultural Development, (2) Rural Development, (3) Village Development and (4) Integrated Rural Development. Agricultural development represents the technocratic strategy of development in so far as it aims to maximise agricultural output and productivity. Whoever has the capital and access to input is in a position to raise output. The subsistence farmers and assetless labourers can remain completely untouched in the midst of a high growth rate of agricultural output. This is what has happened under 'Agricultural Revolution'. Agricultural development is essentially a uni-sectoral activity, one which is concerned with occurrences in the agricultural sector. Village development in a way concentrated on the infrastructural improvement. Better village roads, drainage, schools, health, electricity, drinking water etc., stated their priority. In other words, the social overheads were prominent. It was possible to make a village look clean and tidy but the majority of the people may continue to live on activities subservient to the demands of the better off sections of society. The poor are not drawn into the socio-economic process of development. In short, direct production promoting measures that add to the assets or incomes of the target groups or improve their skills and capabilities do not find a place. Class distinctions are held intact. At best, within the 'status quo', a face lift is given to the village, perhaps for producing a 'show-piece' to please the VIPs.

In contrast, rural development, which also covers village improvement, is generally conceived of a multisectoral activity which includes, besides agricultural development, rural industry establishment or improvement of social overhead facilities or infrastructure like roads, communications, electricity, markets, water supply, banks, welfare

services and programmes which could be for disease control, improvement of nutrition, improving adult literacy, family planning, improving village sanitation, etc. The concern here is about not only the economic progress but also the social progress of the poor in the rural areas. The Green Revolution often benefits more the rich farmer than the poor because the rich have easier access than the poor to education, credit and other input and services. As against this, the primary objective of rural development is the enrichment of the material and social welfare of the rural population including the poor farmers, agricultural labourers, artisans, small traders and other weaker sections in rural areas. The controversy whether economic progress precedes social progress or vice-versa need not hold us here. The semantics of it is better left for leisurely academic colloquium: for economic progress, which is bereft of the socio-cultural progress, carries very little meaning. The point is that the two should go hand in hand mutually reinforcing each other rather than producing a leader-follower relationship. Therefore, when we talk of rural development, a transition from the technocratic strategy of development to a reformist strategy of development is postulated.

### Various Linkages

The concept 'Integrated Rural Development', in essence, connotes an attempt to highlight the linkages among the multi-sectoral activities that raise the incomes and employment of the rural poor. In a more fundamental sense, it reflects a unified approach which aims at integrating or bringing the rural poor into the economic, social, political and the cultural life of the country. In short the rural poor should have an environment, which gives them some meaning to their existence, some meaningful personal role to play if the development process is to be considered to be of any use to society. The most significant aspect is to make the masses

feel that they do have a role to play in the building up of a better society for the future and that they are a significant source of strength and creativity in developing a dynamic rural economy. If the rural poor are left out of the main stream of development, it is the surest means of sowing the seeds of societal self-destruction.

Therefore, 'Rural Development' and 'Integrated Rural Development' encompass the other two formulations and are specially concerned with raising the level of the entire economic exchange and of social life of the rural poor although the latter concept tries to suggest that in the absence of unification and synchronization of the various sectoral activities, the process of development may not become self-sustaining. Thus, the two can be treated as hinting at the same objective. Broadly, rural development is the means of stopping the draining of, what Mahatma Gandhi said, "the life blood of the villages".

### The Expectations

Leadership involves the qualities which may encompass the valid beliefs in basic issues like the faith in democracy, constitutional rights and responsibilities and acknowledged preferences about the path of development. Just as discipline is basic to democracy, it is equally, nay, even more basic to the leadership. The leader should have a photographic and penetrating mind to understand the problems of the people living in the rural areas like uncertainty of the monsoons, lack of gainful economic activity, lack of full employment, prevalence of under-employment, difficulties of the farmers in getting input like water, seeds, fertiliser, credit and a good price for his product, plight of agricultural labourers who are exploited in every way like payment of paltry wages, practice of serfdom even in a free democratic country, absence of basic facilities like a reasonable shelter, consequence of lack of educational facilities to the

development of the children of the poor, the simmering tensions among the different class of people due to religious and wealth considerations, slum conditions which obtain in villages, the hold of the vested interest on the poor, suffering in silence for want of infrastructure facilities, lack of organisation among the poor and absence of any scope for developing the skills and capabilities of the village artisans and others who possess the potential but lack the wherewithal for their self-fulfilment. To be able to grasp these in his vision and translate that vision into policy and specific programmes of development with justice carrying people with him and implement them successfully is a stupendous demand on leadership.

We may visualise the following levels on the subject of developing of leadership:

1. The local level from where the felt needs of the area and of the people are to be assessed and transmitted to those who are to prepare the plan for development;
2. National or the regional level where mass involvement is required and macro planning takes place;
3. Policy making level for determining the strategy and the priorities;
4. Identifying the linkages for developing programmes and implementation at the field level;
5. Bureaucracy at the national, regional and the local levels in providing the support for conceptualising, translating into practical schemes and achieving implementation as per the objective set;
6. The level of institutional infrastructure like banks, cooperative societies, voluntary organisations, organisations of the poor and the exploited;
7. Understanding the social-political-cultural and hierarchical relations and linkages;

8. The urban-rural disparities and the need and direction of subsidies;
9. Structural constraints arising from power structure; and
10. The dream of a prosperous and tensionless rural society.

It is generally observed that while the democratic framework provides for the election of peoples' representatives from constituencies which cover the rural areas, those who are elected as their leaders fail to appreciate and comprehend the rural needs. The blame for this cannot be put entirely on them. It is more a question of their exposure both to the understanding of the problems and to the intricacies of involvement of bringing them into the framework of policy. More often, they are rightly agitated for a specific facility like a hospital or a school or a road in their area. The general sweep of an approach to bring about the multi-sectoral development of the rural areas does not make a dent on them. Also the competing demands of the powerful urban sector deny an appropriate share of opportunity for the rural sector, which is a less vociferous sector.

Under indicative as well as micro-planning of the type which is prevalent in India, it may not be incorrect to say that leaders at the different levels are not involved in the preparation of the development plan itself. It is yet to be attempted. The recent experiments in decentralisation of planning and the setting up of the Panchayat Raj Institutions is a belated effort in trying to develop leadership for rural development.

### The Question

It is true that following the Balwant Rai Committee report, several states adopted the Panchayat Raj System. Most of them failed due to the fact that decentralised planning did not take place and leadership did not develop. There was more reliance on the bureaucracy for achieving the development objectives.

Change-orientation and result-orientation failed to percolate into the system. Of late, following the Ashok Mehta Committee report, some states have tried to restructure the Panchayat Raj system. Here again, it appears that emphasis is on fulfilling a democratic principle like the representatives of the people being elected rather than the right type of leaders being elected on the basis of the professional knowledge and commitment for rural development. Then, the question which arises is whether the structure of Panchayat Raj system which is based on the Ashok Mehta Committee report answers squarely the needs of leadership.

The Karnataka model was more radical than others until it was amended in 1993 and again in 1996. The reason was that in the Karnataka model instead of allowing two streams of development, a single stream was established in the sense that all plan schemes identified as falling within the districts and the local sector and the non-plan items were transferred to the newly formed Panchayat Raj Institutions.

In Karnataka, the DRDA has been merged with the Zilla Parishad and nearly 45 per cent of the state plan resources are transferred to the Zilla Parishad and Mandal Parishads.

With the enactment of 73rd and 74th amendments to the Constitution, it became obligatory for the states to have a uniform 3-tier Panchayat Raj system—Zilla Panchayat, Taluk Panchayat and Village Panchayat—and the each state should appoint a Finance Commission to recommend to the government the devolution of resources from the state to the Panchayat Raj Institutions under the new set-up.

In the post 1993-96 model, major changes have been made in the Panchayat Raj structure in Karnataka. The Zilla Panchayat now will have a Chief Executive Officer, while the Deputy Commissioner would take care of the Law and Order. No doubt, he is also involved in the Zilla Panchayat set-up.

## A Good Measure

There would be a District Planning Committee at the Zilla Panchayat level which will prepare the District Plan bringing together the various plans and programmes of the Zilla Panchayat and other organisations. According to the amendment of 1996 to the Karnataka Panchayat Raj Act, the President of Zilla Panchayat shall be the President of the District Planning Committee. This is a good measure. Elsewhere in the country the Minister incharge of the District has been made the President of the District Planning Committee which leads to conflicts. The Karnataka model avoids any possible friction between the Zilla Panchayat President and the President of the District Planning Committee.

The New Zilla Panchayat system is yet to gear up to the requirements of decentralised planning and implementation. At both the Taluk Panchayat level and the Village Panchayat level, there is no administrative machinery of their own which can execute the programmes for rural development in their area. It is hoped that government will very soon provide the required staff by redeployment of the existing staff available at taluk, village and district levels.

Against this background, we must interface the role of bureaucracy in promoting leadership for rural development. All along, it is no secret that, bureaucrats have often felt that the political decision maker lacks expertise or skill and is not fully aware of the structure and policy; therefore the leadership leaves much to be desired and this has to be made up by bureaucratic advice. This may not be tenable in all cases. While the bureaucratic phenomena has grown over the years covering several new state activities which are burgeoning, the trend has been a high rate of bureaucratic growth. In the context of decentralised planning and developing leadership for rural

development at the different levels including the district, the taluk/block and the village, what kind of transformation the bureaucracy has to undergo is yet to get crystallised. Nevertheless, it should be noted that wherever the bureaucracy has been of the type which is at the 'receiving end', the response to rural development has been more encouraging unlike most other scenarios where bureaucracy sits at the 'giving end'.

## Need Adaptation

When we talk of the kind of leadership suited for rural development, it is important to note that there is a significant level of incompatibility between bureaucratic values and developmental values. When bureaucracy comes face to face with rural development tasks, especially tasks requiring people's participation and involvement, bureaucratic norms and values begin to undergo a metamorphosis. To some extent the structure of bureaucracy has begun to get adapted. Also behavioural values have begun to get affected. The essential values of bureaucracy are hierarchy, status, secrecy, specialisation, rules and generally unflinching obedience to authority. In contrast, democracy is built around almost diametrically opposite values of egalitarianism, non-hierarchism, open discussion and above all dissent. (It is, however, doubtful if we can attribute all these values now in our country). While efficiency is needed both under bureaucracy and democracy, rationality is the guiding principle in the case of the former, and commonality influence the latter. It cannot always be said that the popular will is irrational. In fact, it is here that we seem to commit some mistakes. The causes for such a mistake lie not in the expression of the will but in the manner in which it gets articulated and the degree of participation of the people in giving expression to their desire.

As one could see, there must be a great transformation in the functioning

of the leaders at different levels in the political decision making process and also at the bureaucratic level while working with the elected representatives. A well planned adaptation is imperative.

The incompatibility is not something which cannot be surmounted. It only reiterates that while the classical model may be irrelevant for India, bureaucracy *per se* is not necessarily so. As an organisational instrument it can be modified, altered and adapted to meet at least to some extent the needs of rural development. Generally, the younger bureaucrat is more sensitive and adaptive than the older.

## Cooperative Spirit

What is the right outlook for a person who claims to provide leadership for rural development? While experience with the latest model in Karnataka is still to provide enough information and material for any evaluation, the initial reports go to show that the leadership is more concerned with the powers and controls. While no one can deny that powers are to be decentralised commensurate with the responsibilities, leadership should devote more time to the developing of the policy and the planning for rural areas based on their understanding of the peoples' needs and their commitment to serve the people. Instead, there appears to be more concern about the transfer of officials and suppressing free expression of views by the officers which is the negation of the grassroots level leadership conducive for rural development. There are bound to be frictions between the non-officials and the officials but it is exactly here that a coherent structure and cooperative and harmonious relations should develop if it is to be of support for rural development.

There is also a distinct tendency in the country, Karnataka being no exception, towards the perpetuation of the same leaders in different organisations. For example, in

cooperative organisations, the same set of people continue for years together as president, secretary or as members of board of directors. In the elections to the democratic authorities of the state, a similar trend is discernible with variations here and there. Can it be said that from the view point of mass involvement, there should be a voluntary curb to ensure that no one continues in a position for more than a specific period like 3 to 6 years? If this is not accepted, one would think that the possibility of developing leadership may get extremely thwarted. Careful attention is needed in this area to evolve appropriate legal and other framework.

In the developing of leadership, it is also found that the youth have a more open mind than others. It is for the obvious reason that they are not committed to the past and that they are free to take a look at the future and determine what they can do. If this is so, the electoral process will have to provide for the induction of the youth at different levels and such youth shall have to be imbued with a high sense of commitment for the development of the rural areas.

### **Change Essential**

It is not inconceivable that the policy for developing leadership can undergo a basic change. It is futile to expect that leaders at different levels for rural development will become available more by design than by chance. There may arise tremendous difficulties and resistance if the leadership pattern is to change. But, the change is essential if rural development is to succeed.

Abstracting from the developments all over, it would appear that there could be some alternatives: one is that the political system could be integrated with the bureaucratic system. That is to say that the higher political decision makers and their counterparts at different levels would get bureaucratized and the bureaucratic positions would be manned by the cadres of the ruling party so that there

is an active and direct involvement of the political leadership in the actual implementation of the development programmes. There is to some extent a parallel to this form in some Western countries. It is by no means an easy solution, because when the party system is not well developed, it may lead to a complete sacrifice of the neutrality principle. However, if one looks for better performance at the grassroots level, this deserves to be considered in some selective areas in a limited way.

The second variant is to design the administrative service/bureaucratic system in such a way that peoples' institutions are given more and more say in developmental functions. This is what is being attempted in Panchayat Raj system. In a sense it aims to develop Panchayat Raj Institutions especially at the grassroots level and help them to develop as instruments of administration rather than continue to function as merely local political institutions. This model can promote leadership from the peoples' representatives to serve as full-scale instruments both for development and for local self government. Undoubtedly there are serious limitations in terms of necessary skills and capabilities. It should, however, be possible to give the representative institutions and the leaders the requisite training and exposure.

Yet another form could be to identify the peoples' organisations including voluntary organisations and strengthen them and support them with a view to making them play a greater and extended role in rural development.

The foregoing suggests that there is bound to be some dysfunctionality between hierarchy in leadership and development orientation. This will have to be curbed or modified. It has to be tackled if it is beneficial to the system of organic leadership in this process, one is not to insist on superior-subordinate leadership. Instead, there should be a greater degree of informality.

### **The Crux**

In short, the understanding of the rural needs for developing the proper perspective for rural development and adherence to priorities will be basic for the leadership to make a success. It is often remarked that even those who come from the rural background forget their rural roots once they procure the leadership at the higher levels. Otherwise, we should not be witnessing a situation like the one we see in our country now. While the majority of the leaders have a rural background, in decision making at government level—whether state or Central—the villages which are in no way better than urban slums, are not the hot favourites. The glitter of urbanisation and urban projects mesmerise the leaders, tilting the balance in favour of cities and urban centres. In such a context, it would be utopian to expect urban oriented leaders or administrators to understand the rural scene and strive for proper policies for rural development. It is an irony that often some of the urban oriented leaders extend more support for the rural programmes than their counterparts. This is a pointer towards the lack of the value system. We should remember what Swami Vivekananda said almost a century ago: "My heart is too full to express my feeling—you know it; you can imagine it. So long as the millions live in hunger and ignorance, I hold every man a traitor who, having been educated at their expense, pays not the least heed to them!" Again, in a letter to the Maharaja of Mysore, on 23rd June, 1894, he said: "This life is short, the vanities of the world are transient, but they alone live who live for others, the rest are more dead than alive".

The leadership, whether politician or administrator should realise that the opportunity they have as leaders is to serve the people but not to get rich in the sleep as it were. They ought to get reminded always that they are the servants of society.

*(Contd. On Page 50)*

# Growth With Social Justice And Equity

Mahesh Prasad

THE draft of the Ninth Five Year Plan, as prepared by the Internal Planning Commission, aims at a growth rate of 7 per cent in GDP per year as against 6.5 per cent in the Eighth Plan and focuses on "Growth with Social Justice and Equity". The Plan has been drawn in the context of important dimensions of state policy and against a development perspective of 15 years. "Quality of life, generation of productive employment, regional balance and self-reliance summarise the main dimensions of state policy", the Plan document says. In tune with the changing pattern of economic growth greater reliance is placed on the private corporate sector, whose investment is projected at 8.8 per cent of GDP as compared to 4.33 per cent in the Eighth Plan. Compared to this the share of household sector is to rise from 8.4 per cent to 9.7 per cent and of the public sector from 8.6 per cent of GDP to 9.8 per cent.

The draft envisages a total investment of Rs. 2,205,000 crore at 1996-97 prices. The public sector outlay would be Rs. 875,000 crore. The Plan assumes a household savings rate of 18.9 per cent, although the savings rate in 1996-97 was 19.2 per cent. The savings rate of the private corporate sector has been estimated to be 4.5 per cent as compared to 3.7 per cent during the Eighth Plan and 4.1 per cent during 1996-97. Most importantly public sector savings have to rise quite substantially to 2.8 per cent of GDP from 1.6 per cent. Of this, the target for the PSE savings has been placed at 3.8 per cent of GDP, which is only somewhat higher than the Eighth Plan achievement of 3.5 per cent.

The draft projects a growth in output of 4.5 per cent per annum in agricultural

output "in order to make a significant impact on overall growth and poverty". The Plan envisages an industrial growth rate of 9.3 per cent per annum and export growth of 20 per cent per annum. It lays considerable emphasis on the small scale sector by making available easy credit to it and promotion of "production and productivity through technological upgradation". It lays considerable importance to the creation of matching infrastructure to realise a growth rate of 7 per cent and to accelerate it in the perspective period of 15 years. Specific targets have been set and allocations assigned.

A public sector outlay of Rs. 875,000 crore at 1996-97 prices has been fixed for the Ninth Plan representing a 35.7 per cent step up over the approved Eighth Plan outlay of Rs. 434,100 crore in real terms. The total public sector outlay consists of Rs. 508,021 crore for the Centre, including union territories without legislature and Rs. 366,979 crore for states including union territories with legislature. Mobilisation of resources of this order has been predicted by strict fiscal discipline in terms of containment of non-Plan expenditure and increase in tax and non-tax revenue.

## Agriculture

The strategy of agricultural development would be centred around achieving the objectives of sustainability of employment generation, food and nutrition security, equity and poverty alleviation. Efforts would be made to achieve a growth rate of 4.5 per cent per annum in the agricultural output in order to make a significant impact on overall growth. Regionally differentiated strategies will be followed to real-

ise the full potential of growth in every region. The emphasis will be on raising the capabilities of small peasants and promoting sustainable agricultural systems, while at the same time conserving and maximising the value from scarce resources, water and land. Infrastructure development would be given utmost importance. Emphasis will be laid on minor irrigation by harnessing ground water resources, the document says.

## Industry & Minerals

In spite of the reforms in industrial policy, industrial growth rate during the Eighth Plan was lower than that achieved in the Seventh Plan. One of the major constraints faced by the industrial sector is inadequate availability of infrastructural support, which not only affected domestic production, but exports as well. However, the industry has responded well to the opening up of the economy. Ninth Plan envisages an industrial growth of 9.3 per cent per annum and export growth of 20 per cent per annum. For achieving this growth, special measures have been suggested to achieve adequate availability and requisite quality of infrastructure and creating conditions conducive for unhindered growth of such industries, which can produce products at international competitive prices.

The small scale sector has shown considerable resilience and in-built strength and growth rate in this sector has been about two to three percentage points higher than that of large and medium industries. Due emphasis would be given for making available easy credit to the sector, and promote production and productivity through technological upgradation.

## Infrastructure

In order to realise a growth rate of 7 per cent and to accelerate it in the perspective period, matching infrastructure would need to be created, the document says. The first priority for augmenting the availability of infrastructural facilities will lie in accelerated completion of ongoing projects. The demand for electricity in the Ninth Plan will increase to 505.1 Bkwh in 2001-02 from 327 Bkwh in 1997-98. The generating capacity to meet this requirement will be 131243 MW as against the capacity of 84912 MW in 1996-97. It is, however, expected that the feasible capacity addition during the Ninth Plan is likely to be 40245 MW. The base energy shortage will come down from 11.5 per cent in 1996-97 to 1.4 per cent and the peak shortage from 18 per cent to 11.6 per cent. The main components of the strategy for the power sector would be greater attention to the early completion of ongoing projects and maximisation of benefits from the existing plants by improving the plant load factor and reducing transmission and distribution losses.

The demand for coal at the end of the Ninth Plan is likely to increase to about 418 million tonnes as compared to 296 million tonnes in 1996-97. The strategy would include improvement in the low productivity in the coal mines, particularly of underground mines and reduction in gestation lag in opening new mines. Regarding petroleum, the share of petroleum products and natural gas in the total final energy consumption has increased from about 35 per cent in 1980s to about 54 per cent in 1996-97. Since the country is dependent on imports of crude oil, the priorities in the oil sector would include augmentation of production of indigenous crude oil and improvement in gas utilisation.

The major thrust of the on-going reform process in the energy sector has been to make it commercially viable as also to attract private sector participation. The Ninth Plan lays emphasis on bringing

about a commercial orientation among the PSUs, attracting private sector participation in the development of the energy sector, encouraging competitive environment safeguarding the interest of consumers and protecting environment.

About transport, the plan document says the country's transport system, which comprises rail, roads, sea ports and airports is facing capacity saturation. Inadequacies and imbalances in transport threaten to constrain economic growth and the quality of life in both urban and rural areas. Distortions in inter modal mix of transport, environment and energy linkages, safety and technology upgradation need to be examined.

The document says, expansion in the Railways would be aimed through increase in rolling stock, reduced turn-around time, increase average speed of trains and reduced time between trains. About roads, the focus would be on multi-laning of high density corridors, providing all weather roads, where they do not exist, improving the viability of private investment in the road sector through dedicated levies and user charges, use of land development and tax concessions.

To improve the productivity of ports, which is extremely low, attention would be paid to night navigation facilities at all major ports, introduction of dedicated jetties, encouragement to private sector participation and the setting up of an Independent Tariff Regulatory Authority for fixing various port charges.

## Poverty

In spite of nearly five decades of planning, the incidence of poverty as expressed in terms of percentage of people below the poverty line in 1993-94 was still 36 per cent as compared to 54.9 per cent in 1973-74. It had declined to 37.3 per cent in rural areas from 56.4 per cent and from 49.0 per cent to 32 per cent in urban areas. What is more significant is that the decline in poverty

ratio has been uneven among the states. The pace of poverty reduction was relatively rapid in Kerala, Tamil Nadu, Gujarat, Punjab and West Bengal. The decline in poverty ratio, however, was not enough to reduce the number of poor in the eight major states. The percentage of persons without two square meals a day for some months of the year, which is termed as the "hunger ratio", is observed to have declined from about 19 per cent in 1983 to about 5 per cent in 1993-94 in rural areas and from about 7 per cent to 2 per cent in urban areas.

While seeking to achieve its objective, the Plan document recognises the special role for agriculture in view of its stronger poverty reducing and employment generating effects. It recognises the need for a well-designed set of policies for ensuring food and nutritional security. To achieve this objective, "a widespread and properly targeted public distribution system" has been recommended. It calls for tackling the health and environmental consequences of increasing population density, lack of safe drinking water and inadequate urban sanitation and for additional thrust to be given to primary education, particularly education of women.

The Plan document says, a primary objective of State policy should be to generate greater productive work opportunities in the growth process itself "by concentrating on sectors, sub-sectors and technologies, which are more labour intensive and in regions characterised by high rates of unemployment and under-employment". The plan calls for land and tenancy reforms as "a large majority of work force will continue to seek employment in agriculture sector".

The Plan document lays stress on government intervention as "market-based growth is likely to elude more backward regions". It says "Public investment in infrastructure will have to be deliberately designed in favour of the less well-off states in order to correct large regional imbalances".

**Table-1: Inter-sectoral flow of resources in Ninth Plan**

(Rs. thousand crore)

(Figures in brackets are % of GDP at market prices &amp; in sq. brackets actual % in VIII Plan)

	Public Sector	Pvt. Corporate	Household	Total
Gross Investment	759 (9.8) [8.6]	691 (8.8) [7.2]	755 (9.7) [9.2]	2,209 (28.3) [25.0]
Financed by				
1. Own Savings	218 (2.8) [1.6]	351 (4.5) [3.9]	1,471 (18.9) [18.6]	2,040 (26.2) [24.1]
2. Borrowings				
2.1 From Households	501 (6.5) [6.6]	215 (2.7) [2.8]	-716 (-9.2) [-9.4]	0
2.2 From External Sources	40 (0.5) [0.4]	125 (1.6) [0.5]	0	165 (2.1) [0.9]

**Table 2: Overall financing pattern of the Public Sector Outlay during the Ninth Plan**

(Rs. crore at 1996-97 prices)

Resource	Centre incl. UTs without Legislature	States incl. UTs with Legislature	Total
1. BCR	94214 (14.0)	31453 (15.7)	125667 (14.4)
2. Resource of PSEs	301126 (44.6)	55030 (27.5)	356156 (40.7)
3. Borrowings (incl. net MCR and other liabilities)	219768 (32.6)	113391 (56.7)	333159 (38.1)
4. Net inflow from abroad	60018 (8.9)	—	60018 (6.9)
5. Deficit Financing	0 (0.0)	—	0 (0.0)
6. Aggregate Resources (1 to 5)	675126 (100.0)	199874 (100.0)	875000 (100.0)
7. Assistance for plans of States & UTs with Legislature	-167105	167105	0
8. Resources for Public sector Plan (6+7)*	508021	366979	875000

\* This includes an amount of Rs. 374000 crore as Central Budgetary Support of which Rs. 206895 crore is provided as budgetary support to the Central Ministries and UTs without legislature and the remaining Rs. 167105 crore as assistance to Plans of States and UTs with legislature.

About the development strategy, the Plan document says, it "is based on the continuance of the role of the government

but will a change in its manner of functioning and content". The government intervention in markets, it

says, "will be necessary to promote the degree of competition, by enacting appropriate legislation regarding monopoly and other restrictive practices and to provide the institutional mechanism for adjudicating and enforcing discipline. There is need to remove the remaining vestiges of the licensing regime, specially in consumer goods".

The Ninth Plan, it says "is based on the concept of cooperative federalism whereby greater freedom would be given to states to determine not only their own priorities, but also the modalities of public intervention and provision of goods and services. It is necessary to devolve greater resources and responsibilities to the Panchayati Raj Institutions (PRI) and to grant greater powers to them for raising their own resources. PRI should also become the principal agencies for delivering the development programmes at the grassroots level".

### Employment

Despite an expected reduction in the growth rate of population to 1.59 per cent per annum by the end of the Eighth Plan, the labour force growth reaches a peak level of 2.54 per cent during the Ninth Plan period, taking into account additions to workforce and backlog of unemployment, making it the most daunting challenge facing the Plan, the document says. The labour force is projected to increase by 53 million during the Ninth Plan period. "Acceleration in the growth of the economy, with special emphasis on agriculture sector, in the Ninth Plan is, therefore, a prerequisite for avoiding an increase in the incidence of unemployment in the Ninth Plan period".

The document says, a 7 per cent growth rate as planned leads to a reduction in open unemployment rate from 1.9 per cent in 1996-97 to 1.47 per cent in the terminal year of the Plan, resulting in a decrease in number of

unemployed by about a million persons. If the economy could grow at 8 per cent in the Ninth Plan instead of the 7 per cent target, the incidence of open unemployment by the end of the Ninth Plan reduces from 7 million persons to 2 million persons, attaining near full employment situation by the end of the Ninth Plan. This, the document adds, requires a substantial step up in the growth of manufacturing and related services sectors.

About under-employment, the document says, "An important component of the efforts at creating appropriate work opportunities for those

informal sector to expand, particularly in the high income growth locations".

The Plan document says, "Accelerating the growth rate of the economy with stable prices is central to the attainment of the objectives. However, the linkage between growth, employment and poverty reduction depends crucially upon the sectoral pattern of growth and on the degree to which the disadvantaged segments of the population and the backward regions of the country are successfully integrated into the wider growth process".

### **External Sector**

The Plan document says, "A viable

Besides, the greater inflow of external investment resource that has been planned for accelerating the growth rate of the economy necessitates collateral planning for the future stress of payment such as interest, dividends and capital gains.

In a significant departure from past practice, the target for the growth rate of exports has been worked out on the basis of the planned structure of growth of output and domestic demand and levels of exportable surplus that would be available at the sectoral level. The rate of growth of imports can be sustained at 12.1 per cent per annum on

## **Objectives of the Ninth Plan**

*The specific objective of the Ninth Plan arising from the greater reliance on market forces and imperatives for public policy and action are as follows:*

- |  |   |
|--|---|
| <p>(i) <i>Priority to agriculture and rural development with a view to generating adequate productive employment and eradication of poverty;</i></p> <p>(ii) <i>Accelerating the growth rate of the economy with stable prices;</i></p> <p>(iii) <i>Ensuring food and nutritional security for all, particularly vulnerable sections of the society;</i></p> <p>(iv) <i>Providing the basic minimum services of safe drinking water, primary health care facilities, universal primary education, shelter, and connectivity to all in a time bound manner;</i></p> | <p>(v) <i>Containing the growth rate of population;</i></p> <p>(vi) <i>Ensuring environmental sustainability of the development process through social mobilisation and participation of people at all levels;</i></p> <p>(vii) <i>Empowerment of women and socially disadvantaged groups such as Scheduled Castes, Scheduled Tribes, and other backward classes and minorities as agents of socio-economic change and development;</i></p> <p>(viii) <i>Promoting and developing people's participation institutions like Panchayati Raj institutions, cooperatives and self-help groups;</i></p> <p>(ix) <i>Strengthening efforts to build self-reliance.</i></p> |
|--|---|

in casual or seasonal employment during the Ninth Plan is the employment assurance scheme, which is designed to provide 100 days of work at minimum wages on demand. About educated unemployed, it says, "With regular wage employment shrinking, the educated unemployed have to find job opportunities as self-employed and such opportunities are mostly in the informal sector or outside the organised sector. In this regard the document says, strategies need to be pursued to help the

external sector is an important component of a successful development strategy and the cornerstone of all efforts at achieving self-reliance. The emphasis on exports goes beyond the need for generating foreign exchange earnings for meeting unavoidable imports". As a signatory to WTO, India is committed to becoming a more open economy within a stipulated time-frame and the pre-conditions for successfully managing an open trade regime needs to be created within the Ninth Plan itself.

an average during the Ninth Plan. The growth rate of aggregate exports has been targetted to be 14.5 per cent per annum over the Ninth Plan period.

Recognising the value of exchange rate as an instrument to encourage exports, the Plan document says "During the Ninth Plan, the exchange rate will need to be deliberately depreciated in terms of the average level of prices in the country and a stringent anti-

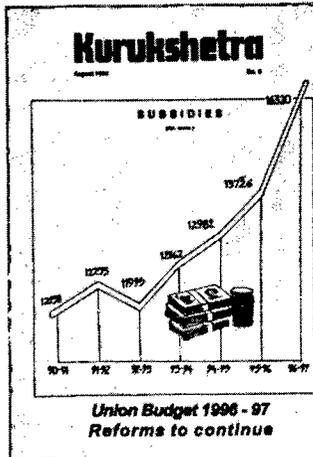
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# Environmental Conservation: A Case Study

Neela Mukherjee

ENVIRONMENT is degrading at a rapid pace across the length and breadth of the Doon valley of Uttar Pradesh. Initiatives like eco task force plantation, forest department's plantation and other similar attempts are indeed praiseworthy. However, they have their own limitations in terms of costs involved, maintenance and sustainability. A much superior option lies in village bodies and village communities doing their own plantations and maintaining them in the long run.

Environmental conservation and preservation by village communities is much easier said than done for, though we have many instances of such village level initiatives which have transformed ecologically-degraded villages into green belts, most village communities are not so forthcoming, presumably for a variety of reasons such as lack of time, shortage of resources, low motivation, fragmented society etc. Often commercial motives like mining and logging activities, taking place in and around villages, make for rapid ecological degradation, which, village communities are hardly able to prevent. Again, there are innumerable experiences to show that plans for environmental conservation, implemented by external agencies from the "top" run the risk of ending as one-off measures and not becoming sustainable in the long run.

Hence, although environmental conservation by village communities is a laudable objective it is not always easy to implement the same in practice. The present paper is based on community assessment of interventions in environmental conservation made by

Watershed Management Directorate (WMD) of Uttar Pradesh Government in village Koti situated in Doon valley, Kalsi Division of Garhwal in Uttar Pradesh. The paper draws selected lessons from such experience for improving government performance in environmental conservation in rural areas.

## Objectives & Framework

The Watershed Management Directorate (WMD), locally known as "Jalagam" of Uttar Pradesh government has been implementing the European Commission-funded watershed project in the villages of Doon valley with the following objectives in view:

- \* arresting, and as far as possible, reversing the on-going degradation of environment of Doon valley;
- \* involving local people at all stages of planning, implementation and management of project objectives.
- \* improving quality of life of rural people so as to enable them to remain in the rural areas and be positively involved in the management of environment.

The project aims at focusing more on women and the improvement of their situation by reducing their work load and enabling them to generate income from other activities. For achieving its goals, like environmental conservation and improving quality of life of villagers, WMD has provided a basket of interventions in different villages, through activities like social forestry, minor irrigation, horticulture, agriculture, energy conservation, livestock, community organizations and raising gender-awareness and skill-building.

To start with, the approach of WMD was strikingly different from the stereotyped approach of other governmental bodies. While most governmental development agencies have a "top-down" framework where decisions and targets are made at the "top" and flown to the "bottom" and mechanically implemented, WMD was in search of a participatory approach to watershed development to involve communities and collaborate with them to achieve the objectives of the project.

In 1994, WMD staff decided to practice Participatory Rural Appraisal (PRA) for interacting with the villagers, listening to their problems, appreciating their priorities and preferences, which helped them to earn the confidence of the villagers. Gradually, WMD was able to establish strong links with the villagers by attending to latter's priority needs within the feasible limits of its project activities.

With the help of WMD interventions, the tiny village community of Koti, situated in the hills of Uttar Pradesh, Kalsi Division (around 20 kilometres from Mussoorie), started gearing itself towards environmental conservation where the impulse to "green" came from WMD in 1994. The degradation of surrounding areas was arrested by the 33 village households, which were engaged in plantation of their civil land and near-by areas in surrounding reserve forest. Tiny droplets of motivation from WMD made the Koti villagers organize themselves in practical ways for undertaking and managing their social forestry plantations and also initiate a process for conserving water and energy. Evidence of such activities lay

scattered in the village. Right at the entrance of the village, a water tank, neatly fenced from all sides, amply demonstrated that given a chance, the villagers of Koti could conserve water in the village and also have separate outlet to meet water requirements of their livestock. Fish cultured in the water tank made for additional source of revenue to village community.

One priority need of village community of Koti was construction of irrigation channels. The "Kutchha" channels had little water flowing through them due to high seepage caused by mud, stones and pebbles arresting the flow of such water. WMD appreciated the problem and collaborated with the villagers towards construction of "pucca" channels for which the villagers of Koti contributed free labour and managerial services. The WMD, in its turn, contributed capital and materials for construction of such channels. The villagers also organized to form an user group for maintenance of such channel where a user-charge per bigha per harvest was levied.

### **Social Forestry**

With concrete steps taken by WMD towards constructing irrigation channels, the Koti villagers were motivated to undertake social forestry plantation in their degraded areas surrounding their village. At first WMD asked the villagers about their priority species for plantation under social forestry and subsequently, it also ensured that such species are provided to villagers for plantation. The villagers undertook responsibility for planting the saplings and also provided their services for maintaining such plantation. The Koti village community contributed labour and skills as much as it could thereby "greening" the profile of the surrounding areas.

The social forestry plantations by the villagers covered 9 and a half hectares of civil land of the village and 27 hectares of land under reserve forest.

Such plantations were fenced by the local villagers who undertook responsibility for its management. The local households took turns to guard their plantations in order to prevent any damage. The areas for plantation had inferior soil conditions with lots of stones and pebbles. The scope for watering saplings was grossly limited and there was the risk that the plantations would easily dry up without rains. Fully aware of the risks, the villagers laboured hard towards environmental conservation, to grow grasses and trees on such dry areas.

### **Creating Village Organization**

The Koti villagers organized themselves into a village society and pooled together their contributions and WMD's contributions into the society fund. In such a way they collected a reasonable fund which encouraged them to look for ways to rotate that fund amongst themselves. They planned to lend the money to individual members of the society and in the process earn a return. Self-help groups were also constituted amongst men and women by a local NGO in collaboration with WMD; the former provided training to group-members to handle funds and helped them to frame suitable rules and regulations for rotation of savings fund for meeting credit needs of the villagers and other transactions.

One round of community assessment was carried out in 1997 when both men and women groups of village community of Koti were approached separately for gender perspectives. The villagers listed the WMD interventions and assessed them in their own way, most of which is indicated below.

The men described how the women of the village worked in the plantation activity and also looked after the plantation, where both trees and grasses grew. The success rate of plantation was 70 per cent when suddenly a fire destroyed a part of it in 1996, which the villagers put out with great difficulty

and took initiative in replanting trees in the burnt area. The men thought that such plantation done on waste land, had increased village resources of fodder-grass and fuel wood. However, without rains, the plants would dry up and community efforts would also go in vain.

The women group said that they did not have much benefit from the plantation as yet. Many plants had dried up because of stony land and no arrangement for water, no moisture was possible. Groups of village women pointed out that each household had harvesting rights to take one headload of grass each day from the social forestry. They were able to get merely 15-20 days of their requirement for grass from the plantation. Hence, for obtaining more grass they continued to go to the reserve forest. However, during the rainy season, they were dependent on their agricultural fields to get such grass. The environmental conservation measure through plantation had directly benefited the villagers, though in a small way to start with.

The men group described that as a result of construction of the irrigation channel the villagers received the benefit of wage employment of Rs. 40 to Rs. 50 per day. Such channel watered those fields which, earlier, had no access to irrigation. Under the community channel, all but one field were included. Earlier, few fields had access to the old mud channel but faced problems due to high seepage of water through stones and mud. The men group pointed out that though the irrigation channel was made of concrete, the origin/head where the water collected for distribution remained weak since it was made of mud. The origin/head was an old construction of the local Block Development Office. The men pointed out that there was an user-group formed to maintain the channel which had a start-up fund of Rs. 60,000 as contribution from WMD and each member had decided to contribute Rs. 1000 for future maintenance and upkeep

of the channel. The men group suggested that the WMD needs to expand its work so as to undertake further improvement in the channel head.

The women group said that as a result of "pucca" irrigation channels and construction of harvest tanks, water had reached those remote fields where no irrigation water was available earlier. This had increased the agricultural yield by at least 10 per cent.

### **Energy Conservation**

Gobar gas plants, partly subsidised, were received by intended users from the village community of Koti. However, as pointed out by men group, the benefits were quite low with 75 per cent of the plants becoming problematic in the winter months. Apart from this the men also said that the users faced the problem of not having enough knowledge and training to run them which was accompanied by periodic maintenance problem as well. The men were quite dissatisfied with the energy conservation equipment.

Contributions of gobar gas plant was quite negligible in meeting their cooking requirements. The plant required daily inputs of cow dung, supply of which varied periodically. The men said that the stove of the gobar gas plant was used for preparing cups of tea, while, they continued to bring fuelwood from the near by forests. There appeared to be some leakage in the plant and its drum was also not that durable. Neither was proper training given by WMD for using the gobar gas plant. The men said that the households also received pressure cookers of 5 litres from WMD of good quality and also received training in use of pressure cookers. The women group said that pressure cookers helped them in quick cooking.

Agricultural mini kits consisting of HYV seeds, fertilizers and pesticides were received by the villagers from WMD, for 3 continuous years as extension inputs for improving yields of crops which they grew. On this

intervention, the men group said that the crop yield from the agricultural mini kit was good enough except for one vegetable called "tori" which got affected by pests. Even some of the paddy crop got affected by snow fall and the consequent pest attack. No soil testing was done by WMD or any other agency and no one explained the optimum quantum of fertilizers/pesticides that could be applied to achieve results. The ginger crop could not be saved from pests.

The women group said that they had benefitted considerably from agriculture, from the fertilisers, irrigation water, seed and as a result yield has gone up by 10 per cent. Distribution of agricultural mini kits by WMD was followed by extension activities which resulted in higher paddy yield. They had also received thresher, sickle and wooden plough for group use for which user group contribution was to be deposited by the time of harvesting.

### **Extension Support**

The men group stated that they also received fruit plants at low price for field as well as horticulture garden as per their stated preference in the village plan prepared by WMD in collaboration with them. Most plants distributed by WMD dried up and were not replaced as promised by the project staff. The men group were of the opinion that they needed some experts to do the soil testing for ascertaining whether that land was suitable for horticulture. They explained that a possibility was that their choice of horticulture patches was not the right one, as a result of which the saplings were weak and not growing. The men group admitted that for mango saplings the maintenance was weak and the plants were not properly looked after through periodic weeding etc. They also said that their horticultural patches did not have arrangements for water. They felt that they required considerable support in horticulture extension activities from WMD than mere distribution of their preferred saplings.

The women saw no benefit from the horticulture input by WMD. They failed in both their attempts to plant fruit trees, for twice they took plants which died. They took mango saplings, a short-duration variety, but the plants failed to survive.

### **Formation Of Society**

The men stated that the village samiti (society), locally known as WMD samiti formed by the village community under the aegis of WMD had funds available to them. There were Self Help Groups (SHG) contributing their own funds for which a matching grant was provided by another non-governmental donor called Action Aid. Whereas, another NGO named SIDH was involved in training the samiti members and SHGs regarding ways of operating and running of revolving fund, loaning, accountancy and book-keeping and maintaining cash balance etc. The samiti was planning to loan funds to its members at comparatively cheaper rate of interest.

The men group pointed out that the Samiti was not that active. There was low awareness amongst its members about the benefits of community participation. Literacy levels were low and the community members did not always trust each other. The men thought that the samiti could construct a proper Panchayat Office and also deliberate on how to make the best use of the funds that had accumulated. Decision-making of the Samiti was slow and bureaucratic. Also matters were getting complicated by existence of two samities, one, the "Gram Vikas Samiti" or Village Development Society which had very little funds and the other was the "Jalagam Samiti" which had funds worth Rs. 60,000.

Women said that they were pleased to have a samity and had raised funds in their SHGs which worked under the administration of the Jalagam samity. The women group said that they had never got united earlier, but now, they also had funds which could be used.

They were hopeful that their Jalagam samity could stand as guarantor of bank loans. The women group also pointed out that the concept of samiti and SHG was not properly understood by many of their members.

### Some Lessons

From the above we find that women group and men group had different perspectives on WMD interventions and often demonstrated conflicting opinions. However, it is possible to derive some broad lessons from the community assessment of WMD interventions, as given above.

\* The women and men groups of village Koti were consulted for WMD interventions and village planning and the species for plantation were as per the preferences of the villagers.

\* The village women and men contributed their labour, knowledge, managerial skills and collaborated with WMD staff for bettering the village and their quality of life.

\* WMD had also coordinated with non-governmental organizations to become its partners in development.

\* Although WMD established communication with the villagers at the planning stage it did not have enough

dialogue at the implementation stage and also lagged behind in taking follow up action on the interventions made. Somehow WMD did not encourage feedbacks from the villagers as a result of which the input delivered by them had limited impact.

\* The villagers benefitted from many interventions of WMD, some of which like irrigation channel provided higher benefit than plantation which would provide future benefit.

\* Extension and follow up services were particularly weak of WMD and needed considerable improvement so as to prove handy to the villagers.

\* Technical services like soil testing were overlooked by WMD which meant that there was no technical appraisal of the plan for intervention, for eg., suitability of tree species for horticulture.

\* Though village organization and SHGs were formed by WMD, there were inadequate motivation and training of villagers for sustaining them. This is important since, ultimately, such organizations would look after environmental conservation and other activities of the village in their independent capacity.

In the withdrawal phase of WMD, there will arise issues in capacity building, whether the villagers left to themselves will continue their present efforts towards environmental conservation. Progress towards environmental conservation is generally a slow process where the villagers gradually learn to organize themselves for working towards common goals. The village community of Koti took concrete steps towards arresting degradation of hills and it is important that they also maintain their efforts in future. However, a big dose of social mobilisation can help to lubricate such organization. Much depends on the determination of the villagers to remain together, their ability to mutually resolve their issues and work towards greening their village. For, ultimately any outside organization like WMD can initiate such process but the maintenance part of it has to be left to local villagers who are in a better position to arrest their surrounding degradation of environment. And as shown by the case of village Koti, such process is a long drawn one and there appears to be no short-cut in this game. □

*The author is Prof. of Economics at Lal Bahadur Shastri National Academy at Mussorie, Uttar Pradesh.*

### (GROWTH... Contd. From Page 13)

inflationary policy stance would have to be adopted as a complementary measure".

About foreign investment, it says, "The growth and employment effects of foreign investment are certainly more beneficial than imports, and therefore liberal entry of FDI should be permitted in areas, where imports are effectively liberalised. However, the MRTP Act should be amended for preventing abridgement of competition through take-overs and mergers". On capital account convertibility, it says, "Although the Ninth Plan will begin the process of move towards capital account

convertibility, it is unlikely that the macro-economic pre-requisites will be met by the end of the Plan period".

A look at the Plan document makes it clear that considerable thought has gone in its drafting. The document takes note of reality of the situation and while welcoming foreign direct investment particularly in areas where imports have been liberalised, it suggests that MRTP Act should be amended for preventing abridgement of competition through take-over and mergers. There are certain other areas, such as reduction of fiscal deficit to zero level, where the aim is laudable, but the target may not

be very realistic to achieve going by past experience. The strategy for tackling poverty and unemployment through increased investment in agriculture, small scale industry and infrastructure too appears to be sound. A new government that takes over may carry out some minor changes, but undertaking an exercise of going through the document all over again would not only be wasteful, both in regard to time and effort, but also delay the process of development as past experience shows. □

*The author is former Editor, PTI Economic Bureau.*

# An Evaluation Of Urban Cooperative Banks In India

Dr. B. Ramesh And M.R. Patil

THE real spirit of cooperative movement sprouted in India with the enactment of the 1904 Cooperative Societies Act. The main aim of cooperatives during the pre-independence period was to substitute moneylenders so as to provide financial relief to the farming community. Significantly, during the post-independence period, the aim has been to make the cooperatives a powerful instrument for economic development. Today, the Indian cooperative movement is one of the largest in the world in respect of its area of operation and coverage, with more than 22 per cent of the total world membership of the International Cooperative Alliance (ICA).

Urban cooperative banks which are termed as primary cooperative banks under the Banking Regulation Act, were initially organised as credit societies which in course of time incorporated banking functions and came to be known by their present description. These banks were promoted with an aim to stimulating thrift, self help and cooperation and to cater to the credit and other banking needs of their members in particular and non-members in general in urban and semi-urban areas. Now this sector has 1653 banks with a total branch network of 4953, and a total deposit of Rs. 28000 crore till last March from 812 banks and a deposit of Rs. 17 crore at the time of India's independence.

## Notable Role

The economic survey for the year 1995-96 underlined the continuing crucial role of the credit cooperatives in the economic development as they alone accounted for 67 per cent of the total short term bank disbursement followed

by commercial banks with 28 per cent and RRBs providing the balance 5 per cent during 1994-95, for productive purpose. Further, the Reserve Bank of India has recognised the importance of urban cooperative banks by allowing them to extend their operation to rural areas and providing finance to agricultural activities. These banks have recorded a higher growth rate both in deposits and advances as compared to the commercial banks and their role as an ideal institution to meet the timely credit requirements the weaker sections of the society has been recognised by the experts.

Contrary to the above fact, there have been strong feelings expressed at various corners that the performance of cooperatives in general is not satisfactory and they are not financially viable. Over and above, the liberalised economic policies including extensive reforms in banking sector have posed a threat to the survival and growth of cooperatives.

Many studies and statistical statements relating to cooperative movement in India, published by the RBI and NABARD reveal that during the 20 years beginning from 1974-75 to 1993-94 the number of banks grew at the rate of 6.18 banks per annum and recorded a compound growth rate of 0.52 per cent over the years indicating a very poor growth. One of the key reasons for this phenomenon could be a wide regional imbalance in their growth and spread. For instance, more than 73 per cent of the total urban banks are concentrated exclusively in four states viz., Maharashtra, Gujarat, Karnataka and Tamil Nadu. In most of the remaining states and union territories, the urban cooperative credit movement over the

years is not encouraging.

A broad based membership strength is more essential for the survival and success of every cooperative organisation as it is a voluntary organisation. The membership strength has increased annually and has registered 6.99 per cent growth rate over the years which is reasonable. However, the membership growth is not so pleasing. This gradual growth in membership might be because of the common practice followed by some of the urban banks towards admitting the members. For instance, there are two classes of members viz., regular and nominal. The nominal members are generally admitted to enable them to borrow for a short period against readily realizable securities; the moment they pay off their dues, they cease to be members of the bank which in fact affects the membership strength.

A sufficient amount of paid-up share capital as a part of owned funds indicates an internal financial soundness of any organisation and urban banks are no exception to it. The paid-up share capital has swelled at the rate of Rs. 1817.39 lakh per annum and has recorded 11.10 per cent compound growth rate. Among all the financial indicators, the paid-up share capital has registered the lowest growth rate. The low face value of shares, nominal members admitted just on payment of admission fee, cessation from membership and obtaining refund of shares after availing of the facilities and lack of incentives for the members to enhance their existing share holdings in the banks etc., are some of the reasons for the weak capital base. On the other hand, a spectacular rise in the reserve funds indicate a marked inner resource strength and viability of the banks. The reserve funds have gone up by Rs. 5129.56 lakh per annum and has posted a significant growth rate of 20.38 per cent.

Deposits are the part and parcel of borrowed funds. Mobilized from both the members and non-members, it is

one of the important components of working funds of the banks. And, the lending activities of the banks depend upon the quantum of their working funds. The deposits increased yearly at the rate of Rs. 52503.93 lakh and registered a remarkable compound growth rate i.e. 19.19 per cent. It is worth mentioning that notwithstanding a stiff competition from their counterparts viz., public sector and private sector banks, RRBs and non-banking finance companies (NBFC), the urban cooperative banks made an excellent achievement in the area of deposit mobilisation.

For every banking institution, borrowings from other apex financing agencies is a must in order to augment its resource strength whereby the credit requirements of the people can be met. However, the percentage of borrowings to total working funds should not be too high. The urban banks are mostly understood as self reliant institutions depending upon their own funds and deposits for their operations. The borrowing status of urban banks can be discerned from the fact that these went up by Rs. 3100.52 lakh annually and registered 20.91 per cent growth rate. This proves that the borrowings of the banks have increased sharply over the years. It means, the urban banks borrowed intensely from their apex agencies viz., District and State Cooperative Banks as well as from other financial institutions.

With regard to working capital, an adequate amount of working capital is of paramount importance for every economic activity as the growth and expansion of any business organisation is largely dependent upon the degree of working funds. For the urban banks, the working funds include both the owned and borrowed funds. But, thick equity based working capital structure is felt more desirable. The total working capital increased significantly at the pace of Rs. 70859.29 lakh annually and recorded 19.53 per cent growth rate. Similarly,

it is notable that the urban banks witnessed a satisfactory growth in credit disbursement though there is a continuous declining trend in credit growth experienced by commercial banks which may be attributed to slow down in industrial growth. The total outstanding loans rose by Rs. 41566.01 lakh annually and posted a 19.65 per cent growth rate.

On the other hand, the 'overdues' represent the amount of interest, instalment and other dues outstanding for thirty days or more after the due date. The overdues moved up sharply by Rs. 4599.75 lakh annually and recorded 21.75 per cent, the highest compound growth rate indicating a rising trend of default on the part of the borrowers on the one hand and lack of strict supervision towards recovery of loans on the other. This increasing trend of overdues is not good for the banks since it ceases to generate income for the banks. So far as the credit-deposit ratio is concerned, no significant growth is noticed, and the overdue percentage to total outstanding registered 0.16 per cent and 1.74 per cent respectively.

The overall discussion brings out clearly the following observations:

1. The overall working growth performance of urban cooperative banks is found to be fully satisfactory during the study period, and they have made a remarkable achievement in respect of some variables viz., paid-up share capital, reserves, deposits, working capital and credit disbursement.

2. The physical growth in terms of number of banks over the years is very low which is even less than one per cent. This calls for an immediate attention of the apex cooperative bodies, national as well as state level federations to initiate necessary steps to promote and develop urban cooperative banks in the states and the union territories where the growth is still poor whereby the regional imbalance in their distribution and growth can be minimised. Besides, instead of promoting Local Area Banks (LAB) as an innovative banking

institution, it would be better to develop and strengthen the existing urban cooperative banks.

3. The membership growth is observed to be reasonably good. However, steps are to be initiated to broaden the membership strength so as to have a strong equity base. This may be achieved by creating an awareness among the people about the exclusive benefits of urban banks as compared to other banking institutions.

4. There is a sharp increase in borrowings during the study period. This shows more and more dependency upon the apex financing agencies for their financial needs. Thus, it is very essential for the banks to introduce some measures like raising the face value of shares, discouraging refund of share money, linking borrowing with share holdings motivating the existing members to increase their share holdings etc., to increase their own funds to become self reliant.

5. The 'overdues' which is the most important indicator needs to be taken care of as it has gone up during the study period. This mounting overdues has resulted in an acute problem of recycling of funds which in turn limits the income for the banks. Keeping this in view, the banks must have to find out some suitable ways and means to speed up the recovery of overdues.

6. Though there is no significant growth noticed with regard to credit-deposit ratio, they have registered an impressive C-D ratio on an average, around 80 per cent over the years. On the other hand, the banks showed better performance in collection of credit as the overdue percentage to total outstanding credit is very low, even below two per cent. In this context, the banks' sincere efforts in keeping the overdue percentage well within the reasonable limit is praiseworthy. □

*The authors are Head & Chairman, Deptt. of Commerce, University of Goa and Sr. Lecturer, Commerce, Dnyanprassarak Mandal's VNS Bandekar College of Commerce, Goa.*

# Rural Marketing Challenges And Opportunities

Dr. N.B. Dey And Kingshuk Adhikari

INDIAN market is undergoing a significant metamorphosis because of economic liberalisation and globalisation. Many players (both national and global) are trying to capture the urban market of our country. But this market has already reached a saturation level and it is extremely difficult to tap the urban market with high profit margin. It is also not easy to penetrate profitably into the export market because of fierce competition. In export market, a firm has to face challenges from MNCs, other foreign companies and domestic firms of the concerned export market. In this cut throat competition, everybody's market share will shrink as everyone is chasing the same market.

On the contrary, a large untapped market exists in rural India. While urban market or export market is difficult to plough, rural market is relatively easy and feasible to cultivate. It offers encouraging opportunities to marketers.

The rural market scenario has undergone a steady and positive change over the years and offers some excellent opportunities to marketers. Rural markets are growing fast compared to urban market. In fact, rural India is a new horizon in marketing for marketers. Table I and Table II highlight the growth and share of Indian rural market.

## Challenges

There is no question that rural market reveals opportunities and great attraction to the marketers. But it is not so simple to enter this market in a smooth way. This market bristles with a variety of challenges and every marketer has to work hard to face these challenges successfully. The following are some

of the challenges that a marketer may face in entering into a rural market:

**1. Vast & Scattered Market :** A vast and scattered market exists in rural India. About 75 per cent of the total population is spread in rural areas. In some states 80 per cent to 90 per cent people live in rural areas. The rural consumers are scattered over 6,30,000 villages. Out of these villages a good number of villages are in remote areas. Table III depicts the number of people in rural and urban areas.

**2. Transportation Bottlenecks :** Lack of proper roads and transportation facilities create difficulties in entering into rural market. Most of the villages do not have all weather roads. About 1.69 lakh villages have been connected by all weather roads and only 92,800 villages are having fair weather roads. In many villages, people are bound to go on foot because no transportation facilities exist in those areas.

**3. Seasonal & Irregular Demand :** In rural areas, the demand for goods and services is seasonal in nature and it is closely and directly connected with agriculture which itself is seasonal and irregular in character. So, during harvest and festival seasons, demand increases substantially and vice versa.

**4. Low Standard of Living :** The rural consumers are having low per capita income, low purchasing power, low literacy rate and therefore, low standard of living. The per capita income of rural people is low as compared to their urban counterparts. The level of literacy rate is also lower in rural areas than that in urban areas.

**5. Lack of Desire for New Life Style :** Rural consumers are a tradition bound community. Their culture, religion and even superstition strongly influence their purchasing decision. There is a dominance of traditionality in rural areas. The pace of life is slow in rural areas and as a result there is a tendency to stick to old principles and traditions.

**6. Language Problem :** Multiplicity of languages spoken in villages is another difficulty faced by the marketing people. This poses insurmountable problem in designing the communication strategy. While in towns and cities, English and to a good extent Hindi can be used, in villages the region specific language has to be used.

**7. Urban Mind vs Rural Mind :** There is a gulf of difference between urban mind and rural mind. That is why there is a wide gap in consumer behaviour in rural areas and urban areas. Marketers are generally from urban areas. Their minds are urban and when they want to enter into the rural areas and win the rural minds with their urban frame there is a great problem.

**8. Overall Backwardness :** Rural people are economically backward. Poverty is one of the main problems with India and rural people are poorer than urban people. About 30 per cent of the rural population lives below the poverty line. Poverty confines people's expenditure to its basic necessities only.

## Opportunities

Despite these traditional problems and complexities, there is a silent revolution taking place throughout the rural areas of our country. The rural market is now developing and offers a

**Table I**  
**Growth of Rural Market**  
**Non Food Items**

Year	Size of Market at Current Prices (Rs. In Crore)
1969-70	5000
1974-75	9500
1979-80	13500
1984-85	16000
1989-90	20000
1993-94	22000

Source : Ramaswamy, V.S. and Nomokumari, S., "Marketing Management : Planning, Implementation & Control-The Indian Context", McMillan India Ltd. 1996. Second Edition, Reprinted 1996, p. 585-609.

**Table II**  
**Rural Market's Share as**  
**Percentage of the Total**

Product	Share of Rural Market (%)
Washing soap	59
Batteries	58
Razor blades	50
Glucose powders	41
Packed tea	40
Condoms (Retail)	33
Premium Soaps	26

Source : Economic Times, Calcutta, 28th October, 1992.

huge buying potential. In today's context, rural markets are outstripping the urban markets. The following are some of the factors responsible for growing a dynamic and potential market in rural India:

**1. Economic Development of the Country :**  
The entire rural scenario has changed mainly due to planned agricultural and industrial development over the decades. It generates new employment and new income among the rural people. With the economic development of rural areas, disposable income of rural people has gone up. A particular section of rural people is now capable of purchasing food and non food items. Rural people are now purchasing soaps, toothpowder,

paste, tobacco products, radio, TV, bicycles, motorcycles, cooking utensils, wrist watch, razor blades, detergents and so on.

Today rural income generates not only from agricultural section but also from other sections. There is a sizeable salaried class in rural areas. The government implemented various schemes, such as, JRY, PMRY, IRDP, NREP etc. to provide work and self employment opportunities in rural areas. Table IV depicts work participation rate in rural and urban areas.

**2. Enhanced Mobility :** With the advancement of transport and communication system, mobility has

intermigration between rural and urban people and thus developing a common culture. When mobility increases, rural people come in close contact with the urban people. When they come in close contact with the urban people then they feel inspired to proceed for fashion, comfort and other desirable things of urban life. The dividing line between rural and urban areas is gradually disappearing because of enhanced mobility.

**3. Spread of Education :** The level of education is generally higher in urban areas than that in rural areas. But rural people are gradually rising as a result of development and spread of primary

**Table III**

**Population of India—Rural Vs Urban**

Population	1971		1981*		1991**	
	Population (in million)	Percent to total	Population (in million)	Percent to total	Population (in million)	Percent to total
Rural	439.1	80.1	525.7	76.7	627.1	74.3
Urban	109.1	19.9	159.5	23.3	217.2	25.7
Total	548.2	100.00	685.2	100.00	844.3	100.00

Source : Registrar General, India

\* includes projected population of Assam

\*\* includes population projection for Jammu & Kashmir

**Table IV**

**Work Participation Rate in India (1971-1991)**

Year	Category	Persons	(in per cent)	
			Males	Females
1971	Total	34.2	52.7	14.2
	Rural	35.3	53.8	15.9
	Urban	29.6	48.9	7.2
1981	Total	36.7	52.6	19.7
	Rural	38.8	53.8	23.1
	Urban	30.0	49.1	8.3
1991	Total	37.7	51.6	22.7
	Rural	40.2	52.5	27.2
	Urban	30.4	49.0	9.7

Source : Census of India (1991) Series—I (India) Paper 3 of 1991, Provisional Population Tables : Workers & their distributions

increased. People from rural areas are coming to urban areas and from urban areas to rural areas. Now, there is an enhanced interaction, interchange and

education, adult education, distance education etc. In rural areas, the level of literacy was 36.2 per cent in 1981 but it

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# Common School System Needs Streamlining

Dr. S.N. Pandey And Dr. S.K. Jain

**SIMPLISTICALLY** Common School System is an umbrella term for providing common framework for schooling. The Education Commission (1964-66) is credited for having come out with this suggestion for the first time in the country and had banked upon similar sort of experimentations in erstwhile Soviet Union and elsewhere. The assumption was that the system would augur emergence of egalitarian and integrated society. The National Policy on Education (NPE), conceived and formulated in 1968 and later in 1986 reiterated the standpoint. Acharya Ramamurthy Committee spoke about implementing the Common School System in a time frame of 10 years and the route suggested by him included significant increase in outlay for elementary education. The Committee favoured a combination of incentives, disincentives and legislation to bring private schools into the fold of Common School System. However, the revised Programme of Action (POA) of 1992 is conspicuous by remaining silent about the modalities except favouring voluntary schools in hilly, tribal and difficult areas.

The concept of Common School System has historically drawn attention of a large number of educational reformers. Private schools have been the target of attack. In comparison and contrast, all western education reformers including John Swett (1830-1913) visualised that the Common School System can alone deliver the goods despite private schools gaining whatsoever perfection. In Indian context, the concept of Common School System partially draws legitimacy and validity from the provisions under Article 14, 19(1)(a) and 21 of the

Constitution of India. In the international fora, particularly the World Conference on Education For All (WCEFA), March 1990 added strength to the conviction in favour of the concept as it impressed upon the member states to bring about enabling legislations to make education a right for the school cohorts.

There is little to find fault with the concept in as much as it seeks to impart education and skill to all children on the same footing. However, it is utterly simplistic that the Common School System in itself shall be a harbinger to egalitarianism and integrated society in an automatic manner. Moreover, even egalitarianism is not an end in itself. The erstwhile Soviet Union have had enough taste of it. The Maoists in People's Republic of China too have known and understood the truth. It is now very well understood that egalitarianism can prove to be a workable proposition anywhere when the system attains wherewithal of something of the kind of the stage of self propelling and self sustaining growth and development.

The assumption that the Common School System was a sufficient condition for the emergence of integrated society also technically does not hold much water. Human mind is known for running adrift. The dissents and disenchantments in a society do normally arise due to innumerable socio-economic and political factors. Divergence and difference in System of School Management can not thus, just be the only instrument hampering the emergence of integrated society. It is, therefore time that we look at the issue of emergence of Common School System from a different perspective.

Ours is a populous country. The process of demographic transition here favours dominance of younger age population for some time to come. The country has done well and created infrastructural facilities in the last fifty years that were otherwise impossible to think during the pre-independence period. However, there are still a large number of areas in the countryside where the schooling facilities remain far from satisfactory. The incidence of dropouts and repeaters being substantially high, the educational system in the country is predictably working at a very low level of efficiency. There is therefore, the necessity first to plug this gap. The country can match the world better with its vast pool of human capital only when it could equip itself with an appropriate quality education and skill.

The imperatives for appropriate quality education and skill has to be seen further from the fact that we are now a part of the global village. It will be an outright highly competitive world of its own kind. Information technology (IT) and trained manpower is then going to hold the key to success. In this global village, subsistence living and lagging behind in science and technology will become synonymous with getting extinct. There is thus, an imperative to look at the problem of schooling in the country from the angle of quality and appropriate education. During the epoch of industrial revolution, the countries in the world benefited from capital intensive industrial development. The gap between the then developed countries and ours is quite large. We have an opportunity now, to capitalise our multitude of technical and scientific manpower. Primary education being the foundation to future development, we can ill-afford to have an archaic system. Much can be achieved through the elements of dynamism, innovation and competitiveness in equipping our pupils. The concept of Common School System in the country, thus, need to have a comprehensive and all pervasive

contours. For a start, it should provide access to all the school cohorts. It should be able to equip them all as per their aptitude and orientation. It should enable emergence of a big pool of competitively efficient workforce. On top of everything, the system should be able to be self sustaining. Adequate mobilisation of extra-budgetary resources will then be an important facet.

In the concurrent debate it is good that the idea of putting all schools under one type of management has been given up. There is call for developing common features. The main hurdles encountering the implementation process remain the issues of common fee structure, commercialisation of education; national curriculum; and adequate schooling facilities, both infrastructural and faculty wise. Issues identified in respect of private schools and the government/government aided schools are on two different footings. In case of government schools, the concern lies in the realm of raising the quality of education. On the opposite side in the case of private schools, the issues are to decommercialise them and create conditions whereby they follow the National Curricula. There is a belief that a failure to establish Common School System shall lead the society to get divided and subdivided into mutually antagonistic groups. By implication, this means that the existence of private schools *per se* is dangerous to the social fabric of the country. Accordingly, there is hidden suggestion that a success to promoting Common School System shall automatically lead to the emergence of a cohesive and integrated society. In this paper, there is an effort to look at the issue of Common School System from the angle of developmental necessities rather than as an harbinger of egalitarian and integrated society. The routes and modalities are therefore, going to be a little bit different. For a start, the

discussion shall embrace a dynamic and futuristic definition of the concept of Common School System. It shall thereafter discuss the alternative routes and modalities while answering the major points in the debate.

For a workable proposition, the Common School System needs to have a common framework. Management is one of the most reckonable parameters. Here, in India, there are schools managed by the governmental machinery at the one extreme and the individuals or societies on the other. There is another category which is government aided but society managed. A plethora of research studies are there to suggest that the quality of education in individual and/or society managed schools far exceed the performance of a great number of government schools. It is also on record and open to every one to see that the retention rate of the private or society managed schools are better. It is then not uncommon that the preference of parents tend to be in favour of private schools. Among the government run schools, there are Kendriya Vidyalayas (Central Schools), Navodaya Schools and Navyug schools. Performance wise, they are no less attractive. The subscribers to this set of schools are elite parents. There are quite a few government managed schools as well which attract both choosy and discerning parents and students. All this bears out that there is need to look beyond the element of management *per se* in our odyssey for evolving a common feature.

### **Crucial Element**

Quality of faculty is crucial. This element holds vital importance both at the planning and actual transaction of teaching learning process. Performance ultimately depends upon the academic background, training and aptitude of the teachers. It is common knowledge that a great number of individual and society managed schools do not pay their teachers well. In many cases, they do not insist on training and re-orientation programme for their teachers.

The service conditions are also not laudable. In this background, it is hard to believe that the transaction process in such schools could be commensurate with what we need for quality and appropriate education. However, it is observed that the performance of many of these schools are on an average better than the government schools which employ teachers with better training and service conditions. This means that there is some gap somewhere. Unless we look into them, it is hard to believe that the system will deliver adequately. We can not summarily reject the importance of either training or service conditions. There is then definitely some other element which tend to neutralise the positive aspects of training and service conditions. With low pay and most uncertain tenure of work, the teachers in private schools can not be expected to work with positive motivation. Possibly, they are delivering just out of fear at work in their minds. As a model employer, the government can not think of a negative approach. Perhaps the best options comes from evolving a fair element of accountability, both in respect of promotion and continuation of their service.

The curriculum is by far the most important. This is perhaps the only source which ultimately works in equipping the pupils with relevant knowledge, skill and orientation. Over the past fifty years, the country has witnessed tremendous development in this field with the emergence of a great number of institutional and research infrastructure. The NCERT at the national level, SCERTs at the state level and DIETs at the district level besides many intermediate level organisations and institutes are contributing their mite in their own way. They have put in a great deal of experience and research in developing both curriculae and the text books. The government schools including Kendriya Vidyalayas and Navodaya Schools follow them at all India level. In the case of private schools,

the curriculae and text books are mostly the same where it concerns public examinations. They go their own way choosing curriculae and text books in respect of school examinations at lower level. The private schools are being seen putting special emphasis on pronunciation, calligraphy and extra curricular activities. On an average, the pupils from these schools acquaint themselves with better reflexes and presentations. Curriculae and text books definitely do not matter much in giving edge to these students. If they perform well, it can perhaps be the result of emphasis and interest on the part of the school management including the faculty and school heads.

The private schools have been seen involving parents in some of the innocuous decision making process besides appraising the progress of the children at regular intervals. Kendriya Vidyalayas do also follow this. The mechanism of parent-teacher association (PTA) do exist in government schools also. It is quite another thing that it seldom works. What is common for all set of school in the country that they do not take benefit of the expertise and observations of articulate parents and community members. It is also a fact that the clientele of private school are normally second, third or fourth generation learners and have relative edge over the students in the government schools in matters of congenial and appropriate home inputs.

The common feature of the Common School System (CSS) thus, entail infusion of a number of elements. It can not just be a system of having same colour on the walls and windows and same cap for the teachers. For the Common School System to be really common to all in all respects, it needs to have a common framework of a responsive school management; accountable teachers; appropriate transaction of teaching-learning process; culture specific and yet common curriculae and text books; free

inflow of extra school inputs; and, a common examination and evaluation pattern testing the knowledge, comprehensions, application, analysis, synthesis and evaluation perspectives in all the three domains of learning besides common number of years at the schools.

### **Routes And Modalities**

Access to all children irrespective of their socio-economic background happens to be a foremost requirement. It is both a long cherished goal and much required necessity. As on date, India has a prospect of being a country with the largest number of illiterates and semi-literates in the world at the turn of the century. It has since paid through its nose for the default both in terms of socio-economic problems and the cost for running non-formal and adult education programmes. Failure to achieve Universalisation of Elementary Education (UEE) is at the root for many of these problems. The country can ill afford to allow the situation for long.

The private schools are practising restrictive practices through a number of measures. Fee structure is one of them. There is a growing practice of conducting tests and interviews for parents. In normal course, instead of finding virtue of students and supportive home environment, these interviews end up in identifying and eliminating pupils with less influential, less articulate and less moneyed parents. The government schools do also adopt restrictive practices. They however, follow a different style. This is of course true and valid in the case of so to say good schools. They go by influences and, in many cases they too have other considerations. At times they make the parents run from pillar to the post on flimsy grounds.

Seen in the light of supply and demand position of schooling infrastructure in the country, it is least desirable to abolish private schools. But for the schools which are totally commercial in nature,

the contribution of private schools in general in promoting tolerably good education cannot be denied. There is of course a definite need to eliminate mushrooming of schools with outright commercial intent and purposes. An array of regulatory control and supervision mechanism can perhaps do the job in a natural process. Care is of course to be taken in developing the necessary tools and techniques which could simultaneously answer the known problems of bureaucratisation and allow regulated and yet free entry of new, and enterprising minds. The regulatory control mechanism, for this purpose could work better with elements of social audit and community involvements.

Essential and desirable conditions required to be imposed on them should necessarily satisfy academic and training backgrounds of the teachers, common curriculae and textbooks with an element of flexibility in choosing publications and minimum needed physical infrastructure. Admission and entry into the school has to be a common and transparent procedure both for the government and the private schools. As an incentive, the private schools can enjoy a discretionary quota, the criterion and modalities for which could as well be decided through a joint consultative machinery (JCM). Common School System, in the process can take effect without either abolishing the private schools or privatising the government schools.

In the running of the schools, the school heads have a special role. Expert observations and various research studies conclusively corroborate the point. There are innumerable government schools which compete with prestigious private schools during the tenure of an imaginative, articulate and well meaning leadership of an eminent school head. There is therefore, need for full fledged system for preparation of school heads. They should enjoy freedom in taking a number of

decisions. They could be empowered for resource mobilisation to some extent from the community through a transparent and accountable system. In the functioning of the school, the system should promote public participation while eliminating political interference. Foolproof admission procedures, tenure postings and transfers of the school heads and the teachers and community supported supervision with a major say for the parents can perhaps deliver the desired results. For mid-term correction of the unforeseen problems, there can be a check and balance mechanism. This can be achieved through measures that make the teacher and the principal accountable for the learning outcome of the students while insulating them from victimisation. The tools and techniques for the purpose can be evolved to have a cross system of supervisory control of advisory nature where governmental machinery and community shall need to have representatives from the private schools as well as government schools.

Fee structure and funding are but crucial issues. The entry or exit of the private schools in the system depend on two primary aspects: social objective and profitability. Even to start a school, there is need for a huge sum of money for procuring land, constructing buildings and creating essential infrastructure for indoor and outdoor activities. The fee structure of the private schools now include developmental charges. The management often takes capitation fee for this sake. The practice continues in perpetuity and the experiences show that a fee hike and imposition of charges in one name or the other seldom come down even when the objective has been fully met. The school management in the private schools face problems as and when there is a pay hike in the government schools following pay commission reports and other similar decisions to this effect. The issue needs proper consideration and one of the possible ways to deal with the situation is to provide land on concessional rates, allow

the school management to mobilise financial resources from the community and the parents through a transparent procedure and invoke social audit to justify their real needs.

### **Feed Back**

Over the years, the marginal propensity of the people at large to spend on education has considerably gone up. In fact, free education and various sorts of material incentives have been seen to have had little impact on the learning outcome of the pupils. This may not of course be applicable in the case of people below the poverty line. There is therefore need to develop a judicious practice. Constant research feedback can be made an in-built mechanism to help the decision makers in taking objective decisions. The school heads in the government schools may also have a leeway like the school heads of private schools to mobilise funds from the community to improve the infrastructure. There can be an element of competition in doing so. However, in all cases, the performance of the schools in providing quality education be made the barometer of assessing their excellence. Poverty and backwardness in terms of economic status of the family need to be made an essential variable in deciding the fee structure and mobilisation of funds from the parents in the ultimate analysis.

For the system to cater to the educational needs of the pupils in the global village of tomorrow, it is but necessary to find answers to the problems of both the private and government schools in their capacity to provide quality and appropriate education. Where it concerns quality education, it can be achieved only through improvements in the curriculae and the textbooks on the one hand and capability of the teachers on the other. We have already a pool of expert organisations and people. There is only the need to inculcate and imbibe an element of competitive innovations and flexibility in approach. There may be a need to accommodate freelance thinkers through a streamlined process of updating and correcting things through

a free for all debate. The limits of pupils to acquire, assimilate and reflect their learnings suitably in their cognitive, affective and psychomotor domains be made the ultimate touchstone. Even as a great deal of work do exist, the necessity of evaluative research to identify and answer the problems of teaching-learning process on the one hand and teaching-learning requirements on the other in dynamic, culture specific and, yet universal perspective need to be evolved and made inbuilt component of the entire exercise. It is advisable that much of it is carried out involving non-governmental organisations (NGOs) and individual experts besides the governmental institutions to have a free flow and cross-currents of creativity and innovations. It has been seen that the students face problems in their public examinations year after year. Normally it is more due to the failings of the system to know the difficulty levels of the average student than the incompetence of the students. There is therefore need to develop a suitable mechanism for this purpose lest the system should fail to meet the esteem and requirement of the ultimate beneficiary.

In formulating the action plan, the much desired need is to look at the problem from futuristic and developmental angles where not just the national and regional scenario at home but the world at large be taken as the arena to cater to and compete with. There is the need to improve first, the government schools in quality of their delivery. A dialogue may be started with the private schools to fall in line and accept a national curriculae. A mechanism can be simultaneously brought into force to exercise regulatory supervision and control over their commercial intent and purposes. The crux of the problem is to improve the quality and appropriateness of the teaching-learning practices. All out efforts should go only in this direction. □

*The authors are from Multi-Disciplinary Research Institute & Centre for Economic Research & Development, Delhi.*

# Pulse Polio Campaign And Role Of AIR: A Perspective

Dr. Amal Datta

THE World Health Assembly passed a resolution in May 1988 with a view to achieving the particular goal of polio eradication by the year 2000. The goal of polio eradication is defined as no cases of clinical poliomyelitis associated with wild polio virus, and no wild polio virus found despite intensive efforts to do so. As a part of global effort to eradicate Poliomyelitis, the government has decided to implement the strategy of national immunization days for Pulse Polio Immunization (PPI) beginning in 1995 to achieve polio eradication by the year 2000. Actually, the Pulse Polio Immunization (PPI) is:

- i. From 1996, children of 0-5 years of age (target population) will be given oral polio vaccine (OPV) on one single day, irrespective of previous immunization status. This is repeated 4-6 weeks later. The purpose of PPIs is to reduce the circulation of the wild polio viruses.
- ii. PPIs are organised during the low transmission season of polio viruses between November to February in India. The peak transmission is from May to September.
- iii. These additional rounds are in addition to sustaining high levels of immunization coverage of at least 85 per cent in infants with three doses of oral polio vaccine (OPV) all through the year.

The National Pulse Polio Immunization (NPPI) drive was first conducted during December 1995 and January 1996. Again, the second round of NPPI was conducted on December 7, 1996. Children of 0-5 years of age had

been given OPV on one single day, irrespective of their previous immunization status. This was repeated on January 18, 1997.

Interestingly, the success of PPI during 1995-96 had obviously brought down the number of cases of Paralytic Poliomyelitis more significantly in the country as stated by the Directorate of Public Health and preventive Medicine. Taking the Tamil Nadu state for example in this context, Table.1 shows that the number of such cases had declined drastically i.e. above 94 per cent particularly during the period of 1992-96.

To achieve the polio eradication goal the Family Welfare department worked on a war footing. The department also conducted special immunisation campaigns in high risk pockets and other areas. Besides the campaigns by the Family Welfare department, the mass media, non-government and government agencies, all private and public physicians and other health professionals etc. were involved in the campaigning programme. The main purpose of their involvement had been to inform and create awareness among the people about pulse polio immunisation and its grave importance for all children in 0-5 years age group, mainly to receive a dose of OPV regardless of their earlier immunisation status. As a consequence, the pulse polio immunization programme achieved a grand success and more than cent per cent of the estimated target child population were administered oral polio vaccine in both phases of PPI programme conducted during 7.12.96 and 18.1.97, as claimed by the

Directorate of Health Services. This achievement of the said PPI can be understood from Table 2 for Tiruchirappalli district and Tamil Nadu state.

In this context, it may be said that the Radio can bring about a heightened sense of awareness, an increased knowledge, a higher degree of participation in local/regional/national and even international affairs, and that can provide valuable service for the individuals/groups/communities/nations and interests. Moreover, the communication system especially the electronic media i.e. radio and TV is much more effective in order to pass on information, message etc. to the largest number of people in the shortest possible time and at the minimum cost. Besides, effective communication can create an awareness about the problem in the people, initiate an urge to know and learn, stimulate a desire to action by agitating their minds, spur individuals/groups/communities to local/regional/national efforts and also lead to a change in outlook and values of the people.

In India, considering its size, swelling population and a fairly developing economy and a comparatively stable political system, and at the same time where the majority of its people are illiterate (57.2 per cent as per 1991 census), the role of electronic media among the mass media is indisputable and overwhelmingly important. In this modern phase of India the electronic media i.e. All India Radio and Doordarshan have been achieving alround expansion so as to serve the vast majority of the country's people.

All India Radio has the maximum reach among people today. A number of new radio stations including some with modern technology-equipment e.g. F.M. (Frequency Modulation) has been set up in different parts of the country including remote areas. When India became independent, the AIR network had only six stations located at Delhi, Bombay, Calcutta, Madras, Lucknow and Tiruchirappalli with a total complement of 18 transmitters—six on the medium wave and remaining on short wave. Besides, radio listening on medium wave was confined to urban elites of these cities, mainly. As against a mere 2,75,000 receiving sets at the time of independence, at present there are about 11 crore estimated radio sets in about 104 crore radio households in the country. Apart from this, now the broadcast scenario also has changed drastically with 185 broadcasting centres, including 72 local radio stations. And at present, the Radio covers 97.3 per cent of the country's total population. Therefore, it is obvious that Radio can play a crucial and effective role in any mass/national campaign for the benefit of common people. Apart from this, the existing structure of the programme has been either changed or modified on many occasions, as per the then requirement mainly to cope with the changing situation and also the then felt-need accordingly.

Taking this into consideration, and particularly in dealing with the question of the extent of effectivity and the role of All India Radio to bring about awareness and motivation among the people about pulse polio Immunization, a study on the role of AIR, Tiruchirappalli was conducted in Tiruchirappalli of Tamil Nadu.

Indeed, as a part of communicating, disseminating the specific messages on PPI and familiarising of such mass programme among the people, All India Radio, Tiruchirappalli like other AIR Stations had disseminated the messages of this important programme with

detailed and required information through its various programme broadcasts like jingles, slogans, songs, plays, news, special announcements, For Your Attention, Interviews, Nalakkalvi, Iniya Illam, Gramasamudhayam etc. programmes, as per the direction received from the Director General, AIR, New Delhi in this regard. The main objective of these programme broadcast had been to spread important messages of such immunisation programme campaign to the common people of the region in order to make this programme a grand success.

Therefore, this study deals with particularly to know the importance and justification of the various programme

broadcasts of All India Radio, Tiruchirappalli, and also to find out how far the Radio Programmes broadcast from AIR, Tiruchirappalli were helpful in communicating and familiarising the pulse polio Immunisation Programme to the people.

### Objective

The main objective of this study was to assess the role and impact of All India Radio, Tiruchirappalli in familiarising and disseminating the message on pulse polio immunisation programme held on 18th January, 1997.

Moreover, the study was intended to find out the listenership, utility and effectiveness of the programme

**Table :1**

#### Reported Polio Cases and death cases in Tamil Nadu, 1992-1996

Year	Polio case		Death case
	No.	Change (Percentage)	No.
1992	420	—	14
1993	204	-51.43	3
1994	216	+5.88	5
1995	130	-39.80	4
1996	25	-80.77	4

Note : From 1992 to 1996 the decline in no. of reported polio cases has been 94.05 per cent.

Source : Directorate of Public Health and Preventive Medicine, Chennai.

**Table :2**

#### Achievement of Pulse polio Immunization programme organised during I phase (on 7.12.96) and II phase (on 18.01.97)

District/ State	Phase	No. of Immunisation Posts	No. of estimated children (0-5 yrs.)	Achievement	
				No.	Percentage
Tiruchirappalli district	I	1469	233679	244250	104.5
	II	1470	241856	255385	105.6
Tamil Nadu state	I	39680	6077230	6358782	104.0
	II	39725	6077230	6584876	108.0

Note : The percentage of achievement has been more than 100 per cent because of the immunisation of floating children population in the age group of 0-5 years as well as immunisation of children in the age group of 5-6 years too, as stated by the Directorate of the Health Services Official.

Source : Deputy Director of Health Services, Tiruchirappalli, and Directorate of Public Health and Preventive Medicine, Chennai.

broadcasts by All India Radio, Tiruchirappalli in communicating the message and educating the parents/guardians in order to get their children (under the target group of 0-5 years) vaccinated through the programme. Apart from this, attempt was also made to know as to how far AIR, Tiruchirappalli was effective in creating awareness among the people particularly the guardians/parents on the following specific guidelines of such immunisation programme:

- i. Age of the child to be immunized.
- ii. Date and place of vaccination.
- iii. The necessity of giving oral drop (vaccination) of pulse polio even if the child had already been immunized through regular polio drops.
- iv. The necessity of giving oral polio vaccine even to a child who is ill on the scheduled date of vaccination, etc.

In fact, on the basis of the aforesaid objectives a scientific study was conducted in the primary coverage zone/ areas of All India Radio, Tiruchirappalli.

The sample areas were selected both from the urban area of Tiruchirappalli Corporation and also the surrounding villages (rural areas) of Tiruchirappalli Town.

Actually, ten urban health posts (UHP) were selected from all the Health Posts located in the Tiruchirappalli corporation, where the eligible children were going to be administered pulse polio vaccine on the stipulated date. From each of the ten selected UHPs a street was selected at random and ten eligible children were selected linear systematically from the total number of eligible children of that street. Thus, the survey covered 100 eligible children households in the urban areas of Tiruchirappalli corporation. In case of rural areas three Primary Health Centres (PHCs) namely Edamalaipattipudur, Enamkulathur, and Viralimalai were selected from the total PHCs in the

**Table :3**  
**Respondent profiles**

(percentage distribution)

Variables	Base	Urban 100 %	Rural 100 %	Total 200 %
<b>Sex</b>				
Male		23.0	37.0	30.0
Female		77.0	63.0	70.0
<b>Age group</b>				
Below 18 years		—	—	—
18-29 years		63.0	75.0	69.0
30-39 years		30.0	20.0	25.0
40-49 years		7.0	3.0	5.0
50 and above		—	2.0	1.0
<b>Educational level</b>				
Graduate and above		2.0	1.0	1.5
Under Graduate but HS		27.0	7.0	17.0
Below HS including Literate		51.0	61.0	56.0
Illiterate		20.0	31.0	51.0
<b>Occupation</b>				
Govt./Semi Govt./Pvt. (Clerical job)		10.0	4.0	7.0
Govt./Semi Govt./Pvt. (Admin./Executive Job)		1.0	—	0.5
Business/Trade/Industry/Shopkeeper		5.0	4.0	4.5
Professional (Doctor/Lawyer/Engineer/Self employed etc.)		—	1.0	0.5
Student		2.0	—	1.0
Housewife		39.0	26.0	32.5
Farmer		3.0	18.0	10.5
Skilled labour/Artisan		19.0	13.0	16.0
Unskilled labour/Ag. labour		16.0	33.0	24.5
Unemployed		—	—	—
Others		5.0	1.0	3.0
<b>Household monthly income</b>				
Less than Rs. 1000/-		64.0	82.0	73.0
Rs. 1001 to Rs. 3000/-		24.0	13.0	18.5
Rs. 3001 to Rs. 5000/-		9.0	5.0	7.0
Rs. 5001 and above		3.0	—	1.5

Possession of electronic media			
Radio	100.0	100.0	100.0
FM	6.0	14.0	10.0
TV	53.0	17.0	35.0
Cable	29.0	1.0	15.0
Subscription to print media			
Dailies	14.0	13.0	13.5
Magazines	10.0	3.0	6.5

Source: Field Survey, January, 1997.

**Table :4**  
**Frequency of listening to Radio**

Urban/rural	Base	(percentage distribution)			
		Regularly	Frequently	Occasionally	Rarely/never
Urban	100	49.0	20.0	17.0	14.0
Rural	100	37.0	31.0	19.0	13.0
Total	200	43.0	26.0	18.0	13.0

Source: Field Survey, January, 1997.

Tiruchirapalli taluk. And, four villages (polio health posts) were randomly selected from the villages coming under the PHCs of Edamalaipattipudur and similarly four villages from Enamkulathur PHC, and two villages were selected from the villages coming under Viralimalai PHC. Thus from each of the ten selected villages (polio health posts) ten eligible children were selected linear systematically from the list of all eligible children. In this way, the survey covered 100 eligible children household from the rural areas. All the selected children households were radio households too.

The interview method was adopted for data collection with the help of interview schedule. The interview schedule contained an enquiry about detailed information and profile of sample respondent in the initial page. The succeeding part deals with the questions related to the pulse polio immunisation programme. The interviews were taken entirely from the parents of the eligible children of selected households in both urban and

rural areas. Profile of the respondents has been shown in Table 3.

The field work was conducted on 18th and 19th January, 1997 in the aforesaid sample areas. A total of 200 respondents were interviewed (urban 100, rural-100).

### Major Findings

**Frequency of listening to radio:** The weekly listening frequency is broadly classified into four categories, viz. i) regularly (6-7 days), ii) frequently (3-5 days), iii) occasionally (1-2 days) and iv) rarely/never to know the frequency of listening behaviours among the respondents.

The analysis shows that highest percentage of the total respondents normally listen to radio regularly (43 per cent), followed by frequently (25.5 per cent). Besides this, a considerable 18 per cent of them usually listen to radio occasionally as shown in Table 4.

Urban and rural wise variation shows that the regular listening to radio has been more in urban areas (49 per cent)

as compared to rural areas (37 per cent). But, frequent listening to radio has been comparatively more in rural areas (31 per cent) than that of urban areas (20 per cent).

Moreover, combining all of the above said listening frequencies except rarely/never, it may be said that majority of the respondents (86.5 per cent) normally listen to All India Radio.

**Normal timings of listening to radio:** In fact, majority of the total respondents (70 per cent) normally prefer to listen to radio during the time chunk between 7 AM to 8 AM in the morning. Similar trend can be seen in both urban and rural areas though listening percentage is comparatively more in urban area (76 per cent) than rural areas (64 per cent). Next to this, has been 8 AM to 9 AM time chunk (44.5 per cent), followed by 6 AM to 7 AM (40 per cent) in the morning. Thereafter, it declines to 29.5 per cent during 9 AM to 10 AM time chunk.

Apart from this, a good percentage of the respondents (38 per cent) normally prefer to listen to radio during the time chunk of 6 PM to 7 PM in the evening, followed by 7 PM to 8 PM time chunk (35 per cent). Except the above mentioned time chunks, the percentages of such listening preferences have been much less in all other time chunks during day time and night too.

The urban and rural wise variation shows that the preference of listening to radio in the different morning time chunks mainly between the period of 6 AM to 10 AM have been comparatively more in urban areas than rural areas. But, in the evening time chunks during the period of 6 PM to 8 PM such preference to listening to radio have been much higher in rural areas as compared to urban areas.

So, it may be said that though the prime time chunk for both urban and rural areas have been 7 AM to 8 AM mainly, there is a difference in case of

preference for other suitable/convenient time chunks. Like, in urban areas the other most suitable time chunks are 6 AM to 7 AM (52 per cent), 8 AM to 9 AM (49 per cent), and 9 AM to 10 AM (42 per cent) respectively in the morning only. While in rural areas the other most suitable/convenient time chunks are 8 AM to 9 AM (40 per cent) in the morning, and 6 PM to 7 PM (51 per cent) and 7 PM to 8 PM (47 per cent) in the evening respectively as shown in Table 5.

### Immunisation Status

Of the total 200 respondents, majority of their children were immunized (97.5 per cent) through such pulse polio immunisation programme. Similar trends were found both in urban and rural areas (Table 6). Therefore, it may be said that the success of PPI held on 18.1.97 had been nearly cent per cent in Tiruchirappalli.

Only 2.5 per cent of the respondents' children were not immunized due to various reasons, like—i) they went to other places on the date of the immunisation programme; ii) at that time the child was suffering from chicken pox disease.

**Sources of information regarding pulse polio campaign/programme:** The majority of the total respondents viewed that the radio was their source to get the information about the pulse polio immunisation programme. Next to radio had been block staff/health staff/government staff (55 per cent), followed by television (53.5 per cent).

Urban-rural variation shows that next to radio had been television in urban area (54 per cent), while in rural areas the block staff/health staff/government staff (63 per cent) was next to radio, as the source of getting such information. Apart from this, the friends/relatives (45 per cent) and also the public leaders/politicians/NGOs/voluntary organisation (43 per cent) also played an important role as their source of information particularly in urban areas.

**Table :5**

### Timings of listening to Radio (time chunk)

(percentage distribution)

Hours of listening	Base	Urban	Rural	Total
		100	100	200
		%	%	%
0600 hrs to 0700 hrs		52.0	28.0	40.0
0700 hrs to 0800 hrs		76.0	64.0	70.0
0800 hrs to 0900 hrs		49.0	40.0	44.5
0900 hrs to 1000 hrs		42.0	17.0	29.5
1000 hrs to 1100 hrs		27.0	2.0	14.5
1100 hrs to 1200 hrs		—	5.0	2.5
1200 hrs to 1300 hrs		1.0	14.0	7.5
1300 hrs to 1400 hrs		3.0	4.0	3.5
1400 hrs to 1500 hrs		9.0	14.0	11.5
1500 hrs to 1600 hrs		12.0	10.0	11.0
1600 hrs to 1700 hrs		9.0	6.0	7.5
1700 hrs to 1800 hrs		13.0	21.0	17.0
1800 hrs to 1900 hrs		25.0	51.0	38.0
1900 hrs to 2000 hrs		23.0	47.0	35.0
2000 hrs to 2100 hrs		9.0	26.0	17.5
2100 hrs to 2200 hrs		2	7	4.5
2200 hrs to 2300 hrs		—	—	—

Source: Field Survey, January, 1997.

**Table :6**

### Immunisation status of child of the respondents

(percentage distribution)

Immunisation status	Base	Urban	Rural	Total
		100	100	200
		%	%	%
Immunized		97.0	98.0	97.5
Not immunized on either dates or both		3.0	2.0	2.5

Source : Field Survey, January, 1997.

So it may be said that the radio played a vital and dominating role in disseminating the required and key information about pulse polio immunisation programme as compared to other sources of information which took part in such campaign, particularly

in this region.

**Reception of useful message on the pulse polio immunisation programme through All India Radio, Tiruchirappalli:** Majority of the total respondents (90.5 per cent) opined that they received useful

message/information on pulse polio immunisation programme through various programmes broadcast from All India Radio, Tiruchirapalli. And, similar trends were found both in urban (90.0 per cent) and rural (91.0 per cent) areas.

In fact, the All India Radio, Tiruchirapalli broadcast a number of programmes through which the message on pulse polio immunisation programme had been disseminated and communicated to the people in the region. But there is variation in the effectivity of various programmes broadcast in communicating such message. Among the various programmes broadcast, the news broadcast played a very effective role in this regard, and the majority of the respondents (75.5 per cent) viewed that they received useful information through news broadcast. Next to news had been the special announcements on pulse polio immunisation programme (43 per cent), through which the respondent also received such useful information.

Apart from this, a substantial percentage of respondents also viewed that the songs/slogans (40 per cent) and Nalagalvi (36.5 per cent) programmes also played effective role in disseminating such message. Moreover, Gramasamudhayam (Rural) and jingles broadcast played an effective role, viewed by 14 and 13 per cent of the respondents respectively.

Majority of the respondents stated that they received important and useful information on pulse polio programme through various programmes broadcast by All India Radio, Tiruchirapalli.

They also received information regarding:

1. Age of the child to be immunized (89.5 per cent).
2. Place and dates on which the pulse polio drops to be administered (88.5 per cent).
3. The necessity of giving oral drops to a child even if it had already been administered regular polio drops

**Table :7**

**Source of information on pulse polio campaign**

(percentage distribution)

Source	Base	Urban	Rural	Total
		100	100	200
1. Radio		93.0	92.0	92.5
2. TV		54.0	53.0	53.5
3. Newspapers/magazines		25.0	31.0	28.0
4. Block staff/health staff/ govt. staff		47.0	63.0	55.0
5. Friends/relatives		45.0	22.0	33.5
6. Public leaders/politicians NGOs/voluntary organisations		43.0	7.0	25.0
7. Posters/hoardings/slogans		23.0	16.0	19.5
8. Songs/plays/public announcements		32.0	32.0	32.0

Source : Field Survey, January, 1997.

**Table :8**

**Extent of respondents' perception regarding major role played by radio in disseminating information about various health and rural development programmes/schemes**

(percentage distribution)

Rural/urban	Extent of perception		
	Base	Yes	No
Rural	100	91.0	9.0
Urban	100	66.0	34.0
Total	200	78.5	21.5

Source : Field Survey, January, 1997.

earlier (88.5 per cent).

4. The necessity of giving oral drops even to a child who is ill during the campaign (83 per cent).

Majority of the respondents (78.5 per cent) opined that the radio has a major and important role to play in disseminating, communicating information regarding various health and rural development programmes/schemes. But there is marked urban-rural variation in terms of respondents' opinion as regards the role of radio in disseminating the information on various health and rural development

programmes/schemes. That the respondents' percentage was more in rural areas (92 per cent) than that of urban areas (65 per cent).

It may be mentioned here that the majority of the respondents (83 per cent) were satisfied with the present role of All India Radio, Tiruchirapalli in pulse polio mass campaign and they did not suggest any changes in the present pattern. Similar trends were found both in urban (78.0 per cent) and rural (88.0 per cent) areas.

But, a considerable percentage of

respondents (17 per cent) suggested that some changes are required, like:

1. Songs, plays, stories, folk songs and comedies may be used as a medium to convey the information.
2. Programme should be simple; information may be given in the form of spots regularly.
3. Time of broadcast be made suitable to leisure hours i.e. after 8 PM; and morning transmission hours may be extended to 11 AM.

In this context, majority of the respondents (78.5 per cent) perceived that the radio played a major and positive role in disseminating information about various health and rural development programmes/schemes. In case of urban-rural variation, majority of rural (91.0 per cent) and urban (66.0 per cent) respondents viewed positive in this regard (Table 7).

The following are the notable perceptions of respondents as regards to the major role played by radio in disseminating information particularly on various health and rural development programmes/schemes.

1. Rural and Agricultural programmes are very useful for rural people as these deal with agricultural development and handicraft, etc.
2. More information is disseminated in the form of programmes/announcement on subjects of development/health only through All India Radio.
3. Programmes like Nalakaalvi (health hints), programmes on health,

environment, education, women are useful to the people.

4. Programmes like Doctor's Opinion are useful to the common people in getting advice on health.

**Notable suggestions** made by respondents as regards the improvement of radio's role in disseminating information about mass campaign/programmes are:

1. Programmes may be presented by cine artistes and information should be given in the form of stories and songs.
2. Regular information on health aspects like immunisation should be broadcast.
3. Information on the reasons/ways by which diseases affect the human body should be broadcast.
4. Information may be delivered in between film songs.
5. Plays, songs, quiz, question and answer programmes may be used to disseminate information and they may be frequently broadcast.
6. More awareness programmes for rural people should be broadcast.
7. Time of broadcast is required to be more suitable for workers (preferably in the night).
8. Frequency of programmes disseminating information may be increased and programmes on social service, national integration etc., may be included for frequent broadcast.
9. Attractive talk/discussion may be broadcast frequently.

10. Information on development programmes/health campaign may be broadcast in the morning before 8 o' clock and after 6 o' clock in the evening.

### Conclusion

It may be said that the All India Radio vis-a-vis All India Radio, Tiruchirappalli had played an important and effective role to disseminate essential and key information for familiarising the pulse polio immunisation programme organised on 18th January, 1997, as felt by the audience.

Apart from this, it reveals that the All India Radio had provided an important service and played a crucial role along with other government/non-government/voluntary agencies particularly to popularise the PPI programme and making a success.

Moreover, the study also shows that the audience is quite aware and conscious about the potentiality of All India Radio as playing a great and effective role in disseminating essential information on various health and other important mass programmes, other development programmes/schemes for the betterment of common people, and also to create awareness among the common people in this regard. □

*The author, who is now Audience Research Officer, AIR, Ranchi, was earlier posted at Tiruchirappalli.*

Note: The major findings of this article is entirely based on the survey report of the study titled "The Role of All India Radio in Communicating and Familiarising the Pulse Polio Immunization Mass Campaign", prepared by the Audience Research Unit, All India Radio, Tiruchirappalli, Tamil Nadu.

**EACH ONE TEACH ONE**

# NEW ARRIVALS JANUARY 1998



GOVERNMENT OF INDIA  
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List of New Arrivals of Govt. of India Publications and Periodicals released during the month of JANUARY, 1998.

S.No.	Year of Printing & Title	Symbol	Price
1.	<b>Annual Survey of Industries 1989-90 Factory Sector</b> (In 15 Volumes) Vol. X (Printing 1996)	PCSO.33.89-90 Vol. X	230.00
2.	<b>Annual Survey of Industries 1989-90. Factory Sector</b> (In 15 Volumes) Volume-XI (Printing 1996)	PCSO.33.89-90 Vol. XI	260.00
3.	<b>-do-</b> (In 15 Volumes) Vol. XIV (Printing 1996)	PCSO.33.89-90 Vol. XIV	510.00
4.	<b>-do-</b> (In 15 Volumes) Vol. XV (Printing .1996)	PCSO.33.89-90 Vol. XV	240.00
5.	<b>-do- (Survey Year : 1993-94)</b> (Survey Year : 1994-1995) Factory Sector (In 15 Volumes) Vol. IX (Printing 1996)	PCSO.33.93-94 Vol. IX	380.00
6.	<b>Monthly Abstract of Statistic</b> Volume-50, No.2 February, 1997. (Magha-Phalguna 1918 Saka)	PCSO.26.2.97	170.00
7.	<b>Sarvekshana</b> Vol.XVIII No.3 62nd Issue' Jan-March 1995	PDOS.57.XVIII.1.95	120.00
8.	<b>-do-</b> Vol. XIX No. 1. 64th Issue July-Sept. 1995	PDOS.57.XIX.1.95	120.00
9.	<b>चीनी उद्योग पर प्रतिवेदन</b> (फरवरी, 1994) (Printing 1996)	PLD.38 (Eng.)	200.00
23.	<b>Occupational Wage Survey</b> fifth round Report on Ten Engineering Industries 1995-96 (Printing 1996)	PDLB.436 (Vol. I)	160.00
24.	<b>Indian Law Reports Delhi Series 1996 (ILR) (1996) II</b> Delhi) Vol. II, Part-VI (December, 1996) (Containing cases determined by the High Court of Delhi)	PSD.25.12.96	50.00
25.	<b>The Supreme Court Reports.</b> Containing Cases Determined by the Supreme Court of India. GENERAL INDEX (1994) 1 S.C.R	PSC.4 (Index) 1994(I)	15.00
26.	<b>-do-</b> Suppl. 1 S.C.R. (1993)	PSC.4.1993 (Suppl.) (I)	130.00
27.	<b>Indian Labour Journal</b> Vol. 38, July, August, September, October, 1997 No. 7, 8, 9 & 10	(each Issue)	130.00
28.	<b>लघु उद्योग समाचार वर्ष 21 अंक</b> 4 नवम्बर 1996	पी.डी.सी.एस.आई. 57-11-96 (हिन्दी)	4.00
29.	<b>कृषि समीक्षा फरवरी, मार्च 1997</b> खंड 27 अंक 11,12	पी. डी. ई. एस. 9-2-3-98	10.00
		(प्रत्येक अंक)	
30.	<b>भाषा</b> (भारतीय भाषाओं एवं साहित्य की पत्रिका) मार्च - अप्रैल, जुलाई - अगस्त 1996	पी. ई. डी. 305.2-4-96	6.00
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davp 97/748

# Population Programme In The Ninth Plan

P.H. Reddy

THE approach Paper to the Ninth Plan has not only identified the factors that contribute to high population growth, but also estimated its percentage. These are (1) the large size of the population in the reproductive age and its estimated contribution to population growth which is 60 per cent; (2) higher fertility due to lack of contraceptive methods and its estimated contribution is 20 per cent; and, (3) high wanted fertility due to high infant mortality rate and its estimated contribution which is 20 per cent. Let us examine briefly the three factors in turn.

## Large Size

An examination of the number and proportion of currently married women (CMW) in the reproductive age of 15-44 years in 1961, 1971, 1981 and 1991 reveals a substantial increase in their number. For example, the number of CMW in the reproductive age of 15-44 years increased from about 78.8 million in 1961 to 144.2 million in 1991. The reason for the increase is high fertility in the past. This is sometimes called "echo effect".

Further examination reveals that the proportion of CMW in the age group 15-19 years in the total number of CMW in the reproductive age has gradually declined from a little over 15 per cent in 1961 to 9 per cent in 1991. The reason is obvious: increase in the age at marriage of girls. There is also some decline in the proportion of CMW in the age group 20-24 years from a little over 22 per cent in 1961 to a little less than 21 per cent. As might be expected, there is an increase in the

proportions of CMW in the older age groups.

Thus, the Approach Paper is right in assuming increase in the size of the population in the reproductive age as one of the factors that contribute to high population growth in India. But how the Approach Paper estimated its contribution to population growth as 60 per cent is far from clear.

## Unmet Need

Unmet need for contraception is identified as one of the three factors that contribute to high population growth in India and its contribution is estimated to be 20 per cent. Incidentally, what is meant by unmet need? The unmet need for terminal family planning methods is estimated on the basis of survey information on the number of CMW in the reproductive age who say that they do not want any more children but are not practising any terminal method; the unmet need for spacing methods is estimated on the basis of survey information on the number of CMW in the reproductive age who say that they want to wait for at least two years before having the next child but are not practising any temporary family planning method; and the combined estimate gives the total unmet need.

How did the Approach Paper arrive at the estimate of 20 per cent contribution of unmet need to high population growth? It is perhaps taken from the "findings" of the national family health survey (NFHS) conducted in 1992-93. But the finding of the NFHS is that 20 per cent of the CMW in the reproductive

age had the unmet need for contraception. One does not think that the finding of the NFHS that the need for family planning of about 20 per cent of the CMW has not been met and the Approach Paper's estimate of 20 per cent contribution of unmet need for family planning to high population growth are the same. Thus, the estimate of contribution of unmet need to high population growth is as mysterious as the contribution of the large size of the population in the reproductive age.

## Infant Mortality

The Approach Paper has rightly identified high infant mortality rate as one of the factors contributing to high population growth. It is true that unless couples are reasonably certain that two or three children born to them will survive to adulthood, they will not accept the idea and some method or the other of family planning.

A quick examination of the decline in the crude death rate and infant mortality rate reveals that the former has declined by about 42 per cent from about 16 per 1000 population in 1975 to a little over 9 in 1994, while the latter has declined by about 48 per cent from 140 per 1000 live births in 1975 to 73 in 1994. Although infants have benefitted slightly more than adults from the improvement in living conditions, infant mortality is so high that it cannot create confidence in the minds of couples to accept a family planning method, especially a terminal method.

The Approach Paper has estimated that the contribution to high population

growth because of high desired level of fertility due to high infant mortality is 20 per cent.

Apart from the three factors identified by the Approach Paper, there could be other factors that contribute to high population growth. A large scale survey conducted in Karnataka has revealed that the reasons for non-acceptance of family planning, as given by CMW in the reproductive age, included desire for son, desire for daughter, desire for as many children as possible, objection from elders/spouse, personally against family planning, family planning against religion and no one to help at the time of bed-rest after tubectomy or in the event of complications arising from the adoption of a family planning method. Thus, the assumption of the Approach Paper that only three factors contribute to high population growth is not correct.

### Strategies

On the basis of the three factors identified and their estimated contribution to high population growth, the Approach Paper has stated the objectives of the population programme in the Ninth Plan had identified the strategies to achieve the objectives. But before that, the Approach Paper has said, "while the population growth contributed by the demographic factor of large population in the reproductive age group will continue, the other two factors need effective and prompt remedial action".

While it is not possible to reduce the large size of population in the reproductive age group, it should be certainly possible to reduce its contribution of "60 per cent" to the high population growth.

The twin objectives are, therefore, limited to:

(1) meeting the unmet need for contraception, and

(2) reducing the infant and maternal morbidity and mortality so that there is a reduction in the desired number of

children.

The twin strategies proposed to be adopted are: (1) assessment of the needs for reproductive and child health (RCH) at the Primary Health Centre level and undertaking of area-specific microplanning, and (2) provision of need-based, client-centered and demand-driven high quality of RCH services. All these years, the emphasis was on macroplanning and population-based approach. The shift to area-specific microplanning and need-based approach is a welcome one.

### Male Participation

The Approach Paper has rightly said that programmes will be directed, *inter alia*, towards "promoting male participation in the planned parenthood movement and increasing level of acceptance of vasectomy". It is true that the onus of family planning has been on women. Between 1956-57, the year in which sterilizations were introduced into the family welfare programme, and 1992-93, the latest year for which information is available, the proportion of vasectomies accounted for less than one-third of the total sterilizations. Over the years, the proportion of vasectomies has drastically come down. In 1992-93, the proportion of vasectomies accounted for as low as 3.5 per cent of the total number of sterilizations.

Even in the adoption of spacing methods, men lag behind women. In India, in 1993, 8.3 per cent of the CMW in the reproductive age were effectively protected by spacing methods (6.3 per cent by IUD and 2 per cent by oral pills), as compared to 4.9 per cent on men with wives in the child-bearing age who were using condoms.

### Other Issues

There are other issues which are relevant to the population programme. These are promotion of spacing methods, incentives for family planning acceptors and disincentives for non-acceptors, family planning method-specific targets for all the states and

union territories, the number and proportion of couples to be protected by different family planning methods, and demographic goal to be achieved by the end of the Ninth Plan period.

Right from the inception of the family welfare programme, emphasis has been on limiting the number of children and not so much on spacing the children. As a result, sterilization has been promoted and spacing methods neglected. Of all the family planning acceptors, sterilization acceptors account for more than 80 per cent and acceptors and spacing methods for less than 20 per cent. Generally, couples accept sterilization when they are somewhat old and when they already have more children than the number propagated by the family welfare programme. In order to have significant reduction in population growth, it is absolutely necessary to promote the adoption of spacing methods by young couples. But the Approach Paper is silent about the importance of promoting spacing methods.

The Eighth Plan made incentives and disincentives as a strategy to promote family planning. But no mention is made of incentives and disincentives in the Approach Paper to the Ninth Plan. Of course, the issue of incentives and disincentives bristles with controversies.

In the past, family planning method-specific targets were set for all the state and union territories. But because of the "tyranny" of targets, these have been discontinued from 1996-97. The performance of family welfare programme in 1996-97 seems to have suffered a set-back in many states because of the target-free approach. It is necessary to have targets which will serve as guide-posts towards which action should be oriented. Of course, care should be taken not to use coercion or compulsion in achieving the targets. □

*The author is Officer on Special Duty, Strategic Planning Cell, KHSDP Population Centre, Govt. of Karnataka, Bangalore.*

# Karnataka Forges Ahead

M.N. Shankar

KARNATAKA, one of the fastest growing states in the country in the field of education and technology has made tremendous strides in information technology recently. It is making all out efforts to retain an edge over other states in software technology. There is tremendous scope for development of IT sector in the entire state, particularly in Bangalore, popularly described as Silicon Valley of India and capital of Karnataka.

The total exports of softwares from Karnataka is expected to reach Rs. 5000 crore by the end of year 2000 and the state is maintaining the top position in the country for exports of software. There are many computer industries located in Karnataka producing branded computer hardwares including peripherals. The total production of hardware is expected to reach a record Rs. 2000 crore by the end of the century. The development of software sector is quite rapid over the last ten years, thanks to the steps taken by the Karnataka government. Once upwards on the 'ladder', the state never looked back. In terms of investment also, the state has been able to attract foreign investors which has resulted in increased export of software.

The state government owned Karnataka State Electronics Development Corporation (KEONICS), has planned to set up three more software technology parks, one each at Mysore, Mangalore and Dharwar in order to encourage and boost software production as also exports from the state. The state government has already obtained approvals from the concerned authorities and implementation of the projects is in full swing. KEONICS has also proposed

to put up one Earth Station in each of the software technology parks which further assists and boosts software exports enabling access to any part of the world at any point of time. Following the success in establishing the first electronic city in Bangalore, and due to growing demand for requirement of land by the entrepreneurs, KEONICS is contemplating to set up Electronic City-II adjacent to the present one. Electronic cities are also planned at Mysore, Dharwar and Mangalore. They are expected to come up in the near future. To cope with the phenomenal growth of computer industry and requirement of related trained manpower, KEONICS has targetted training centres in each district of the state to impart training to the educated youth in the field of computer software/hardware and electronics. An ambitious and business oriented joint venture of the Indian and Singapore investors—International Technology Park at Whitefield in Bangalore is now operational.

Keeping in view the larger interest of the state, the Karnataka Government has announced a comprehensive policy, exclusively for IT sector. Titled Information Technology Policy of Karnataka—1997, the policy aims at providing top priority for the growth of IT industry in the state, serve as an important tool to increase employment potential to absorb major portion of the educated unemployed, to enable the state particularly Bangalore to retain pre-eminent position in the IT field and to encourage and accelerate the use of information technology in schools, colleges and other educational institutions in the state.

The IT policy 1997 has certain

distinct features which include among others, connectivity between and among all offices of the government, to enable the government employees to utilise IT technology to increase production in the next five years and computerisation of all tax collecting departments in the next two years. The IT policy 1997 provides use of IT for further development of industry and teaching process. It provides for specialisation in computer education in respect of school and college students. The policy provides for setting up of an autonomous Indian Institute of Information Technology (IIIT) at Bangalore, to be funded by state and Central governments, foreign foundations and NRIs and other. The IIIT would conduct research in software engineering and productivity and also short term courses for industry. This would act as a nodal agency for the growth of information technology education in Karnataka. The policy exempts IT industries from payment of entry tax and purchase tax on computer hardware, computer peripherals and other capital goods including power generation sets for a period of five years from the date of implementation. There are many other concessions also.

It is not just the government, even individuals have supported the cause of IT sector in the state. The Chief Minister undertook a 12-day investment initiative mission to US and UK in June this year to attract investments in Karnataka, particularly Bangalore. He was accompanied by a team of cabinet colleagues and top experts. The focus of the mission included infrastructural development, power generation, development of roads and specially that of information technology. The team's visit evoked positive response from industrialists and NRIs at Pittsburgh, Washington, New York and Boston in the U.S. and also in London. Even World Bank has assured its aid for software sector in Karnataka. □

# Himachal Strides Ahead In Horticulture

Dr. Harender Raj And Dr. M.L. Bhardwaj

SOCIAL and economic development of hilly regions is often littered with challenges due to difference in topography, ecology, environment, vegetation, soil erosion, difficulty of irrigation, lack of adequate communication, transportation and marketing facilities etc. Among all the hill states, Himachal Pradesh has achieved remarkable success after independence in boosting the social and economic status of its people through the intensive development of horticulture. The main emphasis and priority of the state government during the last 50 years and with the back up facilities provided by the University of Horticulture and Forestry at Nauni in district Solan since 1985 and earlier as College of Agriculture and Horticulture Complex since 1962, it has made horticulture the backbone of the economy of the state. The climatic conditions which ranges from sub-tropical to temperate with a topography of low hills and valley areas near the plains to mid-hills and extending upto cold and dry zone, offer special advantage for growing of various types of fruits, vegetables, flowers, hops and apiary, mushroom and fruit processing. The strides made by the state in different horticultural fields are described here.

## Fruit Production

The area under fruit crops increased rapidly in Himachal Pradesh from 1950-51 onwards. The total area under fruit cultivation rose from 600 ha in 1950-51 to 6004 ha in 1960-61. The increase in area during the period 1960-61 was almost 32 times (Table 1). Apple is the dominant fruit crop in the state being cultivated in 78,292 ha of land and its cultivation is mainly concentrated in

the districts of Shimla, Kulu, Kinnaur, Mandi and Chamba. Citrus, mango and litchi are other important fruit crops grown in 38,595, 20,000 and 2,000 ha areas respectively in the state. These fruit crops are cultivated in the lower regions and valley areas of Kangra, Hamirpur, Bilaspur, Una and Sirmour districts adjoining the plains. Besides, fruit crops like pear, plum, peach, almond, walnut, olive and apricot are also grown in the state. Plantations of some new fruit crops like kiwi, strawberry and pecan are also steadily coming up. Among various fruit crops grown in the state apple contributes about 90 per cent of the total fruit production (Table 2). Apple production has gone up 23 times during 1960-61 to 1995-96. The state exports about 1 crore and 75 lakh apple boxes to other states every year. Citrus and mango are other fruits with annual production of 5,840 and 4,446 tonnes. Presently, the state is known as the apple state in the country but the progress made in production of other fruits is bound to make it as a fruit bowl of the country.

## Vegetables

In Himachal Pradesh, the agro-climatic conditions are congenial for the production of a variety of vegetable crops like tomato, garden peas, beans, capsicum, cabbage, cauliflower and cucurbits. Besides, the state has agro-climatic conditions conducive for growing rare exotic vegetables like asparagus, broccoli, brussel sprout, celery, lettuce, parsley and sarda melon. All vegetables grown in the state are off-season to the people in plains, reaching markets in lean period and thus fetching very high price. The state has good climate for production of quality seeds of cauliflower, cabbage, sugarbeet and chicory. Solan, Kullu and Shimla are the leading districts in acreage and production of different vegetables. Presently, the area under vegetable crops in the state is 25,000 ha with estimated production of about 425 thousand tonnes (Table 3). The area under vegetable crops increased from 12,000 ha in 1970-71 to 25,000 ha in 1995-96 with corresponding increase in production from 114 thousand tonnes to 425 thousand tonnes. The state has much higher productivity of vegetables (17 tonnes/ha) than our national average (9.8 tonnes/ha). In particular, productivity of garden pea, tomato, cabbage and cauliflower is 3-4 times higher than our national average.

Table 1 : Area under different fruit crops

Year	Apple	Other temperate fruits	Nuts and dry fruits	Citrus	(Hectares)	
					Other sub-tropical fruits	Total
1960-61	3,025	900	231	1,225	623	6,004
1965-66	12,711	4,147	708	2,956	1,836	22,353
1970-71	26,735	7,563	1,745	5,495	2,791	44,329
1975-76	35,076	12,08	3,543	7,552	5,136	63,385
1980-81	43,356	17,464	6,895	14,471	10,282	2,467
1985-86	51,103	24,944	10,455	27,365	14,903	1,28,770
1990-91	62,828	28,462	13,154	36,005	22,881	1,63,330
1995-96	78,292	31,292	15,237	38,595	32,268	1,95,684

Source: Economic Review 1997, Department of Economics and Statistics, Himachal Pradesh.

**Table 2 : Production of different fruits**

Year	(thousand tonnes)					Total
	Apple	Other temperate fruits	Nuts and dry fruits	Citrus	Other sub-tropical fruits	
1960-61	12.00	3.00	0.15	3.40	0.16	18.71
1965-66	24.00	4.40	0.50	6.01	2.00	3.91
1970-71	103.12	20.40	1.49	14.54	9.03	148.58
1975-76	200.00	17.43	1.91	16.66	10.90	245.90
1980-81	118.01	9.26	1.78	4.40	6.37	139.83
1985-86	174.62	21.14	1.74	4.72	5.52	207.74
1990-1	342.07	14.93	3.11	12.60	13.60	386.31
1995-96	276.68	21.07	2.48	5.84	5.82	311.84

Source: Economic Review 1997, Department of Economics and Statistics, Himachal Pradesh.

### Floriculture

Floriculture has picked up commercially in Himachal Pradesh with the area under its production increasing gradually. The commercial production of floriculture which was introduced in the state in 1959 began in 1980. The total area under floriculture which was 5 ha in 1980 has now increased to 100 hectares. The state has great potential for profitable production of cut flowers of gladiolus, carnation, chrysanthemum and narcissus; bulbs of gladiolus, tulip, lilies and dahlia; seeds of various annual flowers; various indoor plants and raising of saplings of a variety of trees, shrubs, climbers and ground cover used for landscaping. Commercial floriculture has become popular in districts of Sirmaur, Solan, Kullu and Kangra. Twenty eight cooperative societies employing over 1000 farmers are engaged in floriculture trade and the annual sale has touched Rs. 4 crore. In order to encourage floriculture, the government has introduced greenhouse/polyhouse farming and the drip irrigation system. Subsidy is being given for making polyhouses and setting up the drip irrigation system. An area of 35,666 square metres has been brought under polyhouses by erecting 597 polyhouses. The state government is providing several facilities for the development of floriculture. These

include free technical advisory services, intensive training in floriculture production technology, arrangement of quality plant material, study tours and marketing etc.

### Bee-Keeping

Himachal Pradesh has enormous potentialities for bee-keeping due to varied agro-climatic conditions and diversity of bee-flora. The modern bee-keeping was started in the state in Kullu Valley in 1934 and in Kangra Valley in 1936. The state took the lead in

introducing the exotic honey bees *Apis mellifera* for the first time in India during 1962-63. As a result of this introduction and the subsequent research done on various aspects of bee-keeping in Himachal Pradesh, there has virtually been a revolution in bee-keeping in the state. Before the introduction of *Apis mellifera*, the production of honey in the state was around 10 tonnes and there were about 150 bee-keepers having 2,500 colonies of *Apis cerana indica*. But after the introduction of *A. mellifera*, by 1992 the honey production increased to 150 tonnes from 10,000 colonies with 1,100 bee-keepers. Honey production is appreciably increasing in the state with a record production of 284 tonnes during the year 1996. Honey produced in the state is in great demand due to its medicinal values and absence from pesticide residues. Some of the top brands of honey selling in the market in India are sourcing their requirements from the state.

### Mushroom Production

Himachal Pradesh is the leading state in the country in mushroom production. It produces about 10 per cent of total button mushrooms production in the

**Table 3 : Area and production of different vegetables (1995-96)**

Name of the vegetable/crop	Area (ha)	Production (tonnes)	Productivity per ha (tonnes)
Garden pea	7,220	72,773	10.01
Tomato	2,570	79,057	30.76
Beans	2,080	20,853	10.03
Onion and garlic	1,500	29,535	19.69
Cabbage	1,640	42,656	26.01
Cauliflower	690	13,800	20.00
Root Vegetables	845	18,421	21.80
Okra	390	4,875	12.50
Capsicum & chillies	1,045	10,241	9.80
Brinjal	265	4,532	17.10
Spinach and other leafy vegetables	2,850	28,557	10.02
Other minor vegetables	1,225	15,803	12.90
<b>Total</b>	<b>25,000</b>	<b>4,25,000</b>	

Source: Directorate of Agriculture, Himachal Pradesh.

country. History of mushroom growing in the state goes back to the history of mushroom growing in India as it was in 1961 that first attempt to grow button mushroom was made at Chambaghat in district Solan. Solan is the leading city.

**Table 4: Progress of mushroom production in Himachal Pradesh**

Year	Production (tonnes)	Number of Growers
1981-82	288	96
1983-84	405	293
1985-86	405	293
1987-88	525	384
1989-90	516	412
1991-92	539	475
1993-94	1,107	630
1995-96	2,168	748

Source: Directorate of Horticulture, Himachal Pradesh.

in the country in mushroom production technology and the manpower engaged in research and development and was thus declared Mushroom City of the country by the government in 1997. Many factors have contributed for making the state a major producer of mushrooms—predominantly temperate

climate, research and development institutions, incentives by the government, availability of pasteurized compost and quality spawn, frequent supervision and guidance by the experts etc. A record number of around 4,000 persons, majority of whom consist of unemployed rural youth, were imparted training in mushroom production technology by the state government during the last 10 years. More than 50 per cent of total R & D manpower engaged in mushroom is located at Solan in Mushroom Research Laboratory of Dr. Y.S. Parmar University of Horticulture and Forestry and National Centre of Mushroom Research and Training in the state. There is a phenomenal increase of 7 times in mushroom production in the state during the years 1981-82 to 1995-96 (Table 4).

To bring about diversification in the horticulture industry in the state, special efforts are being made to promote other horticultural crops of economic importance like olive, hops, strawberry and kiwi fruit. During the years 1993-96, 280 tonnes of hops were produced in the state. The state government has also established a hops drying and processing unit of 24 tonnes capacity in

the state. The state also has a close-knit marketing network in the country through its agency Horticultural Produce Marketing Corporation for the sale of fruits and fruit processed products. To strengthen it further, five cold storages are being established at Parwanoo, Calcutta, Hyderabad and Chennai. Fruits, vegetables and other food processing have been given top priority in the state with the establishment of four big and 20 small fruit processing units. During the years 1993 to 1996, 600 tonnes of apple juice concentrate, 45 tonnes of pear juice and 12 tonnes of apple juice scented were exported from the state.

In Himachal Pradesh, horticulture has become the backbone of the economy with a turnover of around 1000 crore per annum. It has certainly transformed the lives of more than 55 lakh people of this hill state with an increase of 36 times in per capita income from Rs. 240 in 1948 to Rs. 8747 in 1997, thus making the state as a model hills state in the country. □

*The authors are scientists at Regional Horticultural Research Station, Dr. Y.S. Parmar University of Horticulture and Forestry, Kangra, H.P.*

**(RURAL... Contd. From Page 22)**

has gone up to 52.5 per cent in 1991. It implies during the decade between 1981 and 1991, the growth of literacy was 16 per cent. The growth of literacy rate is expected to increase and this in turn will lead to greater awareness of products and brands. Literacy rate is increasing in rural areas and rural people are not very much lagging behind. This has its own impact on marketing. Education is one of the primary determinants of consumer behaviour. Education increases awareness and awareness helps people to change their old and traditional philosophy.

**4. Audio-visual Media :** Radio and TV have revolutionised the entire marketing

scenario. Practically TV is more effective in conveying and injecting an idea. TV has changed the rural folk's outlook, attitude and lifestyles. It penetrates into rural areas smoothly and makes the work of sales personnel easy. Radio covers 62 per cent of the urban and 40 per cent of the rural population. TV covers 80 per cent of the urban and 35 per cent of the rural population. In some rural areas which are in the hinterland of towns and cities Doordarshan is being overshadowed by cable network. The net effect of increasing coverage of audio-visual media is greater and it provides greater exposure to modern lifestyles and brands.

**Concluding Remarks**

Under the changing socio-economic

scenario, rural market has great potentialities in India. The venturesome marketers should initiate the steps to identify the challenges for their products and find out necessary opportunities to explore the untapped potentialities of rural market. The market share of different products are likely to increase manifold so far as rural market is concerned by the end of the century. To sum up, appropriate marketing strategy for rural market should be formulated and both advertising and personal selling should form an integral part of that strategy. □

*The authors are Reader and M. Phil Student respectively of Assam University, Silchar.*

# A New Trendsetter City

D.R. Rajgopal

WITH an imaginative concept to save the suffocatingly over-crowded metropolis of Mumbai, a new self-reliant mega city, which is a replica of the metropolis has been developed on an unused land reclaimed from the Arabian sea.

A microcosm of the giant metropolis of old Mumbai, this city of New Mumbai —25 km from Mumbai's Chhatrapati Shivaji Terminus (the erstwhile Victoria Terminus, VT)—is today full of life.

Thanks to the initiative and innovative planning displayed by both the Indian Railways and its construction company, the IRCON, New Mumbai exudes optimism. New Mumbai, as city planners, sociologists and experts on planning and controlling demographic patterns suggest, does indeed constitute a watershed in the creation and construction of mega cities even in the most difficult and often, forbidding terrains.

It is no exaggeration to claim that the emergence of New Mumbai on the map of the vibrant and industrially advanced state of Maharashtra, as a counter-magnet to the metropolis of (old) Mumbai, brings in much-needed relief to the daily commuter, the suburbanite, the diligent house-wife, and the millions of blue and white collar employees in diverse spheres of life. Currently, both the Central Railway and the Western Railway handle daily 5.5 to 6 million commuters in (old) Mumbai. Another two million commuters are handled by Central Railways daily on the New Mumbai sector of the Indian Railways suburban transportation.

The two agencies of India, the

Indian Railways and the IRCON, have collectively laid on a sophisticated, fully-electrified double-track freight-cum-commuter rail link between New Mumbai and Chhatrapati Shivaji Terminus (CST) in old Mumbai. IRCON, with an impressive array of foreign assignments in hand, has become a byword for planning and executing vital national transportation projects in Algeria, Iran, Iraq, Turkey, Saudi Arabia, Nepal, Bangladesh, Malaysia and Indonesia. With such a background of professional experience, it is hardly surprising that the IRCON should have been called in by the City Industrial Development Corporation of Maharashtra (CIDCO) to undertake the planning, development and execution of the project of New Mumbai on a priority basis.

## Incredible Transformation

The CIDCO is understandably delighted at the incredible transformation of large areas of marshy land and swamp of the Arabian sea into green habitable suburbs of New Mumbai. Today, 45 trains run daily on each direction of the new double-track between Vashi in New Mumbai and the CST in old Mumbai. Thus, 90 suburban trains criss-cross the stretch of the new rail link, ferrying hundreds of thousands of commuters. Thanks to paramount factor of safety, especially on freshly reclaimed land, there are no freight coaches, nor any fast or double fast suburban trains as in other rail tracks on suburban rail travel on both Central and Western Railways. Since all trains are slow on this new track between old and new Mumbai, the journey spans 135 minutes in each direction. The ideal journey time or duration, which the IR wants to translate into reality is between 55-60 minutes, while BEST buses do

the same journey between old and new Mumbai in 90-120 minutes. New Mumbai has a total complement of 25 suburban railway stations and its new rail arteries would link it to the new harbour of Hnava Sheva which would offer facilities matching those that the sophisticated harbour of old Mumbai, given its vast professional experience and long track record, offers to all types of ocean-bound merchant and naval vessels.

The emergence of New Mumbai is undoubtedly a windfall for the demographer, planner, builder, investor and trader. For, while old Mumbai has a total area of 434 sq km, new Mumbai has 336 sq. km. While old Mumbai is growing every year by 3 to 4,00,000 in population, new Mumbai, with its vast space and relatively low population of 2.75-3.05 million, is today undoubtedly an attractive proposition. What was envisaged over three decades ago, in 1967-1968, has become a reality.

Since the project of new Mumbai is avant garde in its creation and construction, the agencies which have made it possible—the Indian Railways, the IRCON, the CIDCO—have now come up with innovative ideas to make maximum commercial use of the space over new railway stations and of vast stretches of unused land belonging to the Indian Railways; thus enabling these agencies to generate funds for financing a large number of welfare schemes worth Rs. 2870 crore.

While old Mumbai's transport arteries consist of five corridors, new Mumbai has six corridors. Besides, a ring railway system is in the offing to cater to the requirements of the spiralling number of commuters in the large and vital Belapur area of new Mumbai. Also, the new Mumbai Plan envisages the creation and construction of nodal settlements of people, housing blocks, multi-tiered/multi-storied apartments, shopping complexes and other such facilities, both commercial and otherwise.

(Contd. On Page 50)

# Regulating Obesity The Natural Way

Jacob Varghese And Dr. S. Natarajan

WHILE enjoying favourite dishes at home or in a restaurant, how often do we think of the importance of spices other than as a flavouring agent? Spices are regularly used by Indian housewives in the kitchen for culinary purposes. The uses of Indian spices have never been confined to the kitchen alone. Black pepper 'the king of spices' has been used from very early days to treat common cold and cough. Turmeric is the basic ingredient in face creams, skin ointments and is used as an antidote to poison. 'Capsicum' oleoresin from red chillies has recently entered the composition of ointments for quick relief from pain, swelling and inflammation.

Use of spices for preparation of perfumes and cosmetics was a well known practice amongst ladies of ancient India. Spices are mostly used to flavour insipid foods, acting as preservatives at the same time. Their presence restricts bad or unpleasant odour of the foods which is masked by the flavour of spices. The aroma of spices is due to volatile essential oils, the pungency is due to alkaloid like substances and the colour is due to fat or water soluble pigments.

The dried rind of the fruit of 'Malabar Tamarind' or 'Kodumpulli' (*Garcinia cambogia*) is traditionally used in culinary preparations involving fish in Kerala. In fact, fish flavoured with the acidic fruit rinds is a delicacy for Kerala's cuisines.

Recently this acidic fruit has excited the scientific world which became aware that it is the richest natural source (20-30%) of hydroxycitric acid and its lactone form, both of which are found to regulate obesity. Generally the hydroxycitric acid

is isolated as its calcium salt in the production process. The tree, which yields this 'acid fruit' occupies the backyards of Kerala's homesteads more often as one among the miscellaneous tree crops. Evergreen and tall spreading in stature, the tree is with glabrous shiny leaves and drooping branches. On an average, a 40 year old tree yields around 30 kgs of dried fruit rinds per year.

In the human system, glucose liberated during the digestion of carbohydrate food is either used as a source of fuel or stored as glycogen in liver and muscle tissue. When the glycogen reservoirs reach maximum level, a large portion of digested carbohydrates are diverted to lipid synthesis (lipogenesis). Lipogenesis represents an important mechanism for storage of carbohydrate energy. Obesity or fatness is due to excessive accumulation of body fat (lipid), usually caused by the consumption of more calories than the body can use. Overweight, if moderate, is not necessarily obesity, particularly if the individual is muscular or large boned. In general, however, a body weight 20% or more over the optimum tends to be associated with obesity. In modern life style, an abundant supply of readily available high-calorie foods and beverages, coupled with increasingly sedentary living habits that markedly reduce caloric needs, can easily lead to overeating. The stresses and tensions of modern living also cause some individuals to turn to foods and alcoholic drinks for 'relief'.

Obesity may be undesirable from an aesthetic sense, especially in parts of the world where slimness is the general preference; it is also a serious medical problem. Generally, obese persons have a shorter life expectancy, than their normal-weight counterparts.

All types of lipids, including cholesterol, cholesterol esters, triglycerides, diglycerides and phospholipids are suppressed by hydroxycitric acid.

Following the inhibition of lipid and cholesterol synthesis, some of the two carbon fragments are diverted to liver the synthesis of glycogen. With the accumulation of glycogen in the liver, liver cells transmit information to the brain to produce changes in food intake, leading to reduced food intake. This mechanism accounts for the reduction in appetite by hydroxycitric acid. The prolonged appetite loss induced by hydroxycitric acid causes significant decrease in total body weight and in total body fat.

Rind of *Garcinia* fruits form the exclusive source of hydroxycitric acid and India and Sri Lanka have the monopoly of this unique, exceptionally valuable raw material. Recently, the antiobesity potency of hydroxycitric acid has been clinically screened and confirmed.

In the near future, these natural products from *Garcinia* will surely replace the now available anorectic agents like amphetamine, methamphetamine, phenmetrazine, phendimetrazine, benzphetamine, mazindol etc. □

*The former author is Sr. Grade Lecturer at Centre for Post Graduate Studies & Research, Sacred Heart College, Cochin & the latter, Director & Executive Vice-President of a Bangalore-based chemicals company.*

## CORRECTION

*In article "The Fertiliser Scenario", on page 25, first para, line 23, it should read about 75 kgs and not as rendered. The error is regretted.*

# Women's Vocational Training Programme

WOMEN'S Vocational Training Programme was launched in 1977 by Directorate General of Employment and Training (DGE&T) in Ministry of Labour with the basic objective of providing wide range of equitable opportunities for skill training to women. Efforts have been made to expand and diversify vocational training facilities, not only for wage or self employment, but also to improve the promotional prospects in the present employment.

Under this programme, a National Vocational Training Institute for Women (NVTI) at Noida as an apex centre, and 10 Regional Vocational Training Institutes for Women (RVTIs) have been set up at Bombay, Bangalore, Thiruvananthapuram, Calcutta, Tura, Hissar, Allahabad, Indore, Vadodara and Jaipur. Sanction has been accorded to set up one more RVTI at Munnar, Kerala.

These Institutes organise National Council for Vocational Training (NCVT) approved skills training programmes at Basic, Advance and Post-advanced courses in the trades having high employment potential for women. The sanctioned seating capacity under Central Institute as on January, 1997 is 1592, and till date training has been imparted to 14,770 candidates.

## Areas Of Training

Besides the regular training courses, short-term and adhoc courses are also organised by the Institute, depending on the needs of the local industries in the vicinity.

Training areas for which regular training is being imparted, at present, are:

Electronics, Dress Making, Data Preparation & Computer Software, Secretarial Practices, Hair & Skin care, Instrument Mechanic, Architectural Draftsmanship, Desk Top Publishing, Embroidery & Needle Craft, Instructor (General) Course; Principal and Teaching and Business Services.

Some courses are also organized for the benefit of the housewives and young women, in the trades like Hair and Skin care, repair and servicing of common domestic appliances, etc.

## World Bank Project

The assistance of the World Bank has been used in the Eighth Plan in setting up the four RVTIs for women (at Allahabad, Indore, Vadodara, and Jaipur) and strengthening of the then existing institutes (NVTI and 6 RVTIs) by introducing non-conventional courses. Besides, 64 existing ITIs/wings for women have been modernized and about 100 new WITIs/Women wings have been established.

Under the State Sector, Vocational training to women is made available through 438 women exclusive Industrial Training Institutes (Women ITIs)/wings for women in general ITIs, with a total of 34978 seats. These institutes, though directly administered by the respective

State/UT, are well connected to DGE&T towards policy issued and NCVT as an apex body for Craftsmen Training in the country.

## DWCRA Benefits More

The scheme, Development of Women and children in rural Areas, DWCRA has benefited over 30 lakh women in Rural areas so far. The programme has been extended to all the districts of the country. The Central outlay for the programme during 1996-97 was Rs. 65 crore.

DWCRA's objective is to raise the income level of women of poor households and involve them in social development. Achieving economic self-reliance for them is another goal. The primary thrust of the programme is on formation of groups of 10-15 women from poor households at the village level for delivery of services like credit and skill training and cash and infrastructural support for self-employment. The strategy of group formation is aimed at improving the women's access to basic services such as health, child care, nutrition, water, sanitation and education.

The one-time grant of Rs. 25,000 shared equally by the Centre and the state governments forms the capital of each group for purchasing raw materials, marketing and child care. Linkages are also established with activities of other departments to provide support to DWCRA. There is a provision for setting up a district supply and marketing society exclusively for selling products manufactured by women.

## ATTENTION AUTHORS

The articles sent for consideration in Yojana must be accompanied with authenticity certificate from the author, mentioning that it is the author's own write-up. No article will be considered in its absence.

Two copies of the articles should be sent. As a rule, the articles which are not accepted are returned. Yojana shall have no responsibility if by any chance the returned matter does not reach the author: The author should retain an extra copy.

The articles should not be a copy of research dissertation. However, the finding's of a research study in the form of an article with a relevant a table or two will be considered.

Articles based on topical issues will be preferred. Feature-type write-ups with photographs may also be considered.

Letters are also welcome. So are human interest stories.

# India On The Reform Path

A 4000 year old civilization has just turned fifty. But India's economic revolution is only six years old. The reforms were triggered by a crisis engendered by long years of state-control and state-directed economy. They are now based on the conviction that deregulation, competition and the market system are better drivers of growth and prosperity that Indians now accept to be the essential prerequisites for true equal opportunity and tangible social justice.

Growth has averaged 7 per cent in the last three years. This has been achieved without any significant deterioration in the external account or in an upsurge of inflationary pressure. Currently, inflation is under control. Our objective and our determination is to sustain 7 per cent growth and attain 8 per cent growth by the turn of the country.

External debt is being managed prudently and the repayment record is impeccable. India's debt service ratio is around 23 per cent of current receipts. And the proportion of short term debt is very small at around 5 per cent. Total external debt has come down sharply from 36 per cent of GDP to 26 per cent in the last four years.

Current account deficit is at an extremely safe level. This year the current account deficit is to be less than 2 per cent of GDP. The rupee is relatively stable and while the exchange rate is market determined, the Reserve Bank of India has repeatedly assured that it will not allow excessive speculation of volatility.

## Foreign Investment

Foreign investment inflows continue to be strong. In 1996-97, total foreign investment inflow was about \$5.6 billion, of which the equity component—both foreign direct investment and Global Depository Receipts—was about

\$3.7 billion. This year, we expect equity inflows alone to touch \$5 billion. Our total foreign exchange reserves have crossed \$30 billion, equal to almost eight months of imports from around \$1 billion at one point in 1991 (equivalent to barely 2 weeks worth of imports).

Savings rates are on the rise and have crossed 26 per cent of GDP. Our household savings rates are broadly comparable to East Asian levels—something remarkable given the differences in per capita income. Recently, we enhanced the contribution rates to employees provident fund schemes from 10 per cent to 12 per cent in some industries and from 8.33 per cent to 10 per cent in some others. This will have an impact and increase household rates of savings.

## Fiscal Deficit

Demands or public expenditure are many and will escalate in a democracy where there are many equally deserving claims. Even so the Central Government managed to keep the fiscal deficit under strict control. The determination to rein in the fiscal deficit is reflected in the agreement that the Government signed earlier this year with the nation's Central Bank to phase out the ad hoc treasury bills with effect from April, 1997 and eliminate the automatic monetisation of the fiscal deficit. The Central Bank has been given a large degree of autonomy to pursue suitable monetary policies in the interest of price stability; in short, our macroeconomic fundamentals are sound. The Government initiated a mid-course correction in September last year to raise more revenue and rein in expenditure in view of the implementation of the Pay-Commission's recommendations.

The process of opening up and deregulating the economy continued

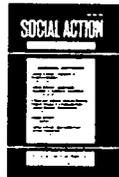
unabated. The performance may not be stunning or fast enough but it is definitely solid, robust and durable. What has been done may constitute small steps in the eyes of the world but are giant leaps judged by where we were six years ago.

The oil and gas industry is in the midst of fundamental restructuring. The administered price mechanism for petroleum products will be dismantled in four to five years and tariffs brought down sharply. Diesel is now on import parity prices. Subsidy will be confined to kerosene that is consumed as cooking and lighting fuel by the poor. Twentysix exploration contracts and twelve production contracts will be signed with private companies. A new oil exploration licensing policy with special focus on deep waters has been announced; under this policy domestic state owned oil companies will compete with foreign companies for acreage. Pricing of natural gas, predominant hydrocarbon resource, has been deregulated and foreign investment in gas distribution is growing.

India is the world's third largest producer of coal and coal is the key energy resource. Late last year, the coal industry received approval for a billion-dollar loan from the World Bank and the Japanese Export Import Bank. This will kick-start the process of restructuring of a vital sector that has a government monopoly for over two decades. Reforms packing has been announced to establish private and foreign investment in the coal industry.

Mining is another area which has seen major reforms. The entire mining and mineral sector is now open to private and foreign investment. India is a mineral-rich but under-explored country. In the last four months, in Rajasthan alone, a number of international mining companies have started exploration over an area of over

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The learning period for private power that lasted about three years is over. Almost 5000 MW of independent power project (IPP) capacity is under construction and another 10,000 MW will soon enter the implementation phase. While competitive bidding will be the preferred option for private sector projects, negotiated bid route has been opened. The detailed parameters for such negotiated bids with foreign companies are being worked out by a group of experts. Offers have come from South Korea, Germany, Japan and Italy to establish "show case" power projects. States like Orissa, Rajasthan, Haryana and Andhra Pradesh have initiated far-reaching reform measures to transform, financially and organisationally, their state electricity boards.

**Telecommunication & Transport**

In three States Maharashtra, Madhya Pradesh and Gujarat—private basic telecommunication services will be launched shortly in competition with what the government provides. The government monopoly over the provision of Internet service has been ended.

In ports owned by the government, leasing out has been allowed for existing assets of ports as well as private sector construction and operation of new facilities like container terminals, cargo berths, warehousing, dry docking and ship repair. The contract for the first private container terminal in the Nhava Sheva Port near Mumbai has been awarded to an Australian company.

The detailed framework for private investment in roads and highways is now in place. Over the next five years, about 4500 kms of two-lane national highways will be upgraded to four lane and to world standards. The policy on tolls has been announced and more

*(Contd. On Page 49)*

# Nutrition Education By Folk Media: A Novel Experiment

NUTRITION is an important prerequisite to health. Without adequate nutrition, good health cannot be achieved. The causes of malnutrition is not just the deficiency caused by lack of food but it has been recognised as varied and multifaceted in nature. Poverty is not the only reason for malnutrition, as many people are not aware of and therefore, neglect other aspects of keeping themselves healthy, such as health care, immunisation, hygiene and sanitation leading to malnutrition.

## Stepping Stones

Nutrition education has been recognised as a long term, sustainable solution for the long standing problem of nutrition. The community, even the poorer sections of the society should have the basic knowledge about their body, food and the nutritional care of their vulnerable population. Nutritional awareness is expected to bring about a behavioural change in the community. The prevalence of malnutrition in Indian children indicate that the critical period for a child is 0-2 years since the level of malnutrition quadruples during the period 0-6 months to 12-23 months. These first two years are precisely the period of greatest physical, intellectual and psychological development of the child. Lack of awareness about correct feeding practices, nutritional needs of infants and young children and how to feed a child from the family's pot are some of the important factors contributing to widespread malnutrition in the country. It is estimated that 28.2 per cent of infants born in the country are of low birth weight, and this condition has not been improved for the past two decades inspite of all kinds of interventions. This fact points the finger to the lack of awareness among the people about the nutritional requirements of the vulnerable groups

of the population as low birth weight is a phenomenon resulting from the bad nutritional status of the mother. Poverty cannot be considered as the only reason for malnutrition among the children of 0-2 years as their food requirements are very small in quantity. The food habits of Indians pose many restrictions which arise out of superstitions and wrong beliefs about the food consumption of pregnant and lactating women, infants and children. Hence, "Nutrition Education" is one of the most critical areas of nutrition intervention.

## Definition

Nutrition education can be defined as a means of translating nutritional requirement into food, adjusting the food choices to satisfy nutritional, cultural, psychological and economic needs. It is the process by which beliefs, attitudes, environmental influences and understanding about food are entrusted into practices which are nutritionally sound and consistent with an individual needs, purchasing power, availability of good sources and socio-economic background.

Effective nutrition education not only results in acquisition of knowledge and skills but also in desirable changes in eating habits of the target audience. While organising a nutrition education presentation, in order to capture and sustain the interest of the audience, a variety of teaching methods have to be used such as lecture-cum-demonstration, group discussions, individual contacts, *melas* and exhibitions. The methods used in mass campaign to increase the out reach, are to be made more interesting to sustain the attention of the illiterate rural masses. Use of the folk medium, therefore, becomes an ideal method of disseminating messages on nutrition and health. India is a country of rich cultural activities and her each

corner can boast of the folk arts which can be successfully involved in this endeavour.

## Easy To Understand

During the National Nutrition Week in 1996, a novel experiment was tried out successfully in Karnataka. Micronutrient malnutrition being a thrust area in nutrition, the local folk artists were involved in disseminating the key messages on prevention of micronutrient malnutrition such as Vitamin A, Iron and Iodine. Involving folk media for disseminating knowledge was envisaged in National Nutrition Policy too adopted by Government of India in 1993. The important folk arts of Karnataka—musical forms of Gee Gee Pada, Bhava Geethe and Lava and Janapada, dance forms of Yakshagana Bylatta and Yakshagana were used in disseminating nutrition knowledge.

The artists of the folk media were sensitised with the messages to be disseminated through simple talk using posters, slides, panels, photographs etc. Copies of important messages to be disseminated were also handed over to the artists. The information package received by the artists were converted or incorporated into various art form and then field tested in nearby village in Bangalore.

As nutrition education is disseminated in the form of folk arts, it is easy for the local communities to understand as these are conveyed to them in their local languages. It is found to be a very effective way of communication. Thus, awareness and knowledge about the food requirements of the vulnerable groups spread to the masses through their own language and form may go a long way in reducing the incidence of malnutrition. □

# Headway Of IRDP

About 50 million families across the country have been covered under the Integrated Rural Development Programme (IRDP) till date. Forty-five per cent of the beneficiaries of the scheme, launched in 1981, were Scheduled Caste and Scheduled Tribe families. The coverage of women was more than 33 per cent. The level of per family investment is currently more than Rs. 15,068 as compared to Rs. 1642 during 1980-81 and Rs. 7889 during 1992-93.

IRDP was introduced for self-employment generation in the rural areas. It has since developed into a major self-employment programme for poverty alleviation. The objective of IRDP is to enable the identified poor families to cross the poverty line by providing them productive assets and inputs in the primary, secondary and tertiary sectors. Under the scheme financial assistance is provided by way of Government subsidy and term credit from financial institutions.

A family with an annual income of Rs. 11,000 or less is considered below the poverty line. IRDP lays down that 50 per cent of the assisted families should be from amongst the Scheduled Castes and Scheduled Tribes while 40 per cent of those assisted should be women. Three per cent of the assisted families have to be from amongst the physically handicapped.

IRDP is implemented by the District Rural Development Agencies (DRDAs) and the subsidy to the beneficiaries is shared on a 50:50 basis between the Centre and the states.

## Progress of E.A.S.

The Centre has so far released

Rs. 5577.22 crore to the states and union territories for Employment Assurance Scheme (EAS) since October 2, 1993 when the programme was launched. The number of registered persons under this scheme is 269.92 lakh and the employment generated upto May 1997 was 10953.33 lakh mandays.

The primary objective of EAS is to provide gainful employment during lean agricultural season in manual work to all able-bodied adults in the rural areas who are in need of a job but cannot find it. The secondary objective of the scheme is to create economic infrastructure and community assets for a sustained growth in the countryside.

The scheme is now operative in all the community development blocks of the country. It is a demand-driven scheme with no fixed earmarking of annual funds for any district or block. Men and women of over 18 years and below 60 years of age, normally residing in the villages, are covered. A maximum of two adults per family are provided assurance of 100 days' employment.

## Land Distribution Under Ceiling Laws

Over 3.04 million hectares of land in the country has been declared surplus so far under various ceiling laws. Out of this 2.35 million hectares has been distributed to 5.5 million beneficiaries, mostly belonging to the weaker sections. In addition, about 1.04 million hectares of *bhoodan* land and 5.76 million hectares of wasteland has also been distributed.

A major step has been taken to computerize land records. So far 326 projects have been taken up in 26 states and union territories for providing land holders an easy access to land records

and enable them to have copies of the records quickly at inexpensive rates. For this, an assistance of Rs. 645 crore has been given to the concerned states and union territories.

## Performance of Southern States in Rural Development Schemes—Andhra Pradesh

Performance reports monitored in the Ministry of Rural Areas & Employment have revealed that Andhra Pradesh has utilised 61.60 per cent Central funds meant for Jawahar Rozgar Yojana (JRY) in the current fiscal. The physical achievement was 36.96 per cent. The Ministry has since released the second instalment to the state. Out of the 22 districts in the state, proposals were received from 21 districts but returned due to reasons such as non-receipt of certificates of full utilisation of the funds for the scheme. The state is yet to submit utilisation certificates and audit reports.

On Indira Aawas Yojana (IAY), Andhra Pradesh utilised 74 per cent of the Central funds and reported 101 per cent physical achievement. All the District Rural Development Agencies (DRDAs) have since submitted their proposals.

The overall utilisation percentage of the state in Integrated Rural Development Programme (IRDP) has been 58.45 per cent against the national average of 38.87 per cent. Till the end of October, 1997, there were 68397 beneficiaries of the scheme. The Scheduled Castes and Scheduled Tribes accounted for 39.09 per cent, women 30.83 per cent and the physically handicapped 2.72 per cent.

**READ YOJANA TO KNOW INDIA**

## Book Review

**INDUSTRY UNDER ECONOMIC LIBERALISATION: THE CASE OF INDIAN ELECTRONICS** by K.J. Joseph, published by Sage Publications, New Delhi; Price Rs. 325; Pp. 245.

Electronic industry is considered to be an industry of the future intensely integrated with the information revolution that is invading all countries of the world. The future of industrialisation in the world is invariably linked with the progress of the electronic industry. It is in this context that one must view the efforts of K.J. Joseph in writing a book on India's electronic industry.

The book examines the history, pattern of growth and structure of the electronic industry in India. The computer industry and the television industry have been chosen for the purpose of case studies.

The book examines issues such as product structure, market segmentation and technological behaviour and change with respect to the electronic industry. It also deals with various facets of output growth like employment generation, regional industrial dispersal and foreign trade in electronic products.

Examining the product structure within the industry, the book notes that during 1971-80, the share of electronic consumer goods was in the range of 23-30 percent whereas the corresponding figure was 26-41 percent during 1981-87. As a corollary the shares of the electronic capital goods and electronic intermediates declined during the second period.

The trend, however, changed during the later years of the second period when a decline in the share of electronics consumer goods occurred. Initiation of further liberalization in the post 1991

period led to a further rise in the share of electronic consumer goods production.

It has been observed by the author that Indian electronic industry has a preference for technology purchase as opposed to in-house production of technology. This has led to a drastic increase in the number of collaborations. The emerging picture was found to be discouraging when trends in local R and D in electronics was examined. It was felt that there was a need to increasingly supplement and replace imports with in-house R and D. The author's remarks in this regard are highly significant. He mentions that if the market fails to achieve the task of promoting indigenous R and D on its own, there is a need for strategic intervention by the state.

The book mentions that the policy of liberalization, by reducing the barriers to entry, encouraged competition and this led to price reduction and output growth of the industry. The higher output was primarily accounted for by the consumer industry. The author is also not happy about employment generation trends in the industry in spite of rapid growth in production.

Commenting on the regional dispersal pattern of the industry the author portrays a rosy picture and observes that there was an encouraging trend of regional dispersal of the industry and a more even spread of electronics development across states and regions.

The same optimism is not shown by the author when he analyses the trends in exports and imports. The overall export performance is found to be far below the potential and import intensity has been increasing. Though high hopes have been pegged on to software as a means of earning foreign exchange, the revealed performance of the sector was much less than its potential in spite of a series of policy initiatives and institutional interventions.

The book is well written and has

comprehensively dealt with issues that have been taken up for discussion. Though highly informative, the book does not have much to contribute on the aspect of potential export markets for Indian industry nor does the author exhibit much knowledge of the pure technological dimensions. Technology is of course discussed as an economic variable. Perhaps it is not expected of an economist to comment on the technological dimension of how it is going to effect the future course of development of the industry.

*P.V. Rajeev*

*(INDIA... Contd. From Page 46)*

important the government has extended fiscal incentives to real estate development along highway corridors to make investment in these highways profitable.

Infrastructure development is all about private-public partnership. This is evident in the way the now Infrastructure Development Finance Company (IDFC) with an authorised share capital of about \$1.5 billion has been structured. The Government of India, the Government of Singapore Investment Corporation, the IFC and the ADB are among the first shareholders. Some more institutional investors like are expected insurance companies to join in as well. IDFC will catalyse the commercialisation of infrastructure in a number of innovative ways.

### **PSU Disinvestment**

The reform of the public sector has begun. Government is disinvesting its equity in a number of companies. Earlier this year, government disinvested equity in long-distance telecom company in global markets. There will be four more international offerings this fiscal year of shares in companies whose businesses are telecom, oil, gas and container transport. In six other companies, government stake is being reduced in favour of a strategic investor. In a

cement company, the entire government share is being sold off to a private company. For 11 well-performing public sector companies, a major autonomy package has been approved in order to give them complete managerial and commercial freedom so that they can emerge as institutional giants. A number of States have started privatising their state-owned enterprises—Karnataka, Gujarat and Maharashtra are just three examples—while some others have begun closing down unviable companies. □

**(PANCHAYAT...**

*Contd. From Page 9)*

Finally for the leadership of both streams, it is necessary to recognize the following:

In the process of development, it must be accepted that both the administrators and the political decision makers—the two types of leaders—have to contribute for the success. For the people, both of them will have to show self restraint and imaginative projection of one's own consciousness into another being (empathy). Some controls are required for both. In the case of administrators, the measure of control has to be from the higher echelons of the bureaucratic set up. For the political decision maker, the control is to come from the higher level leaders of the political party.

Notwithstanding the resolution of the conflicts, there is need for building up of the values of collective leadership. If leaders accept and take them to the heart, it offers a spiritual fabric of great importance. Progress and development in rural areas can be realised only through the combined efforts and cooperation from each member of the developmental agency as well as the people for whom development is meant. Therefore, each member offering leadership shall keep the idea constantly in mind that he devotes himself to the continuous improvement of the rural areas. The spiritual values like—service to

humanity through rural development, national service through rural development, fairness, harmony and cooperation, struggle for betterment, honesty, courtesy and humility, sacrifice, rationality and assimilation, and gratitude should run in his blood veins. □

*The author is a noted economist and Dy. Chairman of the Karnataka Planning Board.*

**(TRENDSETTER...**

*Contd. From Page 42)*

The IRCON has introduced elements of the Indian architectural heritage which have blended harmoniously with the local aesthetics in New Mumbai. The shopping arcades and commercial complexes which are fast surfacing along the new suburban railway system are at

par with similar complexes in developed countries, officials point out. May be, it is.

A remarkable feat of railway engineering has been the construction of a bridge across the well-known Thane creek, which separates new Mumbai from the island of old Mumbai. This new bridge has been completed in record time by the IRCON, employing the latest state-of-the-art technology claim officials of IRCON.

New Mumbai, therefore, is a trend-setter in innovative and imaginative methods of shifting populations and places of work and industry to meet the ever growing demands of space of an ever growing work force of all categories, in large cities. □

*The author is a veteran journalist.*

**Form IV**

See Rule 8

**Statement about ownership and other particulars about Yojana (English)**

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(Surinder Kaur)  
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# Yojana: 33 Years Ago

(May, 1965)

## A Matter of Attitude

If there is one task for the Fourth Plan on which everybody is agreed, it is that of getting Indian agriculture out of its old ruts. This consensus derives from the link that agriculture has with nearly all of the objectives that we seek to obtain through planned development. As events in the past few years have shown, the rate of national income growth is vitally affected by the rate at which agricultural production increases from year to year. Similarly, the picture that obtains every year on the prices front is determined more by the supply of agricultural commodities than by any other one factor. Ten or fifteen years from now, agriculture will still be the sector employing a very large part of the labour force. It is progress in agriculture and related activities that will help raise the standards of living in the rural areas. And even the objective of ensuring viability in our balance of payments depends materially on larger production of agricultural commodities, some of which will substitute for imports while others will enlarge the availabilities for export.

## Fertiliser demand up by 50 per cent in one year

Production of fertilisers in India was 2.24 lakh tonnes in 1963-64, an increase of 5,000 tonnes over the previous year's.

The consumption of nitrogenous fertilisers is estimated at 5.91 lakh tonnes in 1964-65, an increase of 2 lakh tonnes, or 51 per cent, over the previous year's. The consumption of phosphatic fertilisers also is expected to have reached 1.80 lakh tonnes from 1.40 lakh tonnes in 1963.64.

The Sindri Fertiliser factory earned a net profit of Rs. 2.3 crore for the five years up to 1963-64.

## Central Board for Housing

A Central Housing Board is to be set up to co-ordinate the activities of the State Housing Boards and to accelerate the construction activities throughout the country. Over 3.47 lakh houses have been built so far under different housing schemes and Rs. 71.27 crore were spent during the first four years of the Third Plan. Besides, 1,45,565 tenements have been built under the subsidised industrial housing scheme and 92,000 houses under the low-income group housing scheme.

## U.S. Credit for Private Industry

The Industrial Finance Corporation of India (IFC) has received a credit of 10 million dollars (Rs. 4.76 crore) from the United States Agency for International Development (USAID). The credit will enable IFC to give dollar loans to private industries for importing equipment, materials and services from the U.S.A.

The credit will be repaid in 15 years in rupees to the Government of India which in turn will repay it to the U.S.A. in dollars over 40 years.

IFC has received credit of more than Rs. 19 crore from the USAID so far.