CHAPTER - IV

RURAL DEVELOPMENT PROGRAMMES:

SGSY AND NRLM

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A. Introduction

After attaining independence, the concern of the planners was to pay adequate attention to the rural sector. Thus in 1950, the Planning Commission[1] was set up in order to prepare the development plan of the country and five year plans were formulated for the most effective and planned utilisation of the country's resources. Beginning with the First Five Year Plan in 1951 (1951-1956) up to the Twelfth Five Year Plan (2012-2017), which was underway till 2017. Several changes have taken place in the policy framework concerning rural development.

In the beginning, our development planning, sought to initiate a process of all-round balanced development to ensure a rising national income and a steady improvement in living standards of the people over a period. The aim was not merely to plan within the existing socio-economic framework but also to bring about changes progressively through democratic methods. The emphasis was on both financial and standard planning. It was to be achieved through full participation of the people.

The introduction of Panchayat Raj System[2] is a major development during the second Five Year Plan (1956-61) period. Panchayat Raj is an important feature of the Indian Political System which ensures direct participation of people at the grassroots level. Though Panchayat Raj System has been in existence in India since ancient times, they suffered a setback during the British Raj. After independence the planners of the constitution decided to give them importance and directed the states to organise village panchayats as units of rural self government. Accordingly, in January1957 the Government of India through the National Development Council[3] appointed Balwant Rai Mehta Committee to suggest measures for the better working of the Community Development Programmes (1952) and National Extension Service in April 1953. The chairman of this committee was Balwant Rai Mehta[4]. The committee submitted its reports in working plan in 1957 for the establishment of the scheme: "Democratic decentralisation" which finally came to be known as Panchayat Raj. The main aim of the Panchayat Raj System is to settle the local problems locally and to make the people politically conscious. The main recommendations of the committee are:

The formation of a hierarchic three tier system of local rural government to be called Panchayat Raj, the three tiers are the Gram Panchayat at the Village level, the Panchayat Samiti at intermediate level and the Zilla Parishad at District level, genuine transfer of power and responsibility to these institutions. Adequate resources to all bodies to enable them to discharge their responsibilities, that all social and economic development programmes be channelled through these agencies and that the system be evolved to effect together devolution and dispersal of power.

The recommendations of the committee were adopted by the National Development Council in January 1958 and thus set the stage for the launching of Panchayat Raj Institution throughout the country.

B. Genesis of Swarna Jayanti Gram Swarojgar Yojana (SGSY)

Persistent efforts made by the government to fine-tune the self employment programmes during various plan periods, especially oriented towards improving the implementation quality yielded some new concepts that emerged at various times and got consolidated. The need for capacity building, skill up gradation, infrastructure including marketing development and technology penetration were felt more acutely with every passing year. Emphasis was also necessary to be laid on micro enterprise development with effective forward and backward linkages, so as to ensure best return on investment. Keeping this in view, during the 9th Five Year Plan (1997-2002). the SHGs under Swarnajayanti Gram Swarojgar Yojana (SGSY) was launched with effect from 1st April 1999[5] to bring the assisted poor families above the poverty line by ensuring appreciable sustained level income over a limited period of time.

The aims and objectives of it were to uplift the socio-economic condition of people below poverty line including the scheduled caste and scheduled tribes and enable them to be above poverty line, so that their standard of living and quality of lives be improved and they could stand on their own feet. One of the main objectives of the scheme was the empowerment of the poor rural women, scheduled castes and scheduled tribes by way of their socio-economic development.

The major objectives[6] of the SHGs under Swarnajayanti Gram Swarojgar Yojana are:

To grow the habit of small savings amongst the members of the group, to select area wise activities of work, to utilise local resources, to utilise the skills of local people, to arrange training for them, to provide infrastructural facilities, to give facilities for obtaining bank loan and subsidy from government department to take care of children and mother and so on, besides socio-economic development and the groups are to be selected from the members below poverty line.

The organisers of the groups are generally from the members of Gram Panchayat, Panchayat Samiti, Zilla Parishad, Government Offices, Local Club, Non-Government Organizations and social workers and so on. The organisers of the group are to meet the poor people of the villages and make them understand about the importance of small savings and formation of SHGs. The organisers keep vigil on the activities of the new SHGs and they do it in a manner to guide the activities of the group members and nourishing them and not in a commanding nature. They keep them informed about the various schemes of the government and encourage them to take decision on their own. The main theme of the SHGs is to make the poor men and women below poverty line united under the umbrella of SHGs and grow the habit of small savings and availing of loan from the various banks with subsidy for investing the same in their selected schemes for improving their socio-economic condition besides other activities for their empowerment in all respects. One of the main motto of the SHG is saving first and then to avail loan.

This objective was to be achieved by organising the rural poor into SHGs through the process of social mobilisation, their training and capacity building and provision of income generating assets. The SHGs approach helps the poor to build their self confidence through community action with dignity, status and self-reliance. It enables them in the identification and prioritization of their needs and resources. This process ultimately leads to the strengthening and socio-economic empowerment of the rural poor as well as improve their collective bargaining power. The SGSY is, by design, meant to create widespread income generating activities, through the empowering mechanism of SHGs where group dynamics are expected to compensate for the basic weaknesses of the individual rural poor and present them as credit worthy and financially accountable units. The system of grading the SHGs through a rigorous process is expected to separate the more vibrant SHGs and eventually give them a capital subsidy assistance so that they undertake self-employment oriented livelihood opportunities.

The SGSY scheme has been successful in delivering the outcomes in terms of poverty alleviation wherever capacity building and beneficiary mobilisation have been carried out. Thrift, multiple lending, participatory process of identification and pursuit of economic activities have succeeded in states like Andhra Pradesh, Tamil Nadu and Kerala substantially because the basic process has been grounded[2]. During the beginning of Eleventh Five Year Plan near about 2.6 million SHGs[7] have been formed throughout the country under the SGSY since its inception i.e. from 1st April 1999. Out of these SHGs 16 lakh have crossed the Grade I stage during the beginning of the Eleventh Five Year Plan. Abut 8 lakh SHGs have passed the Grade –II stage and of them slightly less than 5 lakh SHGs have taken up economic activities. About 60% of the Grade-II SHGs have taken up economic activities, the balance numbers waiting for financial assistance during the beginning of the eleventh five year plan. Out of nearly 25000 crore credit flow targeted under the programme less than 50% have been achieved during the said period. SHGs have several in-built strengths, most of which are intangible, such as group cohesion, enhanced ability for articulation of common demands, better and efficient use of available local resources and so on. It was felt during the eve of the Eleventh Five Year Plan that it would be necessary to work on the strengths of the SHGs. It is equally necessary to learn the lessons from the experience of implementing the SGSY over the passed eight years since inception i.e. from 1st April 1999 to 2007 (2007 was the beginning of the Eleventh Five Year Plan).

There were several issues some conceptual ones pertaining to larger output of the programme, such as the role and utility of the subsidy component and some programme specific second generation issues such as forming federations, provision of interest subsidy, social mobilization issues and so on. Some such issues which were felt to be dealt with during the Eleventh Five Year Plan[8] were as follows: Diverse views were being expressed in various quarters about the relevance or otherwise of subsidy driven programme. A rational response would have to be found for such positions. Subsidy is a form of support to the poor and supporting entirely would be unwarranted. However, the idea of directing the subsidy flows properly and to examine if there was any case for coordination to the system of subsidy flow a suitable policy be framed so that the targeted populations were better served with merit base examinations. The number of SHGs formed under the SGSY is very large, but there is a feeling about whether such large number mean anything from the point of view of poverty alleviation. Agencies such as NABARD[9], Small Industries Development Bank of India (SIDBI)[10], Rashtriya Mahila Kosh (RMK)[11] and ministries such as women and child development have their own models of SHG formation and their sustenance. Some state governments such as Andhra Pradesh and Kerala have their own models. There is therefore, a need for placing the SGSY programme on this large canvas and fitting it in the broader context of the SHG movement of the country.

There is a tremendous shortage of manpower in the area of technical support for rural development. Andhra Pradesh continually has been engaging about 6 lakh SHGs through a separate structure, that is through the society during the beginning of the Eleventh Five Year Plan for the elimination of rural poverty that has independent units that dealt with risk mitigation, food security, micro finance, institution building, marketing and livelihood promotion. At the district level too they have equivalent units that go up to the Mandal level. The dedicated institutional machinery seems to have made a difference. Similar efforts are reported from other states as well. Going by the experience of the states like Andhra Pradesh, Kerala and Tamil Nadu are teaching the SHGs appear essential for improving the bargaining power of the SHGs and for better sustainability of the SHG movement. Current institutional arrangements for social mobilization and livelihood generation are somewhat limited in scope. Therefore, a mission made approach to enhance facilitation, institutional building and hand holding support to SHG movement is required over a long period of time to secure sustainability of SHGs and their apex organizations. The social mobilization aspect of the SGSY programme hitherto has not been given due attention. Social mobilization is both a means and an end in itself. Expansion of political rights of the mobilised poor will have tremendous indistinct value, not always measureable. A few of the SHGs that acquire the characteristics of good entrepreneurs may be encouraged to become entrepreneurs. SGSY is actually lagging behind in keeping pace with the SHG movement sweeping the country.

Credit is very important issue. It is of utmost necessity to enhance the credit flow to the SHGs in a more creative manner than what has been possible so far. The credit achievement in terms of the total volume as well as the rate of flow in Andhra Pradesh seems to be much higher than the national achievement. An issue that requires to be looked into is also the possibility of introducing interest subsidy as an alternative to the capital subsidy. There are no two opinions about the utility of financial intermediation for making the lending under the programme cost effective for the banks. Federations of SHGs having their own corpus can work as intermediaries. An investment on making the SHGs credit worthy cannot be wished away. In terms of priority, saving followed by risk mitigation and then credit would be the natural sequence for financial intervention. Federations acting as financial intermediaries are a high skill activity and it is essential that investments are made on enhancing the skill base of the Federations. There is a need to promote institutional partnerships between the SHG/Federations with the bankers. Enhancing the credit flow to the poor may call for grounding several strategies and partnerships and not just one. The country is also on the threshold of a major initiative for micro finance. Again, there are diverse views on the role, utility and relevance of micro finance in poverty alleviation. The issue of harmonizing the SGSY and the micro finance models also requires to be looked at.

New areas are emerging in view of the changes in the economy due to liberalization, privatization and globalization. It may not be possible for the SGSY, a pure self-employment programme to capture all the aspect of poverty. Purely from family's economic security point of view, BPL families might want to have at least one wage earner among them, so as to provide the requisite certainty to their family incomes. In such a situation there may be a case for introducing a placement oriented skill enhancement model for youth as a subset of the SGSY. This programme will be a hybrid of the wage-employment and self-employment programmes. Special projects of the SGSY, that are expected to ground innovative and alternative ways for reducing poverty do not seem to have actually made much difference. The higher quantity of subsidy is available through special projects appeared to have driven large number of projects, then fund will be provided by the line departments of concerned sectors for different schemes, if the submitted proposals are found to be eligible. States and other agencies follow up proposals vigorously till the sanction of the project and thereafter no monitoring of projects seemed to have undertaken. In the beginning of the Eleventh Five Year Plan out of the 231 special projects that had already been sanctioned, only about 29 had been completed. Due to the indifferent performance it does not appear that there is a case for continuing with the special project component under SGSY.

C. Strategy for SGSY during the Tenth and Eleventh Five Year Plan (2002-2007)

Rural poverty alleviation programmes were revamped and re-focussed during the Ninth Plan to increase their effectiveness. Programmes that provide self-employment and wage employment to the poor were implemented with greater vigour during the Tenth Plan. The programme was shifted to a process oriented approach in four stages. Social mobilisation for formation of Self Help Groups, savings among the group and internal lending among its members and provision of a revolving fund, micro finance and micro enterprise development. Network of institutions that promote the self help movement were created during the plan period. Partnerships were forged between NGOs and other community based organizations, government agencies and other financial institutions. There was a system of identifying and training local facilitators. Key activities were planned to respond to the needs of the area. Training programmes for beneficial linkages with training institutions were forged. Greater attention was paid to marketing. Rural haats/markets at the taluka/district level were set up for display of products. Linkages were developed with private channels, industrial enterprises and export houses for higher value realisation for SGSY groups. Special attention was paid to provide technical support for upgrading technology and standardisation of products. Use of information and communication technology had been promoted during the plan period in this regard.

The Eleventh Five Year Plan strategy for SGSY[12] was to necessarily take the best out of what had evolved in the self help movement across the country over the last few years and integrate it with the programme. Likewise, a few aspects of the SGSY programme that failed to give the desired results required a fresh look and if necessary, dropped. One of the most important aspects that required examination was the institutional mechanism that had been erected to undertake the poverty alleviation programme. The District Rural Development Agency (DRDA) in their current form and context did not appear to have the requisite wherewithal to handle a complex issue such as poverty. The current administrative set up at the national level was insufficiently designed to take a large task as poverty elimination across the geographical and social complexity and it require a different order of involvement of the Ministry of Rural Development. It was therefore felt necessary during the said plan period to set up a National Agency out the ministry to manage the National Rural Poverty Elimination Programme to achieve the objectives of the programme meaningfully and comprehensively. The need for setting up a national level agency with a flexible administrative structure for better planning, organising and coordinating the poverty elimination effort cannot be overstated. The national level organization would be the intellectual backbone and provide requisite technical expertise and capacities while the ones at the level of state governments would be the functional bodies. These organizations would have to be manned by people with an active commitment to poverty alleviation as well as an undertaking from the states to assure minimum tenures to the officials prior to making any funding arrangements if necessary, through a memorandum of understanding.

The administrative set up could essentially be attached to the Ministry of Rural Development. The national organization would coordinate with the poverty elimination agencies established by the state governments for implementing the SGSY in its revised form. It would also be the agency to document and be the clearing house for the best practices with respect to poverty elimination programmes and strategies of the country. It should devolve funds to the state governments based on national formulae, evolving and working out the memorandum of understanding with the state governments for the implementation of the poverty elimination programmes. The national and state level organizations so created would systematically address the key subject of poverty alleviation like livelihood generation, capacity building, skill upgradation, credit and international assistance. The planning commission suggested that considering the experiences and lessons learnt from various development projects, the revised SGSY programme would aim at promoting and strengthening member owned, member controlled and member managed institutions of the poor that would enable them to secure sustainable livelihoods and better quality of life. These institutions should provide a wide range of services to their members as per their demand. The revised SGSY should promote and nurture a large cadre of activists and leaders from the poor for providing support services to the institutions of the poor on a sustainable basis. The approach for organising the poor stems from the conviction that there is an immense desire and latent capability among the poor to come out of poverty. They have tremendous potential to help themselves and the potential of each member can be harnessed by organising them. Social mobilization enables the poor to build their own organizations in which they participate fully and directly and take decisions on all issues concerning poverty elimination.

The Planning Commission during the said period further observes that on going mechanism of fund flow to the SHGs through a graded system requires a comprehensive review. At that time the scheme used to allow a Revolving Fund entitlement of up to ₹10,000/- for the Grade-I SHGs[13], that would also entitle them to draw a cash credit from a financial institution. The rate of attrition between Grade-I and Grade-II indicates that a large number of SHGs fizzle out midway after availing Revolving Fund. Further, those that have cleared the Grade-II seem to wait for long periods before getting an opportunity to avail the subsidy assistance. During the aforesaid period about 3 lakh such SHGs were waiting in the wings of such assistance. The overall credit achievement under the programme was abysmally low. The overall credit targets were achieved only by about 50% at that time. More importantly in a capital subsidy mechanism there is little scope to leverage higher credit flow because of the subsidy entitlements. The volume of credit extended to SHGs in one state, Andhra Pradesh alone was higher than the national credit achievement during the starting point of Eleventh Five Year Plan under the SGSY. For this reason, it was called for serious scrutiny.

The Planning Commission observed that the SHGs could be further strengthened and stabilized by federating[14] them at village or cluster of villages or block levels, depending upon the number of SHGs and their spatial distribution. The federation should be formal organizations registered under the most appropriate acts, such as Societies Registration Act, State Cooperative Act, Trust, Mutual Aided Cooperative Societies Act or Mutual Benefit Trust and so on. that exist in the state. The second tier of institution building phase is the federation of SHGs either at village or cluster of village level. The Village Level Federations (VLFs)[15] are vital for demonstrating solidarity, initiating collecting action on various poverty related issues and reducing dependency on the external agency for information, technical support and resolving conflicts. The VLFs provide a forum to voice the problem of the poor in the village, exchange of experiences including flow of information from various government departments and raises resources required to take up the appropriate development interventions in poverty reduction. It generates income by collecting share capital, membership fee, saving, interest margins and penalties and become financially sustainable in a period of 3 to 4 years. Based on the proposals of the VLFs, the district level agency sanctions fund for lending to SHGs. Once the VLFs attain a certain level of maturity, the Block Level Federation is promoted. The Block Level Federation provides solidarity to all the VLFs and SHGs. It plays a vital role in bringing all the

Below Poverty Line (BPL) families into the SHGs and VLFs, framing required policies and ensuring the quality of institutions and so on.

The Planning Commission further observed that, in order to strengthen the existing programme an effort should be made to graduate the allocations in such a manner that all further increases in the allocations to the SGSY should be based on demand driven model, with attendant commitments of the state with respect to erecting institutions of the poor, dedicated implementation machinery and adhering to the framework provided by the national agency. The Planning Commission also felt that the allocation made during the starting point of the plan to the SGSY could tapper off over the balance plan period so that at the end of the plan period the new method would be taken place in lieu of that. To capture the opportunities that are emerging in the economy due to the process of globalization and liberalization, it would be necessary to launch a new sub set of the SGSY that could be known as the placement linked skill enhancement programme. The ministry of Rural Development Government of India experience of the Dr. Reddy's Laboratories Ltd[16], (situated at 6-3-655/12, Samajiguda, Hyderabad-500082, Andhra Pradesh acts as a catalyst of change that fosters, develops and promotes at individual, group and organizational levels to achieve sustainable development) initiative of SGSY and more recently with the Infrastructure Leasing and Financial Services are worthy models for institutionalization and systematic action. Therefore, the Commission suggested that a definite component of the skills programme be included in the revised SGSY programme.

While strengthening SHGs initiatives, policies and schemes the Eleventh Plan simultaneously envisaged to increase women's awareness, bargaining power, literary, health, vocational and entrepreneurial skills. It suggested to prioritize training, capacity building inputs and the creation of backward-forward linkages which were essential to generate sustainable livelihood opportunities. The Plan further suggested changes in overall SHG policy frameworks. The Eleventh five year plan recognized the importance of the issue and proposed to form a High Level Committee (HCL)[17] to conduct a review SHG related policies and programme.

D. Genesis and Aims and Objectives of National Rural Livelihood Mission (NRLM)

The SGSY was launched in 1999 by restructuring the Integrated Rural Development Programme (IRDP). The corner stone of the SGSY strategy was that the poor needed to be organized and their capacities built up systematically so that they could access self employment opportunities. In the 10 years of implementing SGSY, there was a widespread acceptance in the country of the need for poor to be organised into SHGs and SHG federation as a prerequisite for their poverty reduction. A major problem identified by the Radhakrishna Committee[18] appointed by the Ministry of Rural Development (MoRD), Government of India was that most of the SHGs remained crowded in low productivity, and primary sector activities. The success of the programme depended on raising their abilities to diversify into other high productive activities. Even in the better performing state of Andhra Pradesh, the income gain to a Swarojgari from enterprise activities under SGSY was a mere ₹ 1228/- per month, the committee observed. The small income gain was due to low productive, traditional activities in which they were engaged and due to low absorption of technology.

Only 6 per cent of the total SGSY funds were utilised for training and capacity building during the last 10 years since the launching of SGSY in 1999. Ill trained groups under SGSY were a severe handicap in moving towards the Eleventh Five Year Plan goal of growth. Training is of vital importance in the management aspect of running both SHGs and their federation as well as improving existing livelihood options and also adopting new ones. It is very important to recognise as argued by the Radhakrishna Committee that prior to SHG-Bank linkage, substantial preparatory work needs to be done for bringing the poor together through a process of social mobilisation, formation of sustainable SHGs and training them to pool their individual savings into a common pool for lending it among the needy. It also includes equipping them with skills to manage corpus fund created with their own savings, interest earned from lending and revolving fund contributed by the Government. Another defining feature of SGSY was the very uneven distribution of the SHGs across regions, with the southern states, which accounts for 11 per cent of the rural poor having 33 per cent of the SHGs, while the northern and north-eastern states, which account for more than 60 per cent of the rural poor having only about 39 percent SHGs, the committee observed. It was the backdrop[19] of these limitations of the SGSY that the Government of India approved restructuring of SGSY as the National Rural Livelihood Mission (NRLM) and launched the same in June 2011 during the period of the Eleventh Five Year Plan (2007-2012).

NRLM aims[20] to reach out to all the rural poor families (BPL families) and link them to sustainable livelihoods opportunities. It has to nurture them till they come out of poverty and enjoy a decent quality life. To achieve this, NRLM needs to put in place dedicated and sensitive support structures at various levels. These structures need to work towards organizing the poor, building their capacities and the capacities of their organizations, enabling them access to finance and other livelihoods resources. The support institutions will play the roles of initiating the process of organizing them in the beginning, providing the livelihoods services and sustaining the livelihoods outcomes subsequently. The support structures need also to work with the unemployed rural poor youth for skilling them and providing employment either in jobs, mostly in high growth sectors, or in remunerative self-employment and micro-enterprises. The institutions of the poor- SHGs, their federations and livelihoods collectives- provide the poor the platforms for collective action based on self-help and mutual cooperation. They become a strong demand system. They build linkages with mainstream institutions, including banks, and Government departments to address their core livelihoods issues and other dimensions of poverty. These institutions provide savings, credit and other financial services to meet their priority needs. These include consumption needs, debt redemption, food and health security and livelihoods. They augment knowledge, skills, tools, assets, infrastructure, own funds and other resources for the members. They increase incomes, reduce expenditures, increase gainful employment and reduce risks for their members. They also increase their voice, space and bargaining power in dealing with service providers.

Mobilizing the poor into their institutions needs to be induced by an external sensitive support structure. Government agencies, NGOs and civil society organizations, Local self governments, banks and corporate sector can play this role. With time, as the institutions of poor grow and mature, they themselves become sensitive support structures and institutions for the poor. The dependence on external support structures should decline over time. Their successful and empowered members and leaders take charge of and accelerate many of these processes. Thus, the programme for the poor becomes the programme by the poor. These two transitions are critical for the success of NRLM. Poverty is a complex and multidimensional phenomenon. The institutions of poor therefore need to engage in many sectors and with several service providers. Their ability and effectiveness improve with time and experience. However, after the initial leaning curve, the progress picks up speed with quality.

Based on MoRD's extensive consultations with various stakeholders including the State Governments, Civil Society Organizations, Bankers and academicians, the NRLM 'Framework for Implementation' has been developed. NRLM is a learning mission and learns from all the best practices of poverty eradication and also from failures. Like the Mission, its 'Framework for Implementation' is a learning, live and dynamic framework. This framework offers space for local plans based on local context and offers space for learning from the experiences in the field as the implementation progresses. Each state would develop its own Operational Guidelines for implementation of NRLM within the broad contours of the framework. Thematic and issue-based National Operational Manuals would also be made available as the implementation progresses. NRLM endeavours, through its dedicated sensitive support structures and organizations at various levels, to reach out to all the BPL households in the country, and take them out of poverty through building their capacities, financial muscle and access, and self-managed self-reliant institutions; through placement in jobs, and nurturing them into remunerative self-employment and enterprises. The institutions of the poor gradually take charge of supporting their members being in control of their livelihoods, lives and destiny.

E. The Mission, principles and values of NRLM

The core belief of National Rural Livelihoods Mission (NRLM) is that the poor have innate capabilities and a strong desire to come out of poverty. They are entrepreneurial, an essential coping mechanism to survive under conditions of poverty. The challenge is to unleash their capabilities to generate meaningful livelihoods and enable them to come out of poverty. The first step in this process is motivating them to form their own institutions. They and their institutions are provided sufficient capacities to manage the external environment, enabled to access finance, and to expand their skills and assets and convert them into meaningful livelihoods. This requires continuous handholding support. An external dedicated, sensitive support structure, from the national level to the sub-district level, is required to induce such social mobilization, institution building and livelihoods promotion. Strong institutional platforms of the poor enable them to build-up their own human, social, financial and other resources. These capabilities enable them to access their rights, entitlements and livelihoods opportunities and services, both from the public and private sector. The social mobilization process enhances solidarity, voice and bargaining power of the poor. These processes enable them to pursue viable livelihoods based on leveraging their own resources, skills and preferences. Thus, they come out of abject poverty and do not fall back into poverty. NRLM also believes that the programme can be scaled in a time bound manner, only if it is driven by the poor.

NRLM sets up a mission to reduce poverty by enabling the poor households to access gainful self-employment and skilled wage employment opportunities resulting in appreciable improvement in their livelihoods on a sustainable basis, through building strong and sustainable grassroots institutions of the poor. NRLM’s guiding principle is that the poor have a strong desire to come out of poverty, and they have innate capabilities. NRLM would adopt a principle for social mobilization and building strong institutions of the poor which is critical for unleashing the innate capabilities of the poor. NRLM would adopt a principle to dedicate externally and give sensitive support structure to induce the social mobilization, institution building and empowerment process. NRLM would also facilitate knowledge dissemination, skill building, access to credit, access to marketing, and access to other livelihoods services to enable them to enjoy a portfolio of sustainable livelihoods. The core values of NRLM is to guide all the activities are as follows: Inclusion of the poorest, and meaningful role to the poorest in all the processes, transparency and accountability of all processes and institutions, ownership and key role of the poor and their institutions in all stages- planning, implementation and monitoring and community self-reliance and self-dependence.

NRLM approaches towards building, supporting and sustaining livelihoods of the poor, NRLM harnesses the innate capabilities of the poor, complements them with capacities like information, knowledge, skills, tools, finance and collectivization to deal with the rapidly changing external world. Being conscious of the livelihoods activities being varied, NRLM works on three pillars- enhancing and expanding existing livelihoods options of the poor; building skills for the job market outside; and nurturing self-employed and entrepreneurs. NRLM dedicates support structures to build and strengthen the institutional platforms of the poor. These platforms, with the support of their built-up human and social capital, offer a variety of livelihoods services to their members across the value-chains of key products and services of the poor. These services include financial and capital services, production and productivity enhancement services that include technology, knowledge, skills and inputs, market linkages and so on, the interested rural BPL youth would be offered skill development after counselling and matching the aptitude with the job requirements and placed in jobs that are remunerative. Self-employed and entrepreneurial oriented poor would be provided skills and financial linkages and nurture to establish and grow with micro-enterprises for products and services in demand. These platforms also offer space for convergence and partnerships with a variety of stakeholders, by building an enabling environment for the poor to access their rights and entitlements, public services and innovations. The aggregation of the poor, through their institutions, reduces transaction costs to the individual members, makes their livelihoods more viable and accelerates their journey out of poverty.

NRLM implementation is in a Mission Mode. This enables[21]: (a) shift from the present allocation-based strategy to a demand driven strategy, enabling the states to formulate their own livelihoods-based poverty reduction action plans, (b) focus on targets, outcomes and time bound delivery, (c) continuous capacity building, imparting requisite skills and creating linkages with livelihoods opportunities for the poor, including those emerging in the organized sector, and (d) monitoring against targets of poverty outcomes. As NRLM follows a demand driven strategy, the States have the flexibility to develop their livelihoods-based perspective plans and annual action plans for poverty reduction. The overall plans would be within the allocation for the state based on inter-se poverty ratios. The second dimension of demand driven strategy implies that the ultimate objective is that the poor would drive the agenda, through participatory planning at grassroots level, implementation of their own plans, reviewing and generating further plans based on their experiences. The plans would not only be demand driven, they would also be dynamic. NRLM recognizes and values the iterative nature of the processes.

a. The mechanism for Social Inclusion and Institutions of the Poor as adopted by NRLM

Universal Social Mobilisation: To begin with, NRLM would ensure that at least one member from each identified rural poor household, preferably a woman, is brought under the Self Help Group (SHG) network in a time bound manner. Subsequently, both women and men would be organized for addressing livelihoods issues i.e. farmers organizations, milk producers' cooperatives, weaver's associations and so on, All these institutions are inclusive, and no poor would be left out of them. NRLM would ensure adequate coverage of vulnerable sections of the society such that 50% of the beneficiaries are SC/STs, 15% are minorities and 3% are persons with disability, while keeping in view the ultimate target of 100% coverage of BPL families. Promotion of Institutions of the poor: Strong institutions of the poor such as SHGs and their village level and higher level federations are necessary to provide space, voice and resources for the poor, and for reducing their dependence on external agencies. They empower them. They also act as instruments of knowledge and technology dissemination, and hubs of production, collectivization and commerce. NRLM, therefore, would focus on setting up these institutions at various levels. In addition, NRLM would promote specialized institutions like Livelihoods collectives, producers' cooperatives/companies for livelihoods promotion through deriving economies of scale, backward and forward linkages, and access to information, credit, technology, markets and so on. The Livelihoods collectives would enable the poor to optimise their limited resources. There are existing institutions of the poor women formed by Government efforts and efforts of NGOs. NRLM would strengthen all existing institutions of the poor in a partnership mode. The self-help promoting institutions both in the Government and in the NGO sector would be supported. Further, existing institutions and their leaders and staff would be used as spearhead teams to support the processes of forming and nurturing new institutions.

Training, Capacity building and skill building: NRLM would ensure that the poor are provided with the requisite skills for: managing their institutions, linking up with markets, managing their existing livelihoods, enhancing their credit absorption capacity and credit worthiness, and so on. A multi-pronged approach is, envisaged, for continuous capacity building of the targeted families, SHGs, their federations, government functionaries, bankers, NGOs and other key stakeholders. Particular focus would be on developing and engaging community professionals and community resource persons for capacity building of SHGs and their federations and other collectives. NRLM would make extensive use of ICT (Information & Communication Technology) to make knowledge dissemination and capacity building more effective.

Revolving Fund and Capital Subsidy: Subsidy would be available in the form of revolving fund and capital subsidy. The Revolving Fund would be provided to the SHGs (where more than 70% members are from BPL households) as an incentive to inculcate the habit of thrift and accumulate their own funds towards meeting their credit needs in the long-run and immediate consumption needs in the short-run. Subsidy would be a corpus and used for meeting the members' credit needs directly and as catalytic capital for leveraging repeat bank finance. The key to coming out of poverty is continuous and easy access to finance, at reasonable rates, till they accumulate their own funds in large measure.

Universal Financial Inclusion: NRLM would work towards achieving universal financial inclusion, beyond basic banking services to all the poor households, SHGs and their federations. NRLM would work on both demand and supply side of Financial Inclusion[22]. On the demand side, it would promote financial literacy among the poor and provides catalytic capital to the SHGs and their federations. On the supply side, it would coordinate with the financial sector and encourage use of Information & Communication Technology (ICT) based financial technologies, business correspondents, and community facilitators like 'Bank Mitras'. It would also work towards universal coverage of rural poor against loss of life, health and assets. Further, it would work on remittances, especially in areas where migration is endemic. Provision of Interest Subsidy: The rural poor need credit at low rate of interest and in multiple doses to make their ventures economically viable. In order to ensure affordable credit, NRLM has a provision for subsidy on interest rate above 7% per annum for all eligible SHGs, who have availed loans from mainstream financial institutions, based on prompt loan repayment. This subsidy would be available to SHGs, where at least 70% of the members of the members are from BPL households, till a member accesses credit, through repeat cumulative loaning, up to ₹ 1.00 lakh per household, the interest subsidy would not be applicable when a SHG avails capital subsidy. However, interest subsidy would be provided to this SHG, when they avail a fresh loan after repaying the capital subsidy linked loan.

b. Guidelines adopted by NRLM on Livelihoods:

Poor have multiple livelihoods as a coping mechanism for survival. Their existing major livelihoods are: wage labour, small and marginal holding cultivation, cattle rearing, forest produce, fishing, and traditional non farm occupations. The net incomes and employment days from the current livelihoods are not adequate to meet their expenditures. NRLM would look at the entire portfolio of livelihoods of each poor household, and work towards stabilizing and enhancing the existing livelihoods and subsequently diversifying their livelihoods. Infrastructure creation and Marketing support: NRLM would seek to ensure that the infrastructure needs for key livelihoods activities of the poor are fully met. It would also provide support for marketing to the institutions of the poor. The range of activities, in marketing support, includes market research, market intelligence, technology, extension, developing backward and forward linkages and building livelihoods collectives and supporting their business plans. NRLM would encourage and support partnerships with public and private organizations and their networks/associations for these activities, particularly for market linkages. Rural Haats would also be encouraged to directly link producer groups (SHGs) and individual producers with urban and semi-urban markets through a well-developed system of continuous identification and rotation of beneficiaries. 20% of the state's programme outlay is reserved for this purpose.

Skills and Placement Projects: NRLM would pursue skill upgradation and placement projects through partnership mode as it is one of the best investments in youth and provides impetus to livelihoods opportunities emerging markets. For strengthening this, various models of partnerships with public, private, non-government and community organizations would be developed. A strong relationship would also be developed with industry associations and sector specific employers' associations. National Skill Development Corporation (NSDC) would be one of the leading partners in this effort. 15% of the central allocation under NRLM is earmarked for this purpose. Rural Self Employment Training Institutes[23] (RSETIs): NRLM encourages public sector banks to set up RSETIs in all districts of the country. RESTIs transform unemployed rural youth in the district into confident self-employed entrepreneurs through need-based experiential learning programme followed by systematic handholding support. Banks are completely involved in selection, training and post training follow-up stages. RSETIs partner with others, including the institutions of the poor, to realize their mandate and agenda. Innovations: NRLM believes that successful innovations can reduce the learning curve for poverty eradication by showing a better pathway or different pathways out of poverty. 5% of the Central allocation is earmarked for innovations. They should be end-to-end solutions and have a clear mandate of transferring knowledge and capabilities to the livelihoods organizations of the poor. Those innovations which have the potential for reaching out specifically to the poorest; or far reaching out to the largest number of poor; and having maximum impact with limited resources would be preferred and supported.

c. The guidelines on Convergence and partnerships undertaken by NRLM

Convergence: NRLM would place a very high emphasis on convergence with other programmes of the Ministry of Rural Development and other Central Ministries, and programmes of state governments for developing synergies directly and through the institutions of the poor. Partnerships with NGOs and other CSOs: NRLM would proactively seek partnerships with Non-Government Organisations (NGOs) and other Civil Society Organisations[24] (CSOs), at two levels – strategic and implementation. The Partnerships would be guided by NRLMs core beliefs and values, and mutual agreement on processes and outcomes. NRLM would develop a national framework for partnership with NGOs and other CSOs. Further, NRLM would seek partnerships with various other stakeholders at various levels directly, or through the institutions of the poor. Linkages with PRIs: In view of the eminent roles of the Panchayat Raj Institutions (PRIs) that include governance, agency, commercial and political, it is necessary to consciously structure and facilitate a mutually beneficial working relationship between Panchayats and institutions of the poor, particularly at the level of Village Panchayats. Formal mechanisms would need to be established for regular consultations between the institutions of the poor and the PRIs for exchange of mutual advice, support and sharing of resources. However, care would be taken to protect their autonomy. Where there are no PRIs, the linkages would be with traditional local village institutions.

d. The principles on Sensitive Support as adopted by NRLM

External Sensitive Support Structures: NRLM’s process-intensive effort would require dedicated human resources. Realizing this, NRLM would be setting up sensitive and dedicated support structures at the National, State, district and sub-district levels. NRLM Advisory, Coordination and Empowered Committees and National Mission Management Unit at the national level, State Rural Livelihoods Missions (SRLMs) as autonomous bodies and State Mission Management Units at state level, District Mission Management Units at district level, and sub-district units at block and /or cluster levels would constitute these support structures. These structures would have suitable linkages with Government(s), District Rural Development Agencies (DRDAs), and PRIs. The governance of DRDAs would be revitalized with representatives of institutions of the poor and professionalized so that they respond better to meeting the needs of the poor. These support structures would be staffed with professionally competent and dedicated human resources through appropriate arrangements including partnerships and outsourcing of services. A clear objective of this support structure is to include an internal sensitive support structure, consisting of the institutions of the poor, their staff and other social capital. Over time, the role of the internal support structure should increase and replace the external structure in many of these processes.

Technical Support: NRLM would provide technical assistance to the States and all other partners for creating and strengthening their institutional capacities for its effective implementation. It would build national knowledge management and learning forums/ systems. It would facilitate partnerships between institutions of the poor and banking sectors, public and private sectors, for ensuring last mile service delivery to reach the poor. It would build a national pool of experts, practitioners and advisers in all the relevant disciplines including social mobilization, institution building, microfinance, livelihoods, skill development, entrepreneurship and so on, they would provide handholding support to SRLMs for developing and executing state poverty reduction strategies. Monitoring and Learning: NRLM would monitor its results, processes and activities through web-enabled comprehensive MIS, regular meetings of the Performance Review Committee, visits by senior colleagues, Local, District, State and National Monitoring Groups and the mechanisms of Review and Planning Missions. Process monitoring studies, thematic studies and impact evaluations would provide inputs to the above. It would also promote social accountability practices to introduce greater transparency. This would be in addition to the mechanisms that would be evolved by SRLMs and state governments. The learning from one another underpins the key processes of learning in NRLM.

Funding Pattern: NRLM is a Centrally Sponsored Scheme and the financing of the programme would be shared between the Centre and the States in the ratio of 75:25 (90:10 in case of North Eastern States including Sikkim; completely from the Centre in case of UTs). The Central allocation earmarked for the States would broadly be distributed in relation to the incidence of poverty in the States. Phased Implementation:

Social capital of the poor consists of the institutions of the poor, their leaders, community professionals and more importantly community resource persons (poor women whose lives have been transformed through the support of their institutions). Building up social capital takes some time in the initial years, but it multiplies rapidly after some time. If the social capital of the poor does not play the lead role in NRLM, then it would not be a people's programme. Further, it is important to ensure that the quality and effectiveness of the interventions is not diluted. Therefore, a phased implementation approach is adopted in NRLM. NRLM would have to reach all districts and blocks by the end of 12th Five-year Plan.

The blocks that are taken up for intensive implementation of NRLM, would have access to a full complement of trained professional staff and cover a whole range of activities of universal and intense social and financial inclusion, livelihoods, partnerships and so on, however, in the remaining blocks or non-intensive blocks, the activities may be limited in scope and intensity. The outlays in these blocks would be limited to the State average allotment for these blocks under the present SGSY. Transition to NRLM: All States/UTs would have to transit to NRLM within a period of one year from the date of formal launch of NRLM. Further funding under SGSY ceases thereafter. Agenda before NRLM: NRLM has set out within an agenda to reach out, mobilize and support 7.0 crore BPL households across 600 districts, 6000 blocks, 2.5 lakh Gram Panchayats, in 6.0 lakh villages in the country into their self-managed SHGs and their federal institutions and livelihoods collectives. NRLM's long-term dedicated sensitive support would be with them and extend facilitation support in all their efforts to get out of poverty. In addition, the poor would be facilitated to achieve increased access to their rights, entitlements and public services, diversified risk and better social indicators of empowerment.

e. The procedure of Economic Assistance, Financial Norms and Ceilings

Formation of SHGs: ₹10000 per SHG to be given to NGOs/CBOs/Community Coordinators/Facilitators/Animators towards group formation and development. Revolving Fund (RF): As a corpus to SHG with a minimum of ₹10000 to a maximum of ₹15000 per SHG. This is given to all SHGs that have not received RF earlier. Only those SHGs with more than 70% BPL members are eligible for RF. Capital Subsidy (CS): Capital subsidy ceiling is applicable, both for members of SHGs and individual beneficiaries @₹15000 per general category and ₹20000 per SC/ST category. The maximum amount of subsidy that an SHG is eligible for is ₹2.50 lakh. Only BPL members are eligible for individual subsidy, and only those SHGs with more than 70% BPL members are eligible for the subsidy to SHGs. Capacity building and skills training @ ₹7500 per beneficiary: The amount available under this component is used for training and capacity building not only of the beneficiaries but also of all other stakeholders, including programme officers and staff, community professionals, concerned government officials, NGOs, PRI functionaries and so on. Expenditure on exposure visits and immersion visits is also to be covered under this component. The skill-training here refers to member level training for self-employment and are distinct from the Placement-linked Skills training.

Interest subsidy: Subsidy on interest rate above 7% per annum for all SHG loans availed from banks, based on prompt repayment. Interest subsidy would be provided to an individual beneficiary or SHG member till he/she has availed a bank loan up to an amount of ₹1.00 lakh. It is expected that there will be repeat doses of financing to members in SHGs and this limit of 1.0 lakh is the cumulative loan availed by a member (household). This subsidy is not available on such occasions when the SHG is availing capital subsidy. NRLM provides one time grant for corpus-fund for sustainability and effectiveness of federations: ₹10000 for Village/Panchayat level federation ₹20000 for Block level federation and ₹100000 for District level federation. Administrative expenses: 5% of the allocation, net of the component relating to skill development & placement and net of the component of RSETIs. This amounts to 5% of Central release to the State and the corresponding State share. Infrastructure and Marketing: Up to 20% (25% in case of north eastern states and Sikkim) of the Central share and State share of allocation i.e. state's programme outlay. Skills and Placement Projects and Innovations (20% of the Central allocation): Expenditure on innovative projects should not exceed 5%; and the remaining 15% is for placement linked skill development projects. 50% of the allocation for placement linked skill development projects (7.5% of total allocation) is retained at the centre for multi-state skill development projects and the balance is allocated to states to implement state specific skill development and placement projects. The States have to add the corresponding state share to the amount released to them.

F. National Rural Livelihood Mission during the Twelfth Five Year Plan (2012-2017)

During the Twelfth Five Year Plan, the National Rural Livelihood Mission was to emerge as the centrepiece of India's battle against rural poverty. It has already been stated in the foregoing paragraphs that NRLM has been designed to overcome the limitations of SGSY. The building up of infrastructure and organizational stability provided by Mahatma Gandhi National Rural Employment Generation Act (MGNREGA) will be harnessed to generate sustainable livelihoods for the poor through the NRLM, which is supposed to work simultaneously on five critical dimensions of rural livelihood and human development: Strengthening the package of credit cum technology support to strengthen rural livelihoods. Empowering institutions of the poor that would fundamentally alter the balance of power in rural India. Facilitating the poor to compete on more equal terms in the market so that they derive real benefits from the new opportunities opening up in rural India. Improving the quality of human development programme such as drinking water sanitation and housing by making higher private investments possible through a credit component being added to the subsidies being currently provided. Imparting the much-needed skills to the rural population to meet the demands of both the growing rural and urban economics and ensuring placement of skilled workers in appropriate jobs.

Phased implementation of NRLM during the Twelfth Five Year Plan (2012-2017) is stated as below: The SGSY experience of universalization without quality syndrome has plagued many rural development initiatives in the recent past. The NRLM has been designed to be implemented in a phased manner. (Shown in Table 4.1 below)[25] specifically keeping this experience in mind to ensure quality of outcomes and to avoid spreading resources too thin and too quickly.

In each phase, selected districts and blocks would be identified by each state for intensive implementation of NRLM activities. The "intensive blocks" that are taken up for NRLM implementation would be provided with a full complement of trained professional staff to undertake a whole range of activities under the key components of the mission in phased manners as follows : Building institution of the poor, promotion of financial inclusion, diversification and strengthening of the livelihoods of the poor, promotion of convergence and partnerships between institutions of the poor and the government and non-government agencies, promotion of skills and placement support and support for livelihoods and social innovations.

Table 4.1

Phasing of the National Rural Livelihoods Mission is given below

Sl. No.		2012-13	2013-14	2014-15	2015-16	2016-17	Total Twelfth Plan	Total 13th Plan	Total
1	Intensive Districts	150	0	150	0	300	600	0	600
2	Cumulative Intensive Dist.	150	150	300	300	600	600	600	600
3	Intensive Blocks	600	0	1500	0	2100	4200	1800	6000
4	Cumulative Intensive Blocks	600	600	2100	2100	4200	4200	6000	6000
5	Households covered in lakh	45	23	60	75	128	330	570	900
6	Cumulative households covered in lakh	45	68	128	203	330	330	900	900
7	SHGs in '000	360	180	480	600	1020	2640	4560	7200
8	Cumulative SHGs in '000	360	540	1020	1620	2640	2640	7200	7200
9	Youth Skilled for and Placed in jobs in lakh	5	10	25	30	30	100	150	250
10	Cumulative Youth Skilled for and Placed in jobs in lakh	5	15	40	70	100	100	250	250
11	Self employed in lakh	2	4	6	8	10	30	60	90
12	Cumulative Self employed in lakh	2	6	12	20	30	30	90	90

Note: The figures for 2012-13 include figures of already existing SHGs.

Source: Twelfth Five Year Plan of India, economic sectors Volume II (2013) New Delhi, SAGE Publication, Table 17.6, P-299

The rationale, behind adopting a phased, intensive approach[26] are: Building sustainable institutions for the poor, promotion of financial literacy and inclusion through bank linkage and provision of livelihood support services, skill development and placement, involve intensive social mobilisation and capacity building. All these activities also require a good deal of professional support. While the NRLM envisages hiring of services, most of the states do not have the required capacity, which can only be built in a phased manner. In the long run, institutions of the poor communities are identified, trained and prepared for undertaking larger leadership roles. The process of building local community leaders and resource persons is very difficult task and time consuming. Promotion of livelihoods of the rural poor does not afford a simple linear approach, which all states and districts can equally adopt. What works in one state/district may not work equally effectively in another. It is only from learning by doing and innovating that appropriate solutions emerge, as simply demonstrated by the successful phased expansion adopted in the states of Andhra Pradesh, Kerala and Tamil Nadu. The phased expansion approach will also facilitate early piloting of key strategies in certain 'resource blocks' which can then provide the proof of concept required on the ground for others to adopt and replicate. The community-based institutions also require certain amount of time to internalise new learning practices and innovative experiments before expanding and scaling up. Simultaneous implementation of the intensive strategy in all blocks and district would imply a thin distribution of available resources leading to sub optimal and non-sustainable outcomes. The phased approach will enable states to apply scarce resources to their priority districts and blocks, where strong civil society support may also be available.

A major focus of the NRLM is skilling rural poor youth. This is both for self -employment in microenterprises and job placement given emerging widespread employment opportunities at the entry level in high growth sectors like textiles, construction hospitality, retail, security, automobile, health services and so on. The services provided by NRLM include mapping the demand for jobs, skill development training, counselling youth by matching their aspirations and existing skill set with demand and placement and post placement support.

NRLM aims at supporting 1(one) crore youth in the Twelfth Five Year Plan in this manner. The focus would be on youth from Integrated Action Plan districts, Jammu & Kashmir, North Eastern States, districts/blocks with high SC population and minority concentrated districts. The initiative would also aim at enrolling as many girls as possible. The self-employment and microenterprises sub component would pursue multiple streams, such as: Micro entrepreneurs and enterprises are directly nurtured by Rural Development and Self Employment Training Institutions (RUDSETIs), micro entrepreneurs through apprenticeship and nurturing by practising micro entrepreneurs, working with other training partners, including Community Based Organizations (CBOs) and Civil Society Organizations (CSOs) and so on. These models envisage transforming unemployed youth into confident self-employed entrepreneurs through a short duration experiential learning programmes followed by systematic long duration hand holding support/apprenticeship. In the Twelfth Five Year Plan it is proposed to nurture 30(thirty) lakh entrepreneurs from among the poor to set up micro enterprises.

Notes and References

1. **The Planning commission of India** (1950): The Planning Commission of India was set up by a Regulation of the Government of India in March 1950 in Pursuance of declared objectives of the Government to promote a rapid rise in the standard of living of the people by efficient exploitation of the people's resources of the country.
2. The Panchayat Raj was not a part of original constitution, but it was made a constitutional body of Government of India by the 73rd Amendment Act of 1992.
3. **B.S. Bhargava** – *Panchayat Raj Institution,* 1979, New Delhi, Ashish Publishing House, p-7.
4. NDC was setup in 1952 by the first Prime Minister, Government of India, vide notification 1/51/1/2015-cab dated 6th August, 1952.
5. **Eleventh Five Year Plan of India**, 2007-2012 (2008), Vol-III, New Delhi, Oxford University Press, p-90
6. **Eleventh Five Year Plan of India**, 2007-2012 (2008), Vol-III, New Delhi, Oxford University Press, p-90
7. **Eleventh Five Year Plan of India**, 2007-2012, Vol-III (2008), New Delhi, Oxford University Press, p-91
8. **Eleventh Five Year Plan of India**, 2007-2012, Vol-III (2008), New Delhi, Oxford University Press, p-91
9. National Bank of Agriculture and Rural Development Bank was established on 12th July 1982 by the Constitutional Amendment Act 61 of 1981 to look after the agricultural credit of RBI and refinance functions of the then Agricultural Refinance and Development Corporation.
10. Small Industries Development Bank of India was set up on 2nd April, 1990 under an Act of Indian Parliament, acts as the principal financial institution for the promotion, financing and development of the Micro, Small and Medium Enterprise sector and also coordinating the functions of the institutions engaged in similar activities.

11. **Ramakrishna Mahila Kosh** was established by the Government of India in March 1993 as an autonomous body under the ministry of women and child development. It was registered under the Societies Registration Act 1860 for socio-economic empowerment of women.
12. **Eleventh Five Year Plan of India**, 2007-2012, Vol-III (2008), New Delhi, Oxford University Press, p-92
13. **Eleventh Five Year Plan of India**, 2007-2012, Vol-III (2008), New Delhi, Oxford University Press, p-93
14. **Eleventh Five Year Plan of India**, 2007-2012, Vol-III (2008), New Delhi, Oxford University Press, p-93
15. **Eleventh Five Year Plan of India**, 2007-2012, Vol-III (2008), New Delhi, Oxford University Press, p-93
16. **Eleventh Five Year Plan of India**, 2007-2012, Vol-III (2008), New Delhi, Oxford University Press, p-94
17. **Eleventh Five Year Plan of India**, 2007-2012, Vol-II (2008), New Delhi, Oxford University Press, p-193
18. **Twelfth Five Year Plan of India**, Economic Sectors, 2012-2017, Vol-II (2013), New Delhi, SAGE Publication, p-298. Radhakrishna committee was appointed by the ministry of rural development Government of India vide MoRD letter no-1-12011/5/08-SGSY-credit on Credit Related Issues under SGSY.
19. **Twelfth Five Year Plan of India**, Economic Sectors, 2012-2017, Vol-II (2013), New Delhi, SAGE Publication, p-298
20. **Twelfth Five Year Plan of India**, Economic Sectors, 2012-2017, Vol-II (2013), New Delhi, SAGE Publication, p-297, 298, 299 & 300.
21. **Twelfth Five Year Plan of India**, Economic Sectors, 2012-2017, Vol-II (2013), New Delhi, SAGE Publication, Table 17.6 p-299.
22. **Twelfth Five Year Plan of India**, Economic Sectors, 2012-2017, Vol-II (2013), New Delhi, SAGE Publication, Table 17.6 p-299.
23. **Twelfth Five Year Plan of India**, Economic Sectors, 2012-2017, Vol-II (2013), New Delhi, SAGE Publication, Table 17.6 p-300.

24. **Twelfth Five Year Plan of India**, Economic Sectors, 2012-2017, Vol-II (2013), New Delhi, SAGE Publication, Table 17.6 p-300.

25. **Twelfth Five Year Plan of India**, Economic Sectors, 2012-2017, Vol-II (2013), New Delhi, SAGE Publication, Table 17.6 p-299; p-2972 -2991

26. **Twelfth Five Year Plan of India**, Economic Sectors, 2012-2017, Vol-II (2013), New Delhi, SAGE Publication, Table 17.6 p-298.