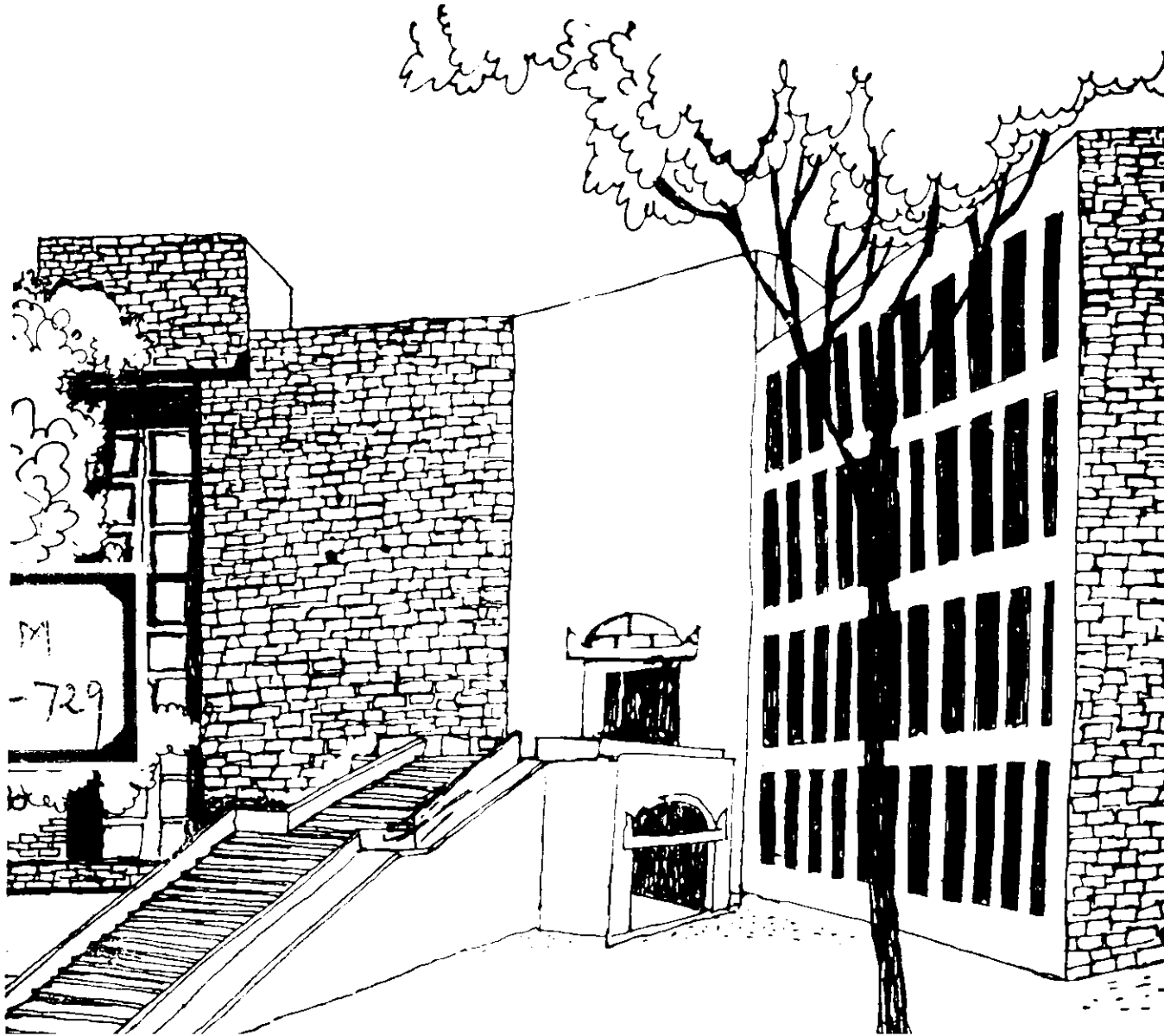




Working Paper



'PROJECT-LINKAGE' PROGRAMME -
UNDERSTANDING THE PROCESS OF
EVOLUTION AND REVIEW OF PILOT
PROJECT EXPERIENCE

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1.0 Objectives of the Study :

Balanced regional development, participation in the benefits of economic progress by weaker sections of the society and more equitable diffusion of ownership of industry have all along been important objectives of national policy.¹ These objectives have influenced industrial policy of central and states and various incentives like capital subsidy, tax holidays, soft loan etc. have been offered for location of industries in backward areas.

In Gujarat also out of 139 industrial estates, 65 are established in the backward districts. As many as 1400 industrial units that have been established in the industrial estates after 1970 (upto December, 1982) 20% have been established in the backward districts.²

With the objective of linking rural development with industrial development, the Government of Gujarat has started a pioneering development program, 'Project-Linkage'. The program was initiated in 1981 but is formally included in budget of Gujarat Government only in 1983-84. It was felt that being a new program in its infancy, the study of the program will provide an insight into the process of evolution of a development program and how they get established in

1 From the forward by Shri NN Pai to proceedings of 'Seminar on Industrial Development of Backward Areas', May 16-17, 1980, IDBI, Bombay.

2 The data reported by Shri Anil C Shah in project linkage booklet, August 1983, Deptt. of Agriculture & Forests.

bureaucracy. Being a new program, we were also interested to look at the strategy, structure and processes of the program and the possibilities of them. Achieving the defined objectives of the program. Accordingly we had set the following objectives for the study:

- i) To understand processes by which developments programs get initiated, and implemented and role of autonomous organizations and bureaucracy in evolution of development programs.
- ii) To study 'project-linkage' program and its objectives, structure, and activities and also its achievements at Vapi and Ankleshwar industrial estates.
- iii) To review pilot-project performance of the program and make suitable recommendations.

2.0 Methodology of the Study :

The project report on 'project-linkage', prepared by Gujarat State Rural Development Corporation Ltd., was studied and various agencies involved in the project were identified. It was planned to interview these agencies to find out the extent of their involvement and commitment to the program. Usually the interviews were open ended, but before every interview a list of questions was prepared to cross-check whether all relevant points have been covered or not. A

sample questionnaire used to interview Shri Anil C. Shah, Director, Mahatma Gandhi Institute of Labour Studies is placed at Appendix 'A'. After the interview, the notes were analysed and the controversies or emerging hypotheses if any, were identified. The subsequent interviews with same or/and other agencies were used to generate data to validate the controversies/hypotheses.

PART - I

3.0 'Project-Linkage' Program Evolution - A Case Study :

Shri Anil C. Shah in an interview with us, said that as Secretary, Industrial Promotion and Development, he was responsible for promoting the location of industries in backward areas and the performance of his department was evaluated based on number of units located and capital investment in the area. Though industries got located in backward area, he felt that enough employment for local people was not created. Subsequently, he was transferred as Secretary, Rural Development in Government of Gujarat (some-time in 1979-80). In this new assignment he had an opportunity to look into the problems of industries located in backward area. Around mid 1980, Ankaleshwar Industries Association,³ had made representation to Government regarding the problems of manpower, training, housing and related problems of transport etc. The meetings were held, in which usually following members were present :

³ An Association formed by the Industries located in Ankleshwar, industrial estate. Major objectives of association are placed at Appendix 'B'.

- i) Secretary to Government, Labour & Employment Deptt., Government of Gujarat.
- ii) Special Secretary, Rural Development.
- iii) Collector, Bharuch.
- iv) Director, Manpower, Employment & Training.
- v) Project Administrator, Tribal Area Development Authority.
- vi) Assistant Housing Commissioner.
- vii) Ex-Principal, ITI, Ankaleshwar.
- viii) Principal, ITI, Ankleshwar.
- ix) General Manager, DIC, Bharuch.
- x) Principal, K.G. Polytechnic, Bharuch.
- xi) Deputy Chief Executive, GIDC, Bharuch.
- xii) Project Officer, SFDA.
- xiii) Ankleshwar Industries Association Secretary.

These meetings though originally meant to highlight the problems of industries, helped to identify the missing links between rural labour availability and industries requirements of labour.

Around the same time, Vapi another major industrial estate in Gujarat was fast expanding and as a consequence of that, problem of labour shortage was felt. The labour catchment⁴ area near Vapi was depleting fast. To study and

4 A catchment area for an industrial estate, is the area from which it expects to get its labour requirement.

understand the problem in its totality Gujarat Industries Development Corporation (GIDC) had requested Gujarat Industrial and Technical Consultancy Organization Limited (GITCO) to study the labour requirement and catchment area for Vapi Industrial Estate. The report was submitted in November 1980 and some of the important recommendations were as given below :

- a) While planning an estate for a depressed area due consideration should be given to labour supply problems, occupational and industrial analysis of the working population with special reference to unemployment and skills available along with the provisions of transportation network with reference to journey to work, economic and social amenities available to the catchment area.
- b) By carrying out location simulation studies, the industries best suited to the area in reference to manpower, skill, physical resources, market structure, and infrastructure should be identified first and only these industries are to be encouraged in that particular estate.
- c) GIDC and industrial houses should take the responsibility for building infrastructure facilities, like roads, electrification of villages, hospitals, house construction for managers as well as for workers and subsidized transport. The planning department of the district collector had shown their willingness to share the cost of buses if an agency came forward for its implementation.

- d) Since the cost of immigrant labour in terms of wages and investment in infrastructure is high, the need for upgrading the level of skill and education for the local people was emphasized. Hence, creation of training centres which could impart training to match the requirements of the local industries was recommended.
- e) To avoid absenteeism due to personal factors like purchases for agriculture it was suggested to build an agrocentre along with a fertilizer distribution depot at the estate.

This report and its findings had major influence on the design of 'project-linkage' program and most of recommendations were included in the program.

Shri Anil C. Shah,⁵ in 16th Board Meeting of Gujarat State Rural Development Corporation suggested the need for utilising the potential of employment in industrial estates developed in backward districts for employment of local people. It was suggested that corporation should take up linkage project. Accordingly, the corporation had initiated survey in 5 villages around Ankleshwar, to find position of employment and the kind of skills available. Subsequently, meetings were held in Bharuch along with GSRD & GIDC

5 Shri Anil C. Shah, in addition to being Secretary, Rural Development, was also Vice Chairman of GSRDC.

representatives and it was decided that they would jointly take up surveys in Ankleshwar estate as well as near industrial estate of Halol & Kalol of Panchmahals district and Chotalal block of Surendranagar. The Joint survey would include :

- a) Finding out what were the manpower requirements of the industries-skilled and unskilled;
- b) What were the opportunities for self-employment in the industrial areas including adjoining residential areas;
- c) What training should be provided to the under-employed and unemployed in the surrounding villages upto 15 kms. to avail of opportunities in industrial areas;
- d) What other facilities such as roads and housings should be built up.

It was also decided that GSRD should set up project cell at Ankleshwar and accordingly the post of Manager (Linkage/Project) field assistant, Clerk/Typist, and peon was sanctioned. Some posts were also sanctioned for Surendranagar and Panchmahals. It was further resolved that General Manager, GSRDC could spend up to Rs.45,000 in 1980-81 and up to Rs.1,10,000 during next year.

The Linkage Project cell come into existence in the month of April 1981. The cell organized two recruitment camps in the month of June 1981. More than 1000 youths

attended these camps and 326 people were selected. However, after a period of 2 months it was found that only 125 persons continued to work and as on today only 69 originally selected persons are working.

In the meanwhile, Minister, Planning & Employment Shri Sanat Mehta got interested in the programme. He visited Ankleshwar in the month of August 1981 and was quite impressed with its potential. As a consequence of his visit, activities were initiated to transfer the project to department of Rural Development. A task force was created and by the end of year 1981, the program got formally transferred to Agriculture & Forests Department. In the Office of Commissioner of Rural Development, a post of Officer on Special Duty (Project-Linkage) is created. The project-linkage officers at Ankleshwar and Vapi report to District Rural Development Agencies. The project is included in the budget of 1983-84 with an allocation of Rs.5 lacs. Part of the money spent by GSRDC is reimbursed back by Government. In the last 2 years substantial work has been done in the direction of road building, housing, training etc. and project has started working as an on-going project. Next year, it is planned to open project-linkage office at 2 more estates and its budget is likely to be Rs. 25 lacs.

4.0 Emerging Hypotheses about Evolution of Development Programs :

In the last section, we described the processes by which 'project-linkage' program got initiated and implemented. The analysis of the case provides some interesting insights into the evolution of development programs, and two emerging hypotheses are listed below :

Hypothesis - 1:

Bureaucracy, by its very nature, is in a better position to respond to the developmental needs of the clientele system, rather than innovate and initiate the development programs by its own.

The case-study of 'project-linkage' program suggests that program has evolved as a response to representations made by one of the clienteles of the development program, namely Industrialists owning the industries in backward areas. As discussed, subsequently, it is precisely the reason that program caters to needs of industries more than needs of rural people.

Hypothesis - 2:

In the design and pilot testing of a development program on autonomous body, interested in the program, is in a better position to give necessary impetus as compared to government agencies.

The constraints of bureaucracy does not allow risk taking and experimenting with new ideas. The process of decision-making is very cumbersome and time consuming in bureaucracy. In addition, resources allocation needs political approval. As against bureaucracy the decision-making is much faster in autonomous organizations GSRDC & SIDC, being corporations, were able to take initial survey work much faster. However, after the initial stages, the program may be transferred to bureaucracy for running it on regular basis.

It will be interesting to look at the case histories of other development programs to validate the above hypotheses.

PART-II

- .0 Program Details :
- .1 Scope and Objectives of the Program :

The basic objective of PROJECT LINKAGE is to provide the missing links as would lead to integration of rural development with industrial development to mutual advantage. PROJECT LINKAGE envisages that local people will continue to live in their own villages or in the upgraded villages if they are living beyond cycling or busing distance of the job spot. It will prevent the large migration of external people, resulting the growth of slums, characteristic of all industrial complexes and also will help the industries in maintaining better industrial relations and industrial peace.

The missing links identified to be provided under PROJECT LINKAGE include :

- i) Communication - Roads & Transport;
- ii) Training - according to the requirement of industrial units;
- iii) Housing for those villagers living beyond cycling and busing distance.
- iv) Self-employment opportunity in the industrial estate.

.2 Organization : Structure of the Program :

Project Linkage program is a state sponsored program and has been launched with the department of Agriculture and Forests as its modal agency. At the state level there is a proposal to set up a high power committee known as the Committee for Direction with the Chief Secretary as the Chairman, to supervise the planning, implementation and monitoring of the project. In the office of the Commissioner for Rural Development, the post of Officer on Special Duty has been created and a Project-Linkage Cell has been created.

At the district level a task-force has been constituted with District Development Officer as the Chairman and other members as following :

- i) President and Representative of the Estate Industrial Association.
- ii) Executive Engineer (B & C) of District Panchayat.

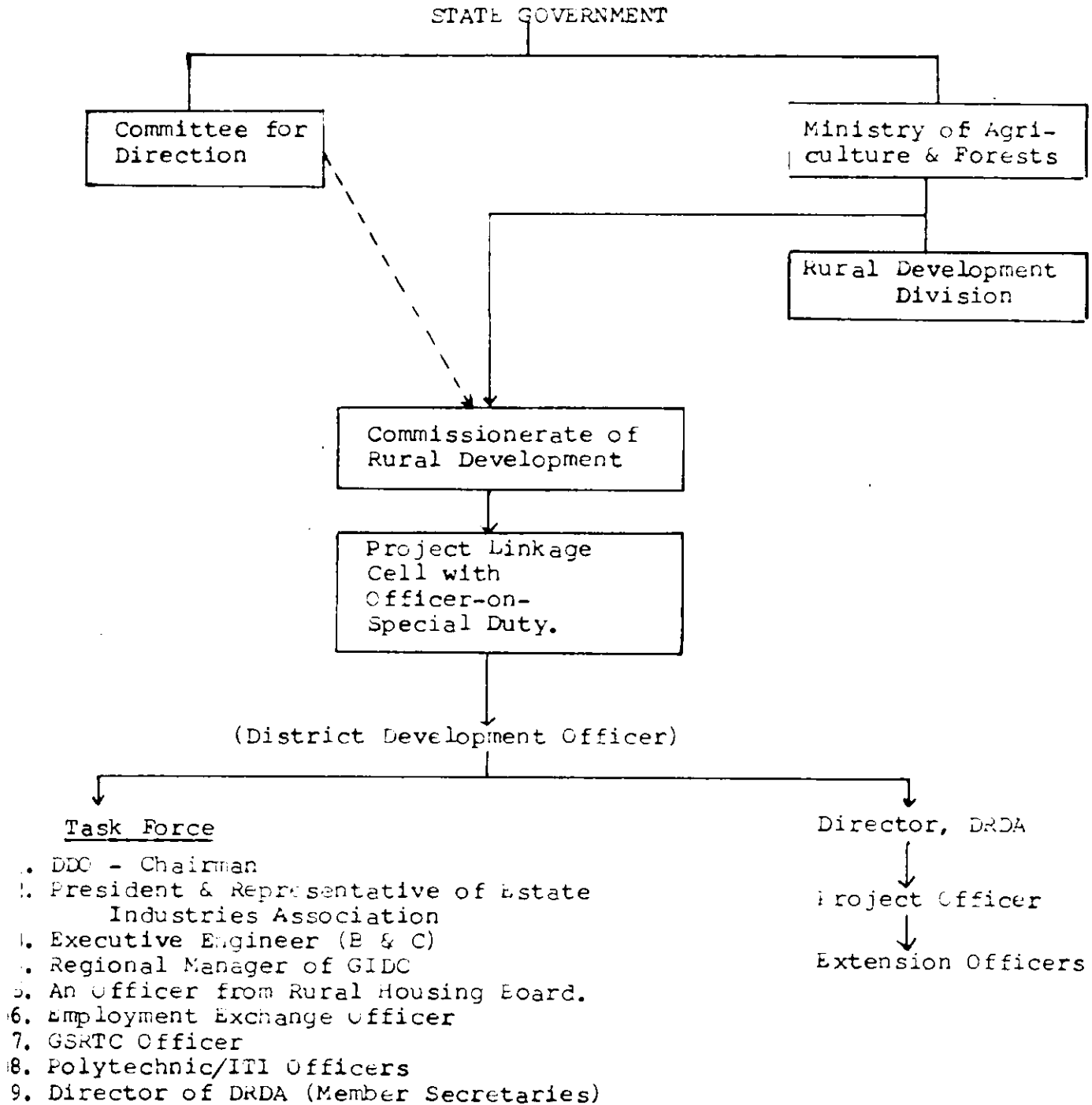
- iii) Regional Manager of GIDC.
- iv) An Officer from Rural Housing Board.
- v) Employment Exchange Officer.
- vi) Gujarat State Road Transport Corporation Officer.
- vii) Polytechnic/ITI Representatives.
- viii) Director of District Rural Development Agency
(as the member Secretary).

At the project level such as in the Estate of Vapi and Ankleshwar Project Officers have been appointed with supporting staff.

The Table No.1 shows the organization/administrative structure of the programme.

TABLE No.1

ORGANIZATIONAL CHART FOR PROJECT-LINKAGE PROGRAM



5.3 Activities and Achievements of the Program :

The activities of the program can be divided into four broad categories :

- i) Roads & Transportation;
- ii) Training;
- iii) Housing;
- iv) Coordinating Employment for local people.

The program is functioning at Vapi & Ankleshwar and details of the activities and achievements at those states are given below. Though self-employment is identified as one of the links nothing significant is done at both the centres in this regard.

a) Roads & Transportation :

The surveys conducted at Vapi and Ankleshwar, identified the villages in catchment area for these industrial estates. The total requirement the state of existing roads and additional requirements of roads, were listed. Substantial work regarding road construction has been done at both the estates. A major portion of the cost is covered under National Rural Employment Program and remaining cost is covered under budget grants of Building and Communication Department, District Planning Board fund and budget of Command Area Development. The details about road construction are listed at Table No.2

Besides providing road links it is considered essential to provide bus service for villages which are beyond cycling distance on daily basis. 'Desasari Consultants' were engaged to examine the feasibility of captive bus service in Ankleshwar Industrial Estate. The consultants based on their study has concluded that an independent captive transport unit with 3-5 buses would be economically viable. For implementation of transport project at Ankleshwar following decisions are taken :

- a) The bus service will be run by Ankleshwar Industries Association on no profit no loss basis.
- b) A capital budget of Rs.6 lacs for purchase of buses etc. is prepared with contributions of Rs.2 lacs each by Government, GIDC and Ankleshwar Industries Association.
- c) Home Department has advised GSRTC to give fully depreciated runner buses to Ankleshwar Industries Association on terms applicable to educational institutions etc.
- d) GIDC has agreed to allot 1000 sqm. of plot for construction of a shed for bus service.
- e) The Executive Committee for the transport service would have following government representatives :
 1. Chairman/Director, DRDA
 2. Representative of GIDC
 3. Representative of GSRTC.

However, bus service has not started operating at Ankleshwar because GSRTC has not provided the buses so far. To start captive bus service for Vapi Industrial Estate, Consultants have been engaged by Vapi Industrial Association to make a feasibility study.

TABLE No. 2

DETAILS OF ROAD CONSTRUCTIONS AT
VAPI AND ANKLESHWAR

Details	Ankleshwar	Vapi
1. No. of Villages in catchment area	58	57
2. The villages already having all weather roads	37	27
3. Total roads to be constructed	83 km.	90 km.
4. Achievement in 1982-83	42 km.	30 kms (Approx.)
5. Planned construction for 1983-84	41 km.	50 km.

b) Training :

Training is one of the important links of Project-Linkage program and industries as well as government have been actively involved in designing training schemes suitable to the requirement of local industries. 60% - 70% of the total manpower required will be in unskilled category and as such they require orientation training to inculcate in them, the basic disciplines of security, safety and regular working which will facilitate their adaptation to industrial environment. So far as skilled manpower requirement is concerned, the training in different trades will depend upon the requirements of industries.

The Directorate of Employment and Training is setting up mini ITIs at Ankleshwar and Vapi to start courses specific to the needs of industries. GIDC has offered 2 large sheds in each estate for establishing Mini-ITIs. At Ankleshwar the first course offered is of electrical helpers. In recent future they plan to start courses for Chemical plant operators, laboratory assistant, textile spinners, weavers etc. All these courses are need based with extensive involvement of industries. The details of various courses conducted at these industrial estates are given at Table No.3.

TABLE NO.3

DETAILS OF TRAINING COURSES CONDUCTED AT ANKLESHWAR & VAPI

Sl. No.	Nature of Training	Place	No. of people originally joined the course	No. of people successfully completed the course	No. of people gainfully employed	Duration of training	Remarks
1.	Trailoring to Cater to the needs of a garment export factory	Vapi	300	300	50	Not known	Factory is still short of workers.
2.	Chemical Operators	Vapi	22	14	-	6 months	6 are likely to join an industry.
3.	Gardening	Ankleshwar	8	8	3	60 days	
4.	Training for Carpentry, Plumbing etc.	-do-	-	-	-		Reluctance by unemployed youth to join the program.
5.	Training for Electrical Helpers	-do-	20	-	-	6 months	The course is started in the month of Sept. '83.
6.	Training for tribal youth to work in factories	-do-	52	22 under training in industries.	-	-	The trainees are working as trainee helpers.

c) Housing :

With the aim of providing cheap housing within cycling distance of and industrial complex and upgrading villages with new housing colonies to accommodate those living beyond cycling and busing distance, project linkage has taken up the activity of housing for the local labours.

Vapi : Based on the recommendations report of GITCO 3 villages were selected for setting up colonies which would enable the unemployed youths in distant villages to stay within cycling distance from the industrial estate. Gujarat Rural Housing Board has taken possession of land in these villages. Applications of 96 local workers who found daily commuting difficult have been sent to the housing board.

Ankleshwar : The plan is to construct about 290 housing tenements within 4 selected villages.

The Gujarat Rural Housing Board has already constructed 54 such tenements in Kosamadi Village and they have been occupied by the commuting workers.

) Coordination Employment for Local People :

Linkage project office held two recruitment camps in June 1981. Employment was given to about 326 persons at a time, but subsequent survey showed that only 69 persons continued

to work. From June 1982 to October 1983, 1184 persons were called for job, 867 came for interviews and 376 joined the services.

6.0 Review of the Program based on Pilot Project Experience :

The concept of linkages as mechanisms for development is not new to the literature of development. Rondinelli & Ruddle (1976) discussing the spatial development in developing countries suggest a complex set of physical, economic, technological and social linkages and population movement, service delivery linkages, and political, administrative and organizational linkages.

While reviewing the 'project-linkage' program, we have used the model suggested by Paul (1983). We analyse the objectives, strategy, structure and processes and their fit amongst processes and their fit amongst themselves and with the environment.

6.1 Objectives of the Program :

There are two beneficiaries of the program, namely, owners of the industries, located in backward areas and the local rural people. The success of the program will ensure that industries get required skill at reasonable wages and the rural people get gainfully employed resulting in economic growth of backward area. Though, apparently the objectives of two

beneficiaries seem complimentary to each other, in practice they may not be so. The industries are interested to get manpower at minimum wages, and are not necessarily concerned about generating the employment to local people. Similarly, local people are not concerned about the success or failure of the industries and their concept of improvement in quality of life may not match with earning Rs.8-10 per day and being bound by the rules and regulations of the industries.

As discussed earlier, the program has evolved as a response to the needs of the industries. The initial survey of the villages did not investigate in sufficient details the needs expectations and aspirations of people with regard to nature of employment and gains from it.

Shri D.A. Anandpura, President, Ankleshwar Industries Association committing on the need of employ local people, said "there are distinctive advantages of employing local people. People are more satisfied in their nature habitant and the wages are likely to be lower when local people are employed." Discussing further he added, "Employment of migrant labour results in development of slums which in turn creates social tensions in environment". The studies in migration (Connell et. al, 1976, page 2) suggest that migration is sex-selective. Creating enormous disparities in the receiving areas in the pro-creative age groups. The Surat Industrial belt has a large percentage of

migrant labour and the statistics show the increase in cases of veneral diseases, thefts etc. The industries may not be able to appreciate the problems due to migrant labour and as a consequence their low commitment to cause of local labour. However, the office-bearers of Ankleshwar Industries Association claimed that they have been educating their members about the need of employing local people.

6.2 Strategy of the Program :

- A) Skill Formation : Project-Linkage envisages training as one of the important linkage in skill formation and subsequent availability of skilled manpower. Commenting on need for training, Shri V Kumar, General Manager, FICOM Pvt. Ltd., Ankleshwar and also the training coordinator for Ankleshwar Industries Association, said "In backward areas, there is lack of industrial culture. People have fear of chemicals. They are more scared to handle dyes (because of being coloured) than acids and fumes. They feel uncomfortable to use masks and gloves resulting in safety hazards." In addition, they have to be familiar with industrial equipments. We have to also ensure that they do not make operational mistakes which could results in heavy losses to industries".

Ankleshwar Industries Association has been actively involved in identifying needs of their members in terms of skill requirements have accordingly designed training programmes.

The executives working in these industries work as part time faculty and the industries also provide facilities for practicals.

The active participation of beneficiaries is likely to result in relevant training being imparted to trainees in a way which will facilitate their early adaptation to industrial culture.

The local people after training will aspire for higher wages as compared to people who are untrained. Hence, it must be ensured that training is not too elaborate and prolonged resulting in raising the capacity of the local industries regarding wages which may be beyond the capacity of the local industries. The review of the programs planned by Mini-ITIs reveals that program duration ranges from 3 to 6 months which is not as large as compared to courses offered by ITIs. A wage differential of Rs.1 to 2 per day between people who are trained and not trained should be able to attract right kind of people for training programs. The implementation of the wage-differentia scheme presupposes that employees working in the industries get some kind of annual increments in their wages. The industries which do not follow such practice will find it difficult to pay more to training employees against experienced employees who have learned the skills by long association with the industries.

Government has also hosted facilities and stipends through project linkage office and tribal development agencies. It has

also gives concessions under TRYSEN to select 50% trainees for wage employment.

However, the experience shows that people either do not join industries after training or are not selected by industries. The above mismatch may be due to -

- i) Indifference of the trainees towards job-opportunities;
- ii) Low wage offerings by industries;
- iii) Quality of training being poor.
- iv) Due to poor monitoring and control systems, low level of learning by trainees.

If training has to play a vital role in 'Project-Linkage' program possibilities of above weaknesses should be minimised. Suitable recommendations are included in the next section.

B) Housing :

As discussed earlier Gujarat Rural Housing Board is responsible for building the houses for rural people. The board has used its existing scheme for Economically Weaker Section to provide houses for 'project-linkage' program. The scheme requires that earning of the family should not be more than Rs.350/- per month, the person should be employed and his employer should be ready to deduct his monthly contribution. Further, he should register himself with the corporation by paying Rs.200/-. A detailed analysis of the requirement suggests that the housing link in its existing format may not be able to generate enough employment.

The people who are already coming for job, could do so because they had no major problems in commuting and those who are not in job cannot avail of the facility. In addition, if two members from a family are working in industries, they cannot avail the facility because their family income will be higher than Rs.350/- per month. However such families are likely to prefer to stay near the industries as it will result in greater transport cost saving and convenience.

When we asked Shri Doshi, Commissioner, GRHB to comment about the problem he said, "such houses being extremely low priced, have low specifications and unless the owner is involved in the process of construction, he will find it difficult to accept the house".

In addition, the occupants of the houses also desire that other amenities of the villages should be nearby. Gram Panchayats responsible for providing the land for the houses, may provide the land which is in a corner of the village and thus making it unattractive for occupants.

The details obtained for Ankleshwar, 'project-linkage' about housing project are given in Table No.4.

TABLE NO.4OPERATIONAL DETAILS OF HOUSING SCHEMES AT
ANKLESHWAR.

Name of Village	No. of houses to be constructed	No. of applications received
1. Kosamdi	79	66
2. Andada	100	25
3. Sarangpur	80	30
4. Bakrol	80	-
Total ::	<u>289</u>	<u>121</u>

Against a plan of building 289 houses, only 121 applications with Shri Taylor, Project-Linkage Officer, Ankleshwar, did suggest that considerable efforts were taken by him make industries aware of the facility.

Under the circumstances, we hypothesize, that in its existing format, the housing link is not a strong link as far as 'project-linkage' objectives are concerned.

Communication :

There are two aspects of communication linkage, road building and transport facility. In the absence of all weather road, people do not like to work in shifts and the absenteeism increases substantially

during bad weather. The availability of good roads will also result in less cycling efforts for the people who come by cycle. GITCO study of Vapi suggests that approximately 70% of people come from catchment area within 10 km. who either prefer to commute by walk or by cycle. Similar data also exist for Ankleshwar. Hence, construction of roads will improve the attendance and the productivity level will also improve as the workers will be comparatively fresh due to less exertion.

Derasas : Consultants report had found the transport project to be economically viable and self supporting. The availability of regular transport services will extend catchment area and availability of labour. However, transport charges of 5.9 paise per km. will result in an expenditure of Rs.2.36 per day by a person coming from a distance of 20 km. Considering that daily wages are in the range of Rs.10 per day an expenditure of Rs.2.36/day is on the higher side and as such may not result in extending catchment area.

In the context, bus-fare should be such that people coming from long distances, should not be required to spend more than 10% - 15% of their earnings on transport.

It may be noted that in spite of government approval of the scheme and availability of subsidy for capital purchases, the scheme has not become operative till date. Based on the above evidence, we tend to conclude that some of the agencies

responsible for transport - linkage is not fully committed to its cause. To the extent, these agencies are not identified and are not committed to the cause of 'project-linkage' program transport-linkage may not be very effective.

D) Coordination for Employment:

The project linkage officer, in addition to coordinating with various agencies for housing, transport, roads and training, spends considerable time with industries to identify their manpower requirements and visits villages to identify availability of manpower. The experience of Shri Taylor, Project Officer, at Ankleshwar has been rather frustrating. He said, "rather than letting us know their manpower requirements, industries prefer to recruit the people directly. They either display vacancy-boards at the factory-gate or get the people through their existing employees".

When we asked one of the industrialists to comment about it, he said, "we have better control on the employees directly recruited by us." In addition, the people who come to us for job, are really needy for job. The people, sent by 'Project-Linkage' office are not necessarily interested in doing any work. On further discussion, he agreed that it is possible that industries may also be interested to employ people directly so that they can offer lower wages on the pretext of employing them as Trainee-helpers. Thus we got a feeling that project-linkage officer was not welcomed by the industries

in this regard, as the perception of both the parties were different in the matter.

Another major cause for indifference of industries towards this activity is the fact that 'project-linkage' office mainly supplies only helpers (unskilled category). The survey data reported by USRDC clearly reveals that the shortage of manpower in unskilled category is minimum, approximately 10 - 15% of the total shortage. Thus 'project-linkage' office is concentrating on a segment of manpower requirement in which the demand is comparatively low and the supply is abundance. It is because of this reason that 'project-linkage' officer is an unwelcomed person with regard to the supply of helpers.

However, the experience regarding skilled manpower category is no better. The 'project-linkage' office had initiated a project to identify the manpower requirement of industries at Ankleshwar in various categories. A form was sent by 'project-linkage' office to all industries with a request to indicate their manpower requirements. Even after many reminders and followups, many industries have not sent the form back.

From the above two incidents it is clear that industries do not like intervention of 'project-linkage' office regarding supply of manpower. It may be due to :

- i) Easy accessibility of manpower from open market;

- ii) Better control on persons directly selected by industries;
- iii) The persons sent by 'project-linkage' office may not be as efficient as others.

Since the program is monitored through DRDA agencies, there is emphasis on selecting I.R.D. beneficiaries. Since IRD beneficiaries are usually poorest of the poor, they require more time and effort to adopt the Industrial culture, and discipline. It is quite possible that as a consequence, people selected by project-linkage office are not welcomed by industries.

Based on the above analysis we hypothesize that:

Hypothesis - 3:

When more than one development agency attempt to satisfy their objectives through a single development program, it may result in sequencing of objectives of development program in such a way, which may not be acceptable to beneficiary group, resulting in failure of program.

We recommend that while selecting the manpower for industries/ training the criterion of selection should be efficiency, rather than being IRD beneficiaries. It will result in creating a better between supply and demand of labour and fulfilment of defined objectives of 'Project-Linkage' program. In the context of political pressure, if there is a need to redefine the objectives of 'Project-Linkage' program it will

be necessary to reassess and redefine the strategy with reference to new objectives.

6.3 Structure of the Program :

At the district level, the 'Project-Linkage' Officer reports to Director, DRDA. In an interview with Kumari Kamlaben Bhakta, Director, DRDA, we were informed that regular review meetings were held along with District Development Officer. However, as discussed earlier, being associated with DRDA agencies, the program emphasis has been on DRDA beneficiaries. In addition, District Development Officer is responsible for many other programs and his commitment to Project-Linkage program will be limited.

However, the program provides for an officer on special duty at State level and a committee of direction will plan, guide and monitor the 'project-linkage' activities. At present post of OSD is not filled up, nor the committee for direction is operations, but when they become operational they are likely to provide further impetus to the activities of the program.

The Chief Secretary of the State, being Chairman of the Committee for direction is likely to have influence on the other members of the Committee, to implement, the activities of 'project-linkage' program.

6.4 Processes of the Program :

Paul (1983) discussing the processes of development program suggests that since most of the development programs are initiated and implemented by government, they are affected by the government processes like importance of hierarchical authority in decision-making, emphasis on procedures, and less flexibility. Before commenting on the processes, we will like to enlist some of our observations about the process, in Project-Linkage program :

- a) At the initial stage, being aware of the procedural delays, the program was initiated and designed by an autonomous corporation G(SRDC). When the program took off, the political support was created and the program was transferred to government department.
- b) Due to political support, many concessions were made in the program for resource allocation under NREP, TRYSEM etc. It was agreed that 50% of the trainees can be trained for wage-employment as a concession similarly many villages which can not be covered under normal rules, were given concession for road building under NREP.

Thus, due to very high political commitment from the beginning of the program, the program though being implemented by bureaucrats, **is having flexibility.**

Based on the above we hypothesize that :

Hypothesis - 4 :

A high political commitment results in overcoming many bureaucratic hurdles and builds up flexibilities in a development program which are conducive to the program.

- a) Participation : In a development program, the level of participation, depends upon the perceived benefits and their visibility to beneficiaries. We find that in 'Project-Linkage program there is greater participation of industries as compared to local people. However, industrialist also participates more actively in those activities whose benefits are obvious to them like active involvement in designing the training program.

Similarly implementing agencies, which feel their objectives being fulfilled by working for the program, are more involved as compared to others. GIDC, is one of the agencies which is actively involved in the program. One of the objectives defined by GIDC for itself is to provide infrastructure facilities for the industries located in the GIDC Industrial Estates. Due to its association with 'Project-Linkage' program, GIDC has identified availability of skilled and unskilled manpower as one of the pre-requisite for development of industrial-estate. Accordingly, GIDC in

its subsequent reports on industrial estate has included many components of 'project-linkage' program. As against the above, the involvement of GSRTC & GRHB is much less in 'Project-Linkage' program, due to low overlap in their objectives and objectives of the program.

Based on the above discussion, we hypothesize that :

Hypothesis - 5 :

The involvement of an agency in a development program depends upon the overlap between the objectives of the program and objectives of the agency.

In the context of the above, in the long run the level of involvement of various agencies in a development program will depend upon the capabilities of the nodal agency to influence the objectives of the agencies involved in implementing the given program.

- b) Monitoring & Control : As discussed earlier, activities of 'Project-Linkage' program are being reviewed by DDO every week. In addition, the task-force meets every two months at district level to review program of the program. It is also planned that the program will be reviewed at high level by committee of direction and it will also be appraised under IRDP.

As such it is felt that monitoring and control mechanisms existing in the program are adequate.

Motivation :

Presently Project-Linkage Officers at District level are getting adequate support in terms of resources like transport and guidance from their superiors. This itself should work as a motivator. However, we came across certain evidences reported from the past, wherein due to proper transport facilities and role-clarity, project-linkage officer felt helpless and handicapped.

Based on the above, we hypothesize that :

Hypothesis - 6 :

Role clarity and availability of adequate resources for implementing development programs may act as motivators for people responsible to implement the development programs.

7.0 Recommendations :

1. The program design has evolved more as a response to need of industries and as a consequence do not reflect the needs, aspirations and values of rural people. The The program assumes that earning 8 to 10 rupees per day in industry in exchange for a hard day's work is acceptable to rural youth. No serious attempt has been made to understand the psychology and socio-cultural constraints of rural youth. The program-linkage' cell with the assistant of its extension cell must attempt to understand these factors, specifically :

- a) What kind of employment is preferred by rural youths and why?
- b) Do they want employment for whole year or for only part of the year?
- c) What is their concept of fair wages for a day's work?
- d) What are their fears as regard industries?

GSRDC report has made two good suggestions with regard to extension work which need to be implemented :

- a) Organize visit of unemployed rural youth to industrial units so that they can know how they function and understand nature of job involved.
 - b) Organize meeting of unemployed rural youth with rural youth employed in industrial units. This could give them first hand information about experience of others.
- ii) In the beginning, the productivity of the new labour may be low; hence the industry may be reluctant to pay them minimum wages. The project linkage office may subsidize part of wage (max. upto Rs.2/day) for a period of approximately one month. This will result in rural people getting reasonable wages without any loss to the industries. However, it may be made clear to rural people that this opportunity will be offered only once to every individual. This will also result in better acceptance of people sent by 'project-linkage' cell to industries.

iii) An indepth study of the people who applied and occupied the houses built by GRHB should be made. This will help to identify the profile of the people who are in need of houses. Some of the pertinent information which need to be explored :

- a) The village from which the occupant has come and its distance from industrial estate.
- b) His monthly income.
- c) Other members in the family and their occupation, if any.
- d) Nature of land holding in village.
- e) Reason for moving to new village.
- f) Their opinion about the house.

iv) Bus-fares should be such that it should discourage the people living within periphery of 7-8 kms. to use the bus-service and it should be low enough so that people coming from a distance of 15-20 kms. do not find it too expensive. It is recommended that minimum fare may be Re.1 both ways with maximum fare not exceeding Rs.1.50 both ways. The distance between 7 to 20 kms. should be suitably divided into 3 states. A tentative proposal is as given below :

7 to 10 km.	=	Re. 1.00
10 to 15 km.	-	Rs. 1.25
Beyond 15 kms.	-	Rs. 1.50

The operational subsidy should be provided by Ankleshwar Industries Association. A mutually agreeable formula has to be evolved for sharing the subsidy burden by different industries.

- v) The 'Project-Linkage' office in its coordination meeting with Industries Association must persuade them not to employ any intermediary for supply of unskilled labour particularly, in new industrial estate, it must be made clear from the beginning itself that the industries will not be allowed to use intermediaries for supply of unskilled labour. This will ensure that contractors do not bring cheap migrant labours from other states. It will result in minimum wages being offered by the industry to local labours, and making the jobs attractive for them.
- vi) The village selected for 'upgradation' stand to benefit in long run. The 'project-linkage' office and task force committee should persuade Gram Panchayats to supply land for housing purposes which is nearer to various amenities. It will make the scheme attractive to occupants and will help in upgrading the villages.
- vii) To emphasis of the program should not be on IRD beneficiaries, however every thing being equal they can always be given preference.
- viii) Following recommendations are made with respect to training linkage :
 - a) The selection for training should be based upon certain tests inclusive of aptitude tests. It will help in choosing right people for training. It will also result in reducing wastage of training efforts, as training will be offered to only those who are interested in employment after training.

- b) One of the major objectives of training should be to create awareness and acceptance of discipline as a way of life. The rural people are not habitual to regulated ways of working. The period of training should be used to develop these habits.
- c) The industries should play a major role in selection of trainees and operation of training programs. This will increase their commitment to acceptance of trainees as employees after training.
- ix) The post of OSD at the office of Commissioner, rural development should be filled up soon. This will result in improved accountability for the product. As suggested by Shri Anil C. Shah, he should be assisted by specialists in Sociology/Psychology who can work out schemes of motivating unemployed youths to take advantage of new opportunities arising in the industrial complexes. An alternative to the above, is to take assistance of voluntary agencies for creating motivation in rural youth.

Conclusion :

An evaluation of a development program is always a difficult task, and particularly so when the program is in pilot project stage. While reviewing 'project-linkage' program, we must remember that even in absence of the program, 60-70% of unskilled labours both at Vapi and Ankleshwar were local people. An attempt to assess impact of the program only in terms of number of people

employed, may be misleading and incorrect. In addition, to provide employment to local people, the program is likely to improve the quality of life for the people working in industries and it will also result in improved productivity of the workers. Good roads and transport facilities will ensure that the workers spend less time in travel and are less tired.

A proper time span to evaluate impact of the program will be a period of 10 years when the industrial estate will be fully developed. A significant difference in quality of life in industrial estates in which project-linkage program was implemented and in estates which it was not implemented, can be an indicator of the success of the program.

In spite of some of the weaknesses in the programs, it is an unique attempt in the right direction. However, it is suggested that due consideration should be given to above mentioned recommendations before replicating the program at other industrial estates.

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Books :

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2. Paul Samuel (1983), Strategic Management of Development Programs: Guidelines for Action, Geneva, ILO.
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A sample questionnaire for an interview (List of questions for an interview with Shri Anil C. Shah).

- Q.1 Can you briefly describe, how the program was conceptualized? who was responsible for it?
- Q.2 Which were the parties involved in designing and pilot testing the program? What were their interest as perceived by you?
- Q.3 How were the linkages identified? What was done to create interest of beneficiaries in the program?
- Q.4. Does program have political support? How was it created?
- Q.5 What were sources of resources for the program?
- Q.6 What was the reaction of industries to the program?
- Q.7 What are the mechanisms which will facilitate commitment of various implementing agencies to the program?
- Q.8 What is present status of the program? What do you think about its future?
- Q.9 Assuming that program becomes a success, will it not strengthen 'sons of soils' demands? Comment.

Objectives of Ankleshwar Industries Association :

It is the association of industries, located in Ankleshwar Industrial Estate. Any industry can become the member of the association, membership fee for small scale industries is Rs.200/- per year and for medium and large scale industries is Rs.500/- per year. There are about 300 members of the association. Major objectives¹ of the association are as given below:

- a) To represent and solve the infrastructural problems of industries e.g. transport, power, water etc.
- b) To coordinate and represent to the government, taxation problems of industries.
- c) To arrange for institutional finance.
- d) To develop facilities like schools, ambulance, hospitals, etc.
- e) To assist the industries in solving technical and marketing problems.
- f) To provide recreational facilities to its members.

1 The objectives listed are based on the discussion, we had with Shri D.A. Anandpura, President, Ankleshwar Industries Association.