

# **GONDA RD EVALUATION**

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## CHAPTER 1

### INTRODUCTION

#### 1.1 The Background

1. Growth with social justice and alleviation of poverty has been primary objectives of Indian planning since independence. Several anti-poverty measures focusing on the poor as a target group have been and are being implemented. These include programmes that address asset creation, capacity building, welfare of weaker sections, women and children and a number of programmes for self and wage employment. In a country with almost three-fourth of her population living in the rural areas and more than one-third below poverty line, the anti-poverty and employment generation programmes have tremendous challenges to meet.
2. The programmes under wage employment include Jawahar Rozgar Yojana (JRY), Employment Assurance Scheme (EAS), Million Wells Scheme (MWS) and Indra Awaas Yojana (IAY), while the self-employment programmes are Integrated Rural Development Programme (IRDP), Training of Rural Youth for Self-Employment (TRYSEM), Development of Women and Children in Rural Areas (DWCRA) and Supply of Improved Toolkits to Rural Artisans (SITRA). There are also welfare schemes under the National Social Assistance Programme (NSAP). In addition, there are area development programmes like Drought Prone Areas Programme (DPAP), Desert Development Programme (DDP), Rural Water Supply and Sanitation etc., which have a direct bearing on the quality of life of poor people.
3. Literature on rural development in India is replete with detailed history of government efforts at addressing poverty alleviation and as such we do not wish to recount it at present. Since the population in poverty is noted to be increasing, the question of the impact of government interventions arises. We may, however note, that one major underlying intervention introduced in the early nineties is that of decentralisation and people's participation in planning and programme implementation manifested in the 73<sup>rd</sup> constitution amendment and articulated through Panchayat at district, Block and village levels. However, the experience of functioning of Panchayat and levels of people's participation vary widely from state to state.
4. The rural development programmes are meant to support the rural poor to improve their socio-economic condition to a level where they could sustain themselves without depending on government schemes for their livelihood. Based on programme evaluation and experience of implementation there have been continuous changes in the approach to and emphasis of rural development schemes. Although the programmes target the population below poverty line, special emphasis has been on the SC/STs, women and other disadvantaged groups.
5. The rural development programmes in India can be broadly classified as follows:
  1. Economic package to promote accelerated growth in agriculture and allied activities through investments in irrigation and other input into agriculture as well as incentives offered to rural industrial projects. By and large, this approach addressed the aspects of productivity and growth.
  2. The area approach – locational policies to increase rural access to infrastructure facilities – geared to tackling issues relating to special inequalities in physical access to infrastructure.
  3. The target group approach – to directly deal with the problems of poverty and unemployment in order to reduce interpersonal or vertical inequalities.

## 1.2 Objectives of the Study

1. In this background the present study looks at not only implementation issues, but also more importantly the impact of the programmes on the rural households. The major objective of the study is to examine the impact of the rural development programmes (of the Ministry of Rural Development, Government of India) in a backward district. District Gonda in eastern Uttar Pradesh has been selected for the study. The following aspects of the objectives of the study may be noted:

### A. Programme implementation:

Whether guidelines of the various schemes are being followed with reference to

- a. selection of beneficiaries
- b. flow of fund and
- c. transparency and involvement of people in programme implementation

### B. Survival and status of assets created

Whether all the assets created under various schemes

- a. have survived,
- b. are in use and
- c. are cost effective ?

### C. Impact on productivity and poverty alleviation

Whether the programmes contributed in increasing / improving

- a. production
- b. employment and
- c. living conditions of people below poverty line

## 1.3 Study Design

1.3.1 The study was carried out in Gonda district of Uttar Pradesh, which was selected in consultation with the Ministry of Rural Development. Four Blocks were selected from the district - two top ranking and two lowest ranking - on the basis of relative level of development. This would allow us to compare the differences in implementation and impact of programmes, given the relative disparity in the basic infrastructure at the Block level.

1.3.2 The method of selecting the sample Blocks may be described as follows: Based on 1991 Census data 15 variables representing the demographic characteristics (proportion of SC population and percentage of literate population), social infrastructure (access to educational, health and communication facility) and availability of power and irrigation infrastructure, for the 25 Blocks of the erstwhile Gonda district were processed to create a composite index of development. The proportion of Scheduled Caste population was treated as a negative indicator of development (since it can be shown that the incidence of Scheduled Caste population is inversely related with other

indicators of development) while other infrastructure variables were measured in terms of availability per unit of population. Since these are not additive, each such ratio was divided by respective mean values. This step yields values for each Block, which could be unity (average for the district) more than one (above the district average) or less than one (below the district average) for each indicator and therefore, are additive. Based on the composite scores the two top ranking Blocks (Belsar and Katra Bazar) and the two lowest ranking Blocks (Wazir Ganj and Chhapia) were selected as samples (Figure 1).

1.3.3 As the rural development schemes generally address people below poverty line and preference is given to the socially disadvantaged people, the villages in each of the four sample Blocks were stratified according to the level of inequality in land distribution (number of agricultural labourers divided by the number of land owning cultivators) and concentration of Scheduled Caste population. Thus villages were classified as villages with high, medium and low proportions of land less labourers in relation to land owning cultivators, and high medium and low proportions of Scheduled Caste population. A combination of these variables results in nine types of villages. One village was randomly selected (from each sample Block) from each of these eight categories of villages and two were selected from villages, which were characterised by high proportions on both dimensions. Thus, the total sample size is forty villages, taking ten villages from each of the four sample Blocks.

1.3.4 Prior to the commencement of actual fieldwork, the list of beneficiaries in each sample village was collected from the concerned Block Development Office. Fifteen beneficiaries were randomly selected from each village, making the total beneficiary sample size to 600. However, because of non-availability of enough beneficiaries in some villages, the beneficiary schedule was canvassed only among 514 beneficiaries. Apart from the beneficiaries, 403 non-beneficiaries (10 randomly selected from each sample village) were also interviewed in order to capture their perceptions and views on implementation and impact of various rural development programmes.

1.3.5 The tools of data collection for the beneficiaries included (a) Beneficiary Household Schedule (Annexure 1) along with beneficiary schedule for the relevant scheme (Survey Schedules of nine various schemes have been given in Annexure 2) and (b) Schedule on Gram Sabha (Annexure 3). The Gram Sabha Schedules were canvassed among both sample beneficiaries and non-beneficiaries. These schedules were developed after studying the guidelines of various rural development schemes. In case there was more than one beneficiary from the same family, they were also included under the study as an additional sample. For the non-beneficiaries, only the Gram Sabha Schedule was canvassed. A Village Panchayat Schedule (Annexure 4) has also been used to collect the village level information, which was responded either by the Panchayat Pradhan or some member of the Panchayat. In case of more than one sample village falling under same Panchayat, the Village Panchayat schedule was canvassed only once.

1.3.6 Apart from the primary information collected through various schedules at the village level, group discussions were organised with the villagers on the issues relating to awareness about the schemes and their impact. Various officials at the Block and district levels (including BDO, DPRO and concerned officials of different schemes in DRDA) were consulted to understand the factors involved in implementation and monitoring rural development schemes in the context of the district. Also secondary information such as the physical and

financial targets and achievements by Blocks for various schemes forms the data base for the analysis.

## 1.4 Profile of Gonda District

1.4.1 The district of Gonda is situated on the north-eastern side of Uttar Pradesh, surrounded by the districts of Balrampur on the north, Basti on the east, Faizabad and Bara Banki on south and Bahraich on the west. The river Ghaghra draws a natural boundary of the districts on its south. The erstwhile Gonda district has been bifurcated into two districts; viz., Gonda and Balrampur in 1996. The present study is limited to bifurcated Gonda district.

1.4.2 The district is a part of the plains and is a flood prone area. The slope of the district is slight and lies from northwest to southeast. Due to high level of water and forest, there is considerable incidence of malarial fever among the population.

### *Demographic Features*

1.4.3 As per census, 1991, the total rural population of bifurcated Gonda was 20,53,759, distributed across 3,46,938 households, which makes an average household size of 5.9. Of the total population, 53.2 percent were males and 46.7 percent females. The density of population in the district was 486 per sq. k.m. as compared to the average density of 472 persons per sq. k.m. in Uttar Pradesh as a whole. The sex ratio was very adverse with 878 females for every 1000 male population. Using the average population growth rate of the district of 2.35 percent per annum, there would have been an increase of more than 3.6 lakh population when this study was carried out (1999). According to Census 1991, the total literacy in the district was 27.34 percent, with a male literacy rate of 40 percent and female literacy of 12.58 percent. The literacy rate for rural areas was 24.67 percent while for urban areas it was 60.29 percent.

1.4.4 While there were few Schedules Tribes (STs) in the district, Scheduled Castes (SCs) constituted 17 percent of the total population. The social structure of Gonda is characterised by clear cut divisions on caste lines. The position in caste hierarchy is the determining factor for social relationships, behavioural patterns and cultural norms. The reminiscent of a feudal society now well saddled in the form of semi-feudalism are so pronounced that one could feel its impact as soon as one enters the rural scene. The inequalities are stark.

1.4.5 The socio-economic structure revolves basically around the land ownership or ownership of productive assets and the asset less people. It is generally believed that land reforms in Uttar Pradesh have had limited impact and there is still a very skewed distribution of land. The owners of large holdings mostly belong to the upper or middle castes. The lower castes and small land owners form the numerical majority in any multi caste village. It is now well recognized that inequalities in economy and social inequalities are mutually reinforcing. The following generalisations made by some studies are equally applicable to Gonda also:

- i) Persistence of caste as an important feature of rural structure.
- ii) Rural power structure being concentrated in the hands of dominant castes.

iii) Ownership of productive assets could enable a caste in improving its inter-se position in social structure.

iv) Dominant castes mediating and controlling the flow of resources and technology coming from outside into the rural society and usurping of benefits meant for the weaker sections.

v) Phenomenon of dominant caste was a feature of contiguous region and cuts across villages in a given region.

1.4.6 The lower castes are still facing discrimination in their day to day life. The women folk of these sections are worst victims. Their status is abysmally low. Without any asset base and social disability, the disadvantaged sections are not able to sustain any economic activity and they have to depend on others for livelihood. Consequently, they are subjugated and exploited. Their living being on subsistence level and having no savings, they have to borrow money for meeting social obligations and emergency needs like illness. The incidence of rural indebtedness is very high. In such a situation, every member of the family whether old or young has to be occupied in whatever work is available.

#### *Agriculture and Allied Sectors*

1.4.7 Poverty is directly related to land holding especially in rural areas as agriculture and its allied sectors are the main sources of income. It is, therefore, necessary to keep in the background the land tenure systems, which are in practice in the state. A number of laws pertaining to land reforms have been enacted in Uttar Pradesh since independence, viz., (i) U.P. Zamindari Abolition and Land Reforms Act, 1950 (ii) Ceilings on Land Holdings Act, 1960 (iii) U.P. Consolidation of Holdings Act, 1954. The first two legislation have brought about far reaching changes in the agrarian structure in the state while the other land legislation was concerned with the question of proper management of land holdings. The statement of objects and reasons (SOR) of all these three acts refers to the basic objective of higher agricultural production.

1.4.8 The state gave a lead to entire country in the matter of land reforms it was the first of its kind - after independence - to abolish Zamindari. The act also envisaged that the land vested in the Gaon Samaj would be allocated to landless people for agricultural and other purposes. However, the progress in this respect was not satisfactory largely because of non-availability of cultivable land. Thus, the main achievement of this measure was abolition of intermediaries and simplification of tenurial rights. But it has not been able to prevent the practice of self-letting. In fact, it provided a legal basis for the continuance of crop sharing system.

1.4.9 Though the U.P.Z.A. and L.R. Act, 1950 has imposed certain limit on future of acquisition of land but it is silent on the point of the present holdings. There were wide disparities with regard to the size of the existing holding necessitating some legislation, which could minimise these by imposing a ceiling on existing land holdings and then distributing surplus land among land-less people. The proposed ceiling limit was forty acres of 'fair quality land' for a family with all distant relations. Because of the in-built weaknesses and many other loopholes of the Ceilings on Land Holdings Act, it served very little purpose. The Act was amended in 1972 and with some other features, imposed the ceiling of 18 acres (7.3 hectares) of irrigated land to a family comprising husband, wife and their

minor sons and daughters. However, it apparently created some space for the big landholders with some flaws. Thus, the second phase of land legislation in form of New Ceiling Act of 1972, though more rational than the first one also failed to achieve the desired objective.

1.4.10 The main features of the U.P. Consolidation of Holding Act are : (i) people's participation and cooperation in the consolidation work, with formation of village advisory committees; (ii) part of the cost of consolidation is recoverable from the cultivator; (iii) specific provision for demarcation of areas to be earmarked for extension; (iv) provision of voluntary consolidation to which villagers themselves prepare the consolidation scheme with the help of consolidation staff and (v) specific provision for prevention of further fragmentation of holding after the consolidation operations.

1.4.11 Out of the total reporting area of 3.76 lakh hectares, more than 70 percent land is used for cultivation. The operational land holding is largely of small size and agricultural practices are more traditional than modern. The main crops are paddy, wheat and gram.

#### *Economic Activities*

1.4.12 The district is very well served by rail as well as roads, connecting remote places from all sides. Industrialisation is very poor, leaving agriculture and allied sector as only major sources of income. There are some small scale industries which provide employment to a very limited number of workers. As regards trade, the most important items are sugar, *ghee* and forest products.

1.4.13 The information in census 1991 about the workers gives a fairly good idea of the economic base of the district. The cultivators along with the agricultural labourers constitute 92 percent of the total workers, which indicates the tremendous dependence of the economy on agriculture sector. There is practically no diversification of occupational base. The percentage of industrial workers is as low as 7.41 in comparison to 19.84 percent in the state. Table 1.1 gives the distribution of total main workers in the district.

**Table 1.1: Distribution of Total Main Workers by Occupation Categories District Gonda - 1991**

<b>Workers</b>	<b>Male</b>	<b>Female</b>	<b>Total</b>
Total main workers	594652	58623	653275
	(100)	(100)	(100)
Cultivators	484119	35398	519517
	(81.41)	(60.38)	(79.53)
Agricultural Labourers	61058	20374	81432
	(10.27)	(34.75)	(12.47)
Livestock, forestry, fishing	1789	71	1860
	(0.3)	(0.12)	(0.28)
Mining & quarrying	22	-	22

	(0.01)	(0)	(0.01)
Manufacture & process in household industry	1996	270	2266
	(0.34)	(0.47)	(0.35)
Manufacture & process in other industry	9057	766	9823
	(1.52)	(1.31)	(1.5)
Construction	1793	31	1824
	(0.3)	(0.06)	(0.28)
Trade & Commerce	11015	351	11366
	(1.85)	(0.59)	(1.74)
Transport, storage, communication	3745	40	3785
	(0.63)	(0.06)	(0.58)
Other services	20058	1322	21380
	(3.37)	(2.26)	(3.27)

Source: Primary Census Abstract, Gonda, 1991;  
Figures in parantheses are percent to main workers.

## 1.5 Profile of Respondents

1.5.1 The beneficiary household schedule was canvassed on 514 beneficiaries (317 men and 197 women) who received some benefit from one or more of the poverty alleviation schemes. More than 70 percent of the respondents were people below poverty line (BPL) and about 60 percent were Scheduled Caste among the beneficiaries. Out of the total number of beneficiaries interviewed, 63 had benefited from JRY, 7 from EAS, 56 from MWS, 132 from IAY, 15 from DWCRA, 12 from TRYSEM, 64 from IRDP, 10 from SITRA and 155 under NSAP. Twenty-one of the total beneficiaries had benefited from two schemes and there were stray instances of receiving benefits from the same scheme more than once. Table 1.2 represents the socio-economic profile of respondents by caste, gender, landholding status and income.

**Table 1.2: Profile of Sample Beneficiaries**

Caste	Total	Male	Female	People BPL	Land holding		
					Land-less	1-5 bigha	>5 bigha
SC+ST	318	203	115	245	82	198	38
OBC	96	54	42	67	30	52	14
General	100	60	40	59	20	44	36
<b>Total</b>	<b>514</b>	<b>317</b>	<b>197</b>	<b>371</b>	<b>132</b>	<b>294</b>	<b>88</b>

1.5.2 As mentioned earlier, 403 people were interviewed as members of Gram Sabha or non-beneficiaries, out of which only about 27 percent were women and about two third of them were below poverty line. About 12 percent were self-employed in non-agricultural sector, 8 percent were wage-employed in agricultural sector, 15 percent were wage-employed in non-agricultural sector and 11 percent were unemployed. Table 1.3 presents the socio-economic profile of non-beneficiary respondents.

**Table 1.3: Profile of Non-Beneficiaries**

Caste	Total	Male	Female	Respondents BPL	Land holding		
					Land-less	1-5 bigha	>5 bigha
SC+ST	184	131	53	149	48	113	23
OBC	105	81	24	67	26	58	21
General	114	83	31	52	26	43	45
<b>Total</b>	<b>403</b>	<b>295</b>	<b>108</b>	<b>268</b>	<b>100</b>	<b>214</b>	<b>89</b>

## 1.6 Organisation of the Report

1.6.1 The study is presented in five chapters. This introductory chapter describes the study objectives and methodology. The second chapter deals with issues in implementation of various schemes in some depth and is based on the set of data collected from the field as well as field notes from various sample villages. In the third chapter, salient features of the impact of the programmes particularly with respect to assets and employment are discussed. The fourth chapter deals with the role of Panchayat in the context of rural development programmes based on the analysis of field data. The fifth chapter summarises the findings and flags the issues that require policy and implementation level interventions.

## CHAPTER 2

### PROGRAMME IMPLEMENTATION

#### 2.1 Background

2.1.1 The (then) Ministry of Rural Areas and Employment and now the Ministry of Rural Development is entrusted with the task of bringing about a rapid and sustainable socio-economic transformation in rural India. Towards this, it has formulated various strategies and interventions. Some of these can be grouped as:

- Programmes for providing sustainable income and promoting entrepreneurship through self-employment programmes, viz., Integrated Rural Development Programme (IRDP), Development of Women and Children in Rural Areas (DWCRA), Training of Rural Youth for self-employment (TRYSEM) and Supply of Improved Kits to Rural Artisans (SITRA).
- Programmes for providing supplemental income earning opportunities and creation of social infrastructure through wage employment, viz., Jawahar Rozgar Yojana (JRY), Employment Assurance Scheme (EAS) and Million Wells Scheme (MWS).
- Programmes for shelter to the poor and social assistance, viz., Indira Awas Yojana (IAY) and National Social Assistance Programme (NSAP).

2.1.2 In the Impact Assessment Research Study on district Gonda, the sample beneficiaries of the above mentioned programmes in four Blocks of the district were interviewed with respect to their household status, their socio-economic profile and their perception of the programme and its delivery mechanism. This chapter is based on this data in addition to the secondary data on the progress of the various programmes in the district in terms of physical and financial progress.

2.1.3 A study of the Table 2.1 reveals that out of the total allocation (Rs.3689.46 lakhs) for the eight programmes (except NSAP), the highest releases as well as the funds available at the beginning of the year have been for the SRY or the EAS (43.09 percent). JRY (18.59 percent), IAY (15.11 percent) and IRDP (14.18 percent) follow this. The least funds are available for TRYSEM (0.87 percent). It is important to note that if we rank the most preferred programmes by the respondents, we find the order of preference as follows: MWS, IRDP, IAY followed by JRY and EAS.

2.1.4 It is also evident from the Table that there has been a substantial unspent balance for most of the programmes. Comparing the plan outlay with the unspent balance, (assuming that the allocation for the last year was in the same range), it is seen that the unspent balance has been the largest (17 percent approximately) for both JRY as well as MWS. The difference between the outlay for a particular programme and the subsequent releases also reveals interesting facts. The release for SRY/EAS has been substantially more than the outlay. Similar is the situation for IAY, IRDP and DWCRA, whereas in the case of JRY, MWS, TRYSEM and SITRA it is the reverse.

2.1.5 The total cumulative achievement in financial terms, which basically refers to the amount spent in the financial year, has been quite commendable for the

district. The average achievement in the eight programmes has been 97 percent. It is notable that in the case of TRYSEM it has been 127.98 percent. This becomes all the more interesting when it is seen that there has been no unspent balance in the TRYSEM.

2.1.6 The progress of the district in terms of physical achievement is above average. Table 2.1 reveals that the targets have been realised fully for all the programmes. What has been exceptional is that the district has overshoot the target by as much as 65 percent and 39 percent in the case of SRY/EAS and JRY respectively.

**Table 2.1: Physical and Financial Progress of Selected Programmes in District Gonda (1998-99)**

Name of the Programme	FINANCIAL PROGRESS (in lakh Rupees)						PHYSICAL PROGRESS		
	Balance as on 1-4-98	Outlay 1998-99	Releases 1998-99	Total funds available	Total Cumulative Achievement	Achievement in percent	Annual Target	Cumulative Achievement	Achievement in percent
IRDP	38.170	447.530	485.260	523.435	503.170	96.13	6285	6751	107.41
DWCRA	1.239	36.288	38.965	40.200	38.510	95.80	144 groups	144 groups	100
TRYSEM	Nil	32.226	32.226	32.226	41.243	127.98	1016 number	1218 number	119.88
SITRA	7.326	31.030	31.030	38.356	38.356	100	2051 number	2051 number	100
JRY	113.384	670.930	573.077	686.461	676.371	98.53	6.580 lakh mandays	9.190 lakh mandays	139.67

Name of the Programme	FINANCIAL PROGRESS (in lakh Rupees)						PHYSICAL PROGRESS		
	Balance as on 1-4-98	Outlay 1998-99	Releases 1998-99	Total funds available	Total Cumulative Achievement	Achievement in percent	Annual Target	Cumulative Achievement	Achievement in percent
EAS	59.783	947.770	1530.105	1590.105	1509.350	94.92	12.099 or 18.86 lakh mandays	19.970 lakh mandays	165.06 or 105.9
MWS	40.499	238.730	180.608	221.107	218.560	98.85	3.050 lakh mandays	3.190 lakh mandays	104.59
IAY	43.488	507.600	514.082	557.570	551.688	98.95	2538 number	2541 number	100.12

NSAP being a demand driven programme no targets and financial outlays are provided  
Source: Progress Report for 1998-99, placed at the meeting dated 20<sup>th</sup> May 1999 of the Gramya Vikas Vibhag, Faizabad and Devipattan division.

• There are two sets of data available for the EAS; The Progress Report of the Department of Rural Development, Faizabad and Devipattan division, meeting dated 20<sup>th</sup> May 1999 and another a statement of the monthly progress for March 1999. The former gives the figure for physical achievement as 105.9%

2.1.7 The analysis of physical and financial targets and achievements of various schemes in Gonda district or the preceding three years (1996-97 to 1998-99 – Figure 2) reveals some significant trends. A steady increase in the financial allocation for during the last three years can be noted, while allocations declined for JRY, EAS, IAY and TRYSEM. For example, the allocation in TRYSEM came down to Rs.37.67 lakh in 1997-98 and further to Rs.32.22 lakh in 1998-99 from Rs.70.48 lakh in 1996-97, registering a fall of 45 percent. On the other hand the expenditures recorded consistent growth in the case of EAS (1.5 times of the allocated amount during the last year). The other wage-employment schemes (JRY and MWS) spent almost the entire allocated

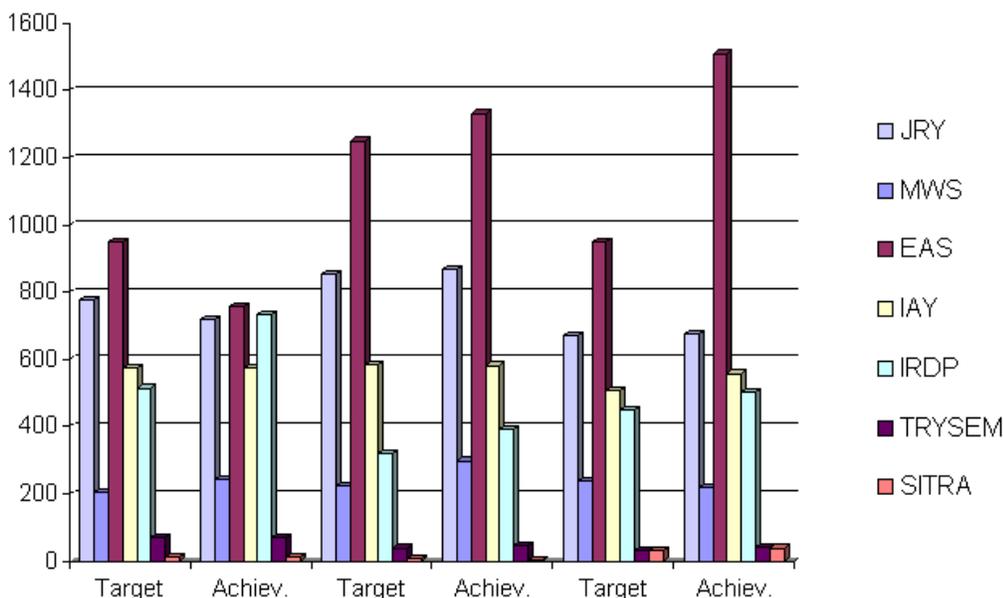
amount. The financial performance under IRDP has been high, which recorded an expenditure level of 142.7 percent in 1996-97, 122.4 percent in 1997-98 and 112.4 percent in 1998-99.

2.1.8 The IAY noticed 10 percent more expenditure than the allocated amount unaccompanied by corresponding increase in the physical achievement. Such a result implies that the cost of implementation has significantly gone up over the last three years, which is also evidenced by the trends in few other schemes.

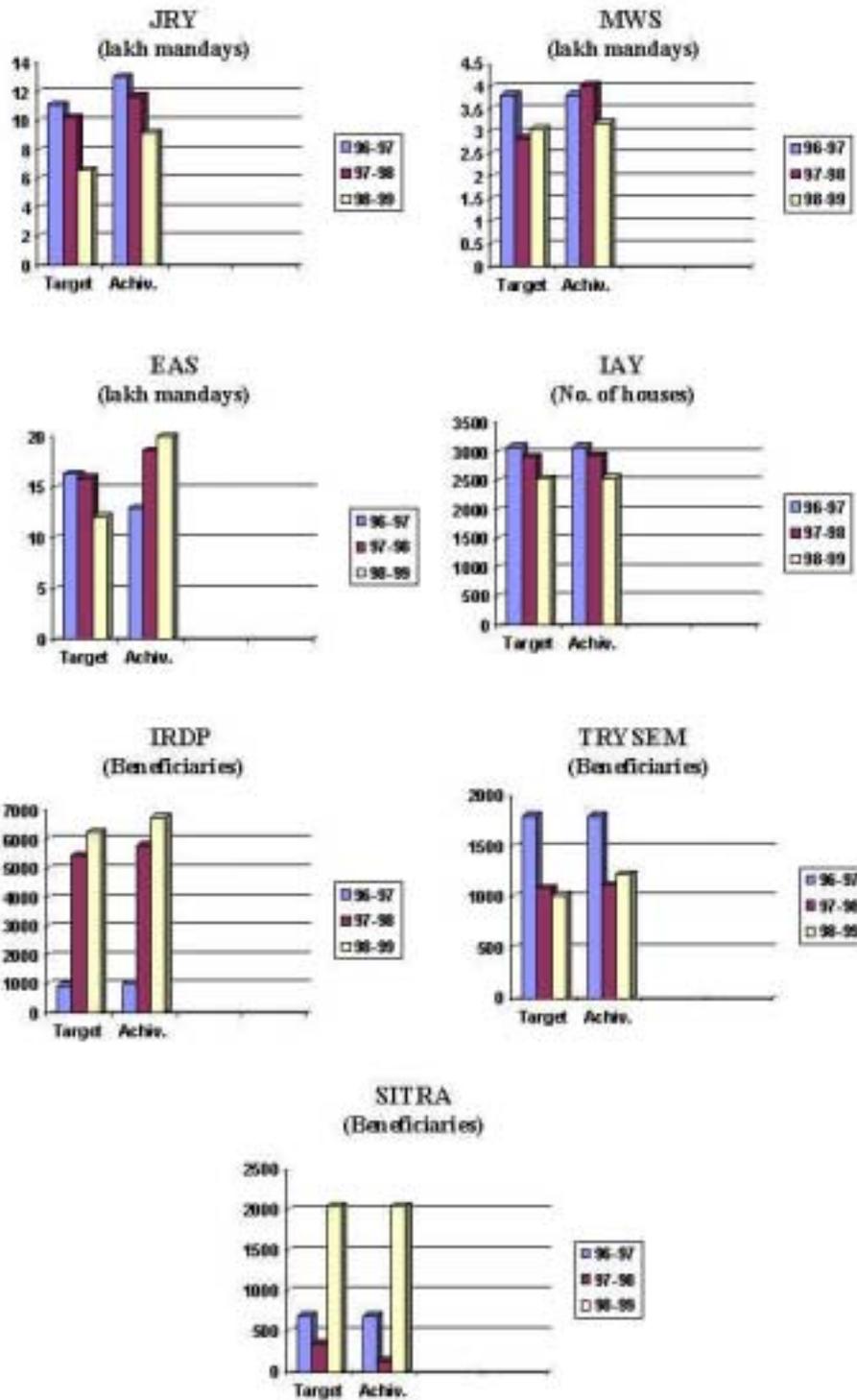
2.1.9 An analysis of physical achievement of the wage-employment schemes shows that the targets have been decreasing over the years, especially in JRY and EAS, and both these schemes have achieved 139.66 percent and 165.17 percent respectively, of the targets during 1998-99 (Figure-3). It may be observed that both financial and physical achievements of these schemes have been more than the targets during the last two years. Further analysis reveals that the previous years have actually recorded a lesser unit cost than the proposed one, resulting in higher levels of physical achievement. For example, under JRY it was proposed to spend Rs.70 per man-day in 1996-97, which was actually Rs.55 per man-day. Similarly, in 1998-99, it was proposed to be Rs.101.96 per man-day but reported to be 73.59 per man-day, going by the physical achievements. Therefore, it can be concluded that although these wage-employment schemes have recorded good performance, either these were over-budgeted in terms of physical targets to be achieved or the actual wages/compensations were not provided to the beneficiaries.

2.1.10 The physical achievements correspond with the expenditures in the case of the self-employment schemes (IRDP, TRYSEM and SITRA). All these schemes achieved more than what was proposed in the physical targets. Under IRDP during 1998-99, the expenditure was 112.4 percent with the physical achievement of 107.7 percent. It records improved performance over the last three years. The SITRA experienced tremendous progress both in physical and financial achievements although it was a low performing scheme during 1997-98. The scheme met the physical target in 1998-99 with an increased financial expenditure (123.6 percent). Similarly, the analysis also reveals higher cost of implementation of schemes like IAY.

**FIGURE 2: FINANCIAL TARGET AND ACHIEVEMENT (1996-97 TO 98-99)  
GONDA DISTRICT (in Rs. Lakh)**



**FIGURE 3: PHYSICAL TARGET & ACHIEVEMENT OF SCHEMES  
GONDA – 1998 - 99**



2.1.11 The case of SRY/EAS is worth examining. The programme had Rs.1590.105 lakhs at its disposal for the creation of 12.099 lakh man-days of wage employment. It spent an amount of Rs.1509.350 lakhs (i.e. an unspent balance of Rs.80.755 lakhs) and managed to create a staggering 19.970 lakh man-days (several lakh man days of additional) of wage employment. This is a peculiar case where the programme has not spent the money fully (5.08 percent less) and the benefits have been almost 65.06 percent higher. Possible explanations for this could be that either the data is not correct (see footnote table 2.1) or the beneficiaries have been paid less wages. This mismatch between physical and financial achievement is noted in the case of JRY, TRYSEM, MWS and IRDP etc.

## 2.2 An Over view of the Distribution of the Sample Beneficiaries by Schemes, Villages and Infrastructure Status of Sample Blocks

2.2.1 There are schemes such as JRY, MWS, IAY, IRDP and NSAP, in which we find the sample beneficiaries are spread across the sample Blocks and villages (Table 2.2). On the other hand the sample beneficiaries are limited to fewer Blocks and sample villages when we consider schemes such as TRYSE, DWCRA and SITRA. As indicated earlier the four sample Blocks could be collapsed into two categories – relatively better off and poor in terms of infrastructure development. The level of infrastructure development of the Blocks does not appear to make a difference to the nature of distribution of sample beneficiaries of various schemes (Table 2.3). Some schemes like SITRA, DWCRA and TRYSEM appear to be implemented as per convenience and accessibility. For example, greater incidence of the above three schemes are seen in Katra Bazar and Belsar that were in close proximity to the district head-quarter.

**Table 2.2: Distribution of Sample Beneficiaries by Programmes and Village**

	Programmes								
	JRY	EAS	MWS	IAY	DWCRA	TRYSEM	IRDP	SITRA	NSAP
<b>Katra Bazar</b>									
Chilbla	1		4	2		1	2		5
Bharata Ittiya	1		3	2	2	1			
Chaiपुरwa			1	5	3		1		1
Pura Basai			2						4
Kotiya Madare	2		2						5
Lalpur			1	4		3	2		5
Madhavpur			1	4		1	3		5
Gaundwa	2		2	4	1		2		
Mazuewa				5	4	1			5
Gaurwa Kalan	1			1			5		3
<b>Belsar</b>									
Goudwa	2		2	3			1		6
Liloie kala				2		1			2
Sisai (Methia)	3			5					1
Pura Dal	5		3	4					1

Banjarwa	5			4			1		5
Pura Dayal	2	1	4				2		3
Dhansiha	2			1			4		
Pasian Purwa		5		1				4	5
Semri Khurd	5	1		2		1		1	5
Bhikhari Purwa	4			5			4		2
<b>Wazirganj</b>									
Devipur	1		1	1					6
Karda	1			4					2
Ashokpur	2		5	5			3		2
Raipur	1		1	4			1		4
Ganesh Grant									5
Mihiya			1	1			4		5
Ashokpur Tikka	2		5	3					6
Sekherpur	2			3			6		5
Durjanpur	2		2		4		3		2
Rampur				8					4
<b>Chhapia</b>									
Majhawa Bugurg				2			3	1	5
Ranijot			4	11			1		11
Khapripara	5		2	6			2		2
Bhawajitpur	1		2	7			1	1	
Mirjapur				4			1	2	1
Sohila	3		2	6	1	1	1		
Dariyapur			3	5		2	4		5
Domiyapur				3			1	1	17
Sonawa	3		3				5		8
Matiyari	5			5			1		2
<b>TOTAL</b>	<b>63</b>	<b>7</b>	<b>56</b>	<b>132</b>	<b>15</b>	<b>12</b>	<b>64</b>	<b>10</b>	<b>155</b>

**Table 2.3: Distribution of Beneficiaries by Programme and Status of Infrastructure of Blocks**

Blocks	IRDP	DWCRA	TRYSEM	SITRA	JRY	EAS	MWS	IAY	NSAP	Total
Blocks with Better Infrastructure	27	10	9	5	35	7	25	54	63	235
Blocks with Poor Infrastructure	37	5	3	5	28	-	31	78	92	279
Total	64	15	12	10	63	7	56	132	155	514

*Self-Employment and Entrepreneurship Development Programmes*

**2.2 Integrated Rural Development Programme**

2.2.1 The IRDP was initiated with the main objective of improving the asset base of the poor and to involve the poor in the production/income generation processes of the economy. Initially taken up in 2300 Blocks, it has been extended to all the Blocks of the country since 2<sup>nd</sup> October 1980. IRDP aims at providing income generating assets and self-employment opportunities for the rural poor.

2.2.2 Assistance under IRDP is given to a target group of rural poor belonging to families Below Poverty Line (BPL), in the form of subsidy by the Government and term credit by financial institutions. The target group consists of families of small and marginal farmers, agricultural labourers and rural artisans etc. Within the target group, special safeguards have been provided by reservation of

- 50 percent benefits for SCs/STs,
- 40 percent for women and
- 3 percent for physically handicapped persons.
- Priority is also to be given to women headed households, assignees of surplus land, freed bonded labourers and acceptors of small family norm. However, this should not in any way adversely affect the safeguards provided for SCs/STs, women and physically handicapped persons.

2.2.3 The subsidy is given on the following pattern;

- 25 percent for small farmers;
- 33<sup>1/3</sup> percent for marginal farmers, agricultural labourers, and rural artisans;and
- 50 percent for SCs/STs beneficiaries and physically handicapped persons.

2.2.4 There are certain ceilings in respect of subsidies for individuals. They are;

- Rs. 4000 in normal areas;
- Rs. 5000 in DPAP/DDP areas;
- Rs. 6000 for SC/ST families and physically handicapped persons;

- Rs. 7,500 or 50 percent of the project cost, whichever is less for unemployed educated youth; and
- For activities involving at least 5 persons, the ceiling has been fixed at Rs. 1.25 lakhs or 50 percent of the project cost, whichever is less.

2.2.5 In the sample, there are a total of 64 beneficiaries under IRDP. Such beneficiaries are slightly unevenly distributed as far as the infrastructurally better (44 percent) and poor Blocks (56 percent) are concerned. Most beneficiaries (approximately 89 percent) are males. Almost half of the beneficiaries belong to the Scheduled Castes. A few (21 percent) belong to the OBCs.

2.2.6 It has been found that a large proportion (56.3 percent) of IRDP beneficiaries belong to infrastructurally poor Blocks. However, what is revealing is that a significant proportion of the beneficiaries (about 36 percent) belong to families that are above poverty line (Table 2.4). Such beneficiaries belonging to 'above poverty line' families largely are from the infrastructurally poor Blocks (65 percent).

**Table 2.4: Profile of Sample Beneficiaries of IRDP**

Caste		Land Holding			
		BPL	0 bigha	1 – 5 bigha	> 5 bigha
SC/ST	32	23	5	19	8
OBC	15	6	3	9	3
General	17	5	-	7	10
<b>Total</b>	<b>64</b>	<b>34</b>	<b>8</b>	<b>35</b>	<b>21</b>

2.2.7 As far as the mode and agency of their selection as a beneficiary is concerned, most of them (50 percent) were recommended by the Gram Sabha (Table 2.5). Some of them have also been recommended by the BDO. However almost 30 percent of the beneficiaries have said that 'others' recommended them for the scheme. In most cases this 'other' happens to be the Gram Sevak or the Gram Pradhan. However, interestingly, there is mention of a 'Dealer' also in the responses.

**Table 2.5: Source of Recommendation of IRDP Beneficiaries by Type of Village**

Type of village	Gram Sabha	MLA / MP	BDO	Others	Total
High AL	9	0	3	11	23
High SC	14	0	3	0	26
Medium AL	7	0	3	3	13
Medium SC	14	0	3	6	23
Low AL	16	0	3	5	24
Low SC	7	0	3	4	14
Total AL / SC	32 / 35	0 / 0	9 / 9	19 / 19	60

AL: Agriculture Labour; SC: Scheduled Caste

2.2.8 Examining the source of recommendation of beneficiaries vis-à-vis caste reveals interesting dimensions. Among Scheduled Caste beneficiaries, most of them (56 percent) have been recommended by the Gram Sabha and a large proportion, i.e. approximately 31 percent have been recommended by 'others'. In the case of OBCs both the Gram Sabha and the BDO play an equal part in the selection process. Interestingly, 'others' (about 43 percent) contribute the maximum recommendations in their case. Given the political complexion of Uttar Pradesh, perhaps, political equations and functionaries of political parties influence the selection process.

2.2.9 The distribution of beneficiaries of IRDP in villages with high, medium and low Scheduled Caste population has also been examined. There are only 22 percent of IRDP beneficiaries in villages with low concentration of Scheduled Castes, whereas there are almost 40 percent in villages with higher concentration of Scheduled Castes.

2.2.10 The distribution of beneficiaries in villages with high, medium and low concentration of agricultural labour has been examined. Beneficiaries have been distributed equally between high and low concentrated villages. However, it is interesting that in villages with high concentration of agricultural labour, 'others' have recommended 47 percent beneficiaries, whereas in villages with low concentration of agricultural labour, the corresponding proportion is only about 21 percent. The institution of Gram Sabha seems to be stronger in villages with low concentration of agricultural labour. However, it is also revealed by the data that the process of selection of beneficiaries is not being followed in letter and spirit.

2.2.11 For programmes with focus on entrepreneurship, it is imperative that the gap between the time that acquisition of skills or selection as a beneficiary takes place and the time at which the final approval of the scheme is given is minimal. The analysis of the data reveals that it has in a majority of cases (34.4 percent) taken more than two months for the approval of the scheme (Table 2.6). However, a considerable number of beneficiaries (about 27 percent) have got their approval within 15 to 30 days.

2.2.12 Among infrastructurally developed Blocks, half of the schemes take more than two months for approval whereas in the case of less developed Blocks, a majority of the projects get cleared within 15 to 30 days. Apparently, bureaucracy works at its own pace, whether it is a well-developed Block or otherwise. Among the OBC beneficiaries of IRDP, it has been found that in about 72 percent of cases the time taken for the approval is more than two months. However, for the Scheduled Caste beneficiaries most of their projects (about 60 percent) are sanctioned within a month. For the General category of beneficiaries in the majority of cases (about 39 percent), the time taken is more than two months.

**Table 2.6: Time Taken for the Approval of IRDP Schemes by Type of Village**

Type of Village	Less than 15 days	15 – 30 days	1 month – 2 months	More than 2 months	Total
High SC	7	10	6	5	28
Medium SC	1	5	4	10	20
Low SC	4	2	1	7	14
High AL	3	8	6	8	25
Medium AL	1	2	1	8	12
Low AL	8	5	4	6	23
Total SC/ AL	12 / 12	17 / 15	11 / 11	22 / 22	62 / 60

SC: Scheduled Caste; AL: Agricultural Labour

2.2.13 The time taken for the approval of the IRDP projects has been examined in relation to villages with high, medium and low Scheduled Caste population. It has been found that in villages with high concentration of SC population, in approximately 17 percent of the cases, the time taken for the approval is more than two months. In villages with low concentration of SCs, in at least 50 percent of the cases the time taken has been more than two months.

2.2.14 In case of villages with a high concentration of agricultural labour, at least 35 percent of respondents have reported that their projects took more than two months for approval. This is even higher (66 percent) for villages with medium concentration of agricultural labour.

2.2.15 Type of entrepreneurship: The types of trades and avenues that have been opened under IRDP are many and varied. They range from provision of buffalo, sheep rearing, thresher, and bullock cart, boring machine, cycle repair and drilling of tube wells to the beneficiaries. Most of the enterprises are in the primary sector (71.42 percent) followed by tertiary sector (26.19 percent).

2.2.16 As described earlier there are certain financial norms for the assistance under IRDP. Data relating to the amount of assistance, the installments payable etc. has been obtained from the beneficiaries. The monetary assistance provided under the scheme under various enterprises have been given below in Table 2.7. It is seen from Table 2.6 that the amount of monetary assistance provided under the scheme is mostly less than Rs.15, 000. Most of the assistance has been provided for primary sector, followed by the tertiary sector. For persons living below poverty line or just about above it mere cash inflow alone might not lead to sustainable entrepreneurship. Probably, inputs in entrepreneurship, book keeping, costing, marketing are required.

**1. Table 2.7: Level of Monetary Assistance in IRDP by Sectors\***

Monetary Assistance (in Rs.)	Type of Enterprise		
	Primary	Secondary	Tertiary
1 – 4,999	-	-	1
5,000 – 9,999	1	-	2
10,000 – 14,999	13	1	2
15,000 – 25,000	7	-	2
	21	1	7

\* includes only those sample beneficiaries whose responses were complete

2.2.17 It has also been examined whether the assistance provided under the scheme has been adequate for the purpose of the scheme or not. Data reveal that for about 55 percent of the beneficiaries the assistance has been adequate. In villages with high Scheduled Caste concentration, about 82 percent are satisfied with the assistance whereas in villages with low SC concentration the proportion of satisfied beneficiaries is about 70 percent. This aspect has also been examined in relation with villages with agricultural labour. In case of villages with high concentration of agricultural labour, at least 94 percent of the beneficiaries are satisfied with the assistance whereas in the case of villages with low concentration of agricultural labour the proportion of satisfied beneficiaries is about 68 percent. These brings out quite emphatically that the poor and socio-

economically backward seem to be quite satisfied with whatever assistance has been provided to them.

2.2.18 In a country like India, where the state has the overall responsibility for the upliftment and socio-economic development of the poor, it seems ironic to talk about the 'cost' of obtaining the benefits of development. It has however been recently pointed out that the delivery mechanism is not above board as there have been instances of the poor having to pay a certain proportion of their benefit from different schemes to either the development functionaries or 'brokers' or middlemen. Also, sometimes in order to get the benefit of different schemes, the beneficiaries have to occasionally incur expenditure on unnecessary travel to and from Block and district headquarters. This aspect too has been examined in this section. It has been found that the IRDP beneficiaries have incurred some expenditure on obtaining benefits under the scheme. Almost 58 percent of the beneficiaries have incurred some expenditure on travel to obtain the benefit. Around 17 percent have paid bribe for obtaining the same. More beneficiaries (83 percent) in villages with low concentration of SC villages have had to incur expenditure on travel than in villages with high concentration of SC (77 percent). Similar is the case when we contrast villages with low and high concentration of agricultural labour. The 'other' expenditure when broken down into infrastructurally better and poor Blocks reveals that out of those who have incurred the 'other' expenditure, approximately 73 percent belong to poor Blocks. OBC respondents have also incurred more expenditure under the 'others' head than other caste groups. This other expenditure is in the form of direct cash bribe or reduced cash benefit either to gram Sevak, Panchayat secretary, and cashier or bank manager. Amounts range from Rs.100 to Rs.5000.

2.2.19 It has also been examined whether there have been any defaulters in the scheme. Data reveal that at least 25 percent of those who have received assistance from the Government have defaulted in their repayment. Most of the defaults have been in the cases where the assistance has been in the range of Rs10, 000 – 14,999 (54.5 percent) and Rs15, 000 – 25,000 (27.3 percent).

2.2.20 The beneficiaries have faced a lot of problems while taking benefit from IRDP. They have mostly been in connection with procedures and practices like getting the file to be prepared and move from one desk to the other, particularly in the banks, payment of bribes to various functionaries like the gram sevak, the BDO, bank manager etc., getting a lesser amount than what they are entitled to and sign a receipt for a larger amount and various other delays which can only be avoided by payment of bribes.

2.2.21 There have been a number of suggestions by the beneficiaries on how to improve the scheme. They are :

- All assistance should be in cash.
- Proper information should be provided to all.
- Bribes and delays should be eliminated
- Action should be taken against gram sevak and BDO if found indulging in corrupt practices
- The scheme should be implemented through the gram Pradhan as it is easier to deal with him.

### **2.3 Development of Women and Children in Rural Areas (DWCRA)**

2.3.1 This intervention of the Government aims at raising the incomes of rural women of poor households. It also enables organized participation of groups of women who cannot take up economic activities individually or on their own in the programmes of credit, skill training and infrastructure support for self employment. The programme seeks to improve the access of rural women to health, education, safe drinking water, sanitation, nutrition etc., thereby bringing about an enhancement in the quality of life of women and children.

2.3.2 The basic unit under DWCRA is a group of 10-15 poor women who have come together to help each other in order to use their collective strength to break social bonds that have denied them income generating and self-fulfilling opportunities. The group size may be smaller in difficult terrain and far-flung areas. One woman amongst the members functions as the group organizer who helps in the choice of activity, procurement of raw-material, marketing of products. It is compulsory that 50 percent of the groups have to be women belonging to SC/ST. Priority has to be given to physically handicapped persons and also girls and women rehabilitated from prostitution.

2.3.3 Before undertaking the activities women are made aware of the objectives and benefits of group formation under the scheme, understanding their potential and recognizing their strength. At the operational level input/coaching for such an exercise by the group is given by Gram Sevika for a period of two years, who not only creates a group but also nurtures the group and orients them in availing of benefits of various other programmes/schemes.

2.3.4 In the sample there are a total of 15 beneficiaries under DWCRA. It has not been possible to contact all the members of each group due to operational reasons. Most of the beneficiaries had come to know of the scheme through the gram sevika, the Pradhan or the Block office. Eleven out of the 15 beneficiaries are below poverty line. Most of them belong to infrastructurally developed Blocks.

**1. Table 2.8: Source of Recommendation of DWCRA Beneficiaries by Type of Blocks**

Type of Block	Mode of recommendation				
	Gram Sabha	MLA / MP	BDO	Others	Total
Infrastructurally developed	10	--	--	--	10
Infrastructurally poor	1	2	1	1	5
Total	11	2	1	1	15

2.3.5 In most cases (73.3 percent) the Gram Sabha had recommended the beneficiaries (Table 2.8). The Gram Sabha has recommended 10 out of 15 respondents, who also fall in the infrastructurally better Blocks. Gram Sabha as a mechanism for selecting beneficiaries is mostly prevalent in villages with high SC population whereas the other modes are more in low SC villages. 73.3 percent of the respondents are satisfied with the selection procedure.

2.3.6 The Block office provides a host of services to the members of the DWCRA group. Among the sample, 26 percent had been provided with skill training, 20

percent group revolving fund, 13 percent group work centres and 6.6 percent were provided with credit Table 2.9). Among those who have been provided with skill training, two thirds belong to infrastructurally better Blocks and all the beneficiaries of Group Revolving Fund belong to infrastructurally poor Blocks. Scheduled Caste beneficiaries have mostly benefited from skill training as well as Group work centres, while OBCs have benefited from skill training as well as Group Revolving Fund.

**1. Table 2.9: Services Received by DWCRA beneficiaries by Type of Block**

Type of Block	Services rendered by the Block Office				
	Skill training	Credit	Group Revolving Fund	Group Work Centres	Others
Infrastructurally developed	3	1	-	1	3
Infrastructurally poor	1	-	3	1	-
	4	1	3	2	3

2.3.7 For 40 percent of the beneficiaries, the assistance was adequate for the purpose of the scheme. However, a few had to manage the excess amount from their own sources. The most popular enterprise, which has come up as a result of DWCRA intervention, has been 'Durri making'. Some of the production is marketed directly to retailer, some to wholesaler, while the Gram Sevika purchases some of it. What the Gram Sevika does with the product is not known.

2.3.8 Beneficiaries have incurred certain expenditure as cost for obtaining the benefit. Nearly 40 percent have spent money on expenses other than travel. These expenses include commission and bribe to the bank officials. The only problem the beneficiaries have faced is the problem of corruption. They have had to convince the bank officials to grant them credit but that has not been forthcoming. Programmes for entrepreneurship turn into simple skill acquisition if not backed by credit. The bank officials have demanded at least a 10 percent cut in the assistance. Suggestions offered to improve the scheme also revolve around the issue of credit. Beneficiaries feel that if the process of credit could be eased and the amount increased, it will improve the impact of the program.

### **2.3 Training of Rural Youth For Self-Employment (TRYSEM)**

2.3.1 Started as a Centrally sponsored scheme on 15<sup>th</sup> August 1979, the scheme aims at providing basic technical and entrepreneurial skills to the rural youth from families below the poverty line to enable them to take up self employment in the broad fields of agriculture and allied sectors, industries, services and business activities. This objective was subsequently enlarged in the year 1983 to include taking up of wage employment also to the trained youth. TRYSEM seeks to impart new skills and upgrade existing skills of beneficiaries who are by and large attuned only to stagnant levels of agricultural or artisan skills.

2.3.2 The rural youth in the age group of 18-35 years from families below poverty line are enlisted for training under the scheme. The minimum age of providing training under TRYSEM is relaxed to 16 years for inmates of orphanages in rural areas. The upper age limit of 35 years is relaxed to 45 years in case of widows, freed bonded labourers, freed convicts; persons displaced due to large development projects and cured leprosy patients. There is no age limit for rural artisans. A minimum of 50 percent of selected youths should belong to the Scheduled Caste and Scheduled Tribe communities, 40 percent should be women and 3 percent of the trainees should be physically handicapped persons.

2.3.3 The duration of training courses is normally six months. However, the State Level Co-ordination Committee (SLCC) can change the duration and prescribe duration for new trades. There are no educational qualifications prescribed for selection of trainees. The TRYSEM trainees are paid a stipend varying from Rs. 200 to Rs. 500 per month during the training. To enable the participants to take up employment there is a provision of Rs. 800 as an allowance for purchase of toolkits by the trainees.

2.3.4 In the sample 12 beneficiaries of TRYSEM have been studied. Most of these beneficiaries (7) were above poverty line. These APL beneficiaries are concentrated in the Blocks, which are infrastructurally better off. Most of the respondents had come to know of the scheme through the Panchayat meetings, Pradhan, BDO or the Gram Sewak. Half of the respondents were recommended by the Gram Sabha and 25 percent by the BDO. The selection by Gram Sabha is higher (66.7 percent) in villages which are infrastructurally better off. In villages which have a high concentration of SC population as well as villages which have high incidence of agricultural labour the Gram Sabha is the most common agency for the selection of beneficiaries. All beneficiaries are male. Five of the 12 sample beneficiaries belong to the Scheduled Castes and the rest to the general category.

2.3.5 Most beneficiaries have been trained in trades like welding, motor-winding, motor- mechanic, electrician, and hand-pump mechanic etc. They have mostly received training at the Saket Gram Udyog and the DD Shodh Sansthan, Gonda. All the beneficiaries are satisfied with the training they have received. Except for two beneficiaries all of them have received stipend, ranging from Rs.100 to Rs.500, during training. However, only 7 of the 12 beneficiaries had received the tool kit free of cost.

2.3.6 Apart from the training and the tool-kit, credit plays a major part in any entrepreneurship development programme. The availability of credit to the beneficiaries has been extremely low. Only two of the beneficiaries have been granted credit. It is probable that as a result of non-availability of credit a third of the beneficiaries claim not to have gained economically from the scheme.

2.3.7 Nine of the 12 beneficiaries have incurred some expenditure on obtaining benefit under the scheme. Most of this expenditure has been on travel.

## **2.4 Supply of Improved Toolkits to Rural Artisans (SITRA)**

2.4.1 The scheme was launched as a sub-scheme of IRDP in July, 1992, with the objective to enabling the poor rural artisans to enhance the quality of their products, increase their production and income and ensure a better quality of life with the use of improved tools. Artisans from a variety of crafts, except weaving,

tailoring, needle-workers and beedi-workers were to be supplied with suitable improved hand tools or a set of tools. The average cost of a toolkit is Rs. 2,000 and in case of power driven tools the average-cost is Rs. 4,500. Ninety percent of the cost of the toolkit is a subsidy from the Government of India and 10 percent is to be contributed by the beneficiary and there is no state share.

2.4.2 There is 50 percent reservation for SC and ST communities. Wherever SC/ST persons are not available, the DRDA Governing body can decide to allocate the percentage meant for SC/ST to other categories of artisans. There is no provision of reservation for women and physically handicapped persons. However, if eligible, preference will be given to such persons over other persons.

2.4.3 In the sample, 10 beneficiaries of the programme were interviewed. It is found that most of the beneficiaries had come to know about the scheme from the Gram Pradhan and the VDO. Four out of 10 beneficiaries have been recommended for the scheme by the Pradhan and 5 of them by the BDO. Almost all of them are satisfied with the selection procedure.

2.4.4 Most of the beneficiaries have received tools for carpentry, masonry tools, rope making machine and Karghas. Seven out of 10 beneficiaries are using the tools provided under SITRA. The beneficiaries are quite satisfied with the assistance provided, although in order to obtain the benefit, the beneficiaries have incurred expenditure on travel and bribes to the Gram Sewak / VDO.

*Programmes for providing supplemental income earning opportunities*

## **2.5 Jawahar Rozgar Yojana**

2.5.1 The Jawahar Rozgar Yojana (JRY) was started in April, 1989 by merging the on-going National Rural Employment Programme (NREP) and Rural Landless Employment Guarantee Programme (RLEGP) into a single rural employment programme. The main objective of JRY is generation of additional gainful employment for the unemployed and underemployed persons, both men and women, in rural areas. The secondary objective of the Yojana is creation of durable community and social assets. The Yojana has been designed to arrest the seasonality of wage employment and provide a positive impact on the prevailing wage rates in rural areas. It also contributes to improvement in the quality of life of the rural poor by providing supplementary source of income through wage employment and by creating community and social assets.

2.5.2 The JRY is targeted to benefit people living below the poverty line in rural areas. Preference, however, is given to the Scheduled Castes, the Scheduled Tribes and freed bonded labourers. At least 30 percent of employment is to be provided to women under the Yojana. At least 22.5 percent of funds have to be spent on individual beneficiary schemes for the direct benefit of SCs/STs.

2.5.3 Employment Assurance Scheme (EAS): The primary objective of the Employment Assurance Scheme is to provide gainful employment during lean agricultural season in manual work to all able-bodied adults in rural areas who are in need and desirous of work, but cannot find it. The secondary objective is the creation of economic infrastructure and community assets for sustained employment and development. The EAS is a demand driven scheme with no fixed earmarking of annual funds for any district or Block. All adult rural poor normally residing in the villages are covered and a maximum of 2 adults per

family are provided the assurance of up to 100 days of employment. Works under the EAS have to be labour intensive, which should result in the creation of durable productive assets. The desirous workers have to get themselves registered with village level workers or Gram Panchayat and are issued a family card. When about 10 workers demand work, the Block level officer can start new projects for providing employment.

2.5.4 As the number of beneficiaries under the EAS are very less and the purpose and modalities of EAS are almost similar to JRY, both JRY and EAS are clubbed together for the purpose of analysis. There are 63 beneficiaries under JRY and 7 under EAS. Together these 70 beneficiaries would be (for the purpose of the report) referred to as beneficiaries of wage employment programmes.

2.5.5 A large proportion of beneficiaries of the two schemes (81 percent) belongs to families below poverty line (Table 2.10). About 93 percent of the beneficiaries are male. It has been seen that out of the 70 beneficiaries (of JRY+EAS), 63 percent belong to the Scheduled Castes, 20 percent to the OBCs and 10 percent to the general category.

**Table 2.10: Distribution of Sample Beneficiaries in JRY and EAS**

Caste	Total	BPL	Land Holding		
			0 bigha	1 – 5 bigha	> 5 bigha
SC/ST	52	42	12	27	13
OBC	10	9	3	5	2
General	8	8	2	6	-
<b>Total</b>	<b>70</b>	<b>59</b>	<b>17</b>	<b>38</b>	<b>15</b>

2.5.6 Beneficiaries of the two programmes have been mostly selected by the Pradhan (65.7 percent) and some of them (21.4 percent) by the Gram Sabha. Among those selected by the Gram Sabha, nearly 86 percent belong to infrastructurally better Blocks. A large majority of the beneficiaries (88.5 percent) are quite satisfied with the selection procedure.

2.5.7 Under the programmes, both skilled and unskilled workers are provided with wage employment (Table 2.11). They are mostly put on works of public nature. It is seen that most beneficiaries were involved with works like soil and mud works, laying of pavements and roads and construction of bridges.

**Table 2.11: Distribution of Skilled and Unskilled Workers by Type of Blocks in JRY and EAS**

Type of Block	Type of Worker		Total
	Skilled	Unskilled	
Infrastructurally Better	16	26	42

Infrastructurally	15	12	27
Poor			
Total	31	38	69

2.5.8 It has been seen that put together, approximately 56 percent of the beneficiaries were unskilled. It can be seen that skilled workers are almost evenly distributed (51&49 percent)in the two types of Blocks. However, unskilled workers are over represented (68.42 percent) in the infrastructurally developed Block. In the sample, at least 58 percent of unskilled beneficiaries belong to villages with high SC population.

## 2.6 Million Wells Scheme (MWS)

2.6.1 The secheme was launched as a sub-scheme of National Rural Employment Programme (NREP) and Rural Ladles Employment Guarantee Programme (RLEGP) during 1988-89. It continued as a sub-scheme of Jawahar Rozgar Yojana from April 1989 to 31.12.95. From 1.1.96, MWS is an independent scheme. The objective of the scheme is to provide open irrigation wells free of cost to poor, small and marginal farmers who are below the poverty line and freed bonded labourers. The MWS has been extended to include poor, small and marginal farmers belonging to non-SC/ST category as well, who are below the poverty line and are listed in the IRDP register of the village. The financial assistance provided to SC/ST poor, small and marginal farmers under MWS, however, must not be less than two-thirds of the total funds utilised under the scheme in any year. MWS is primarily intended to provide open wells. The beneficiaries themselves undertake the construction of wells through their own labour and by hiring local labour for which they are paid. Engagement of contractors is strictly prohibited under the scheme.

2.6.2 The MWS has been examined as a scheme to provide employment opportunities as well as the creation of social infrastructure. In the sample there are 56 beneficiaries of the MWS. Approximately 57 percent of the beneficiaries belong to villages with high Scheduled Caste population and similar proportion come from villages with high incidence of agricultural labour. Most of these beneficiaries had come to know about the scheme through the Gram Pradhan, or the Gram Sewak; the Gram Sabha has been fairly active in the case of selection of beneficiaries for the MWS. Out of the 56 beneficiaries, the Gram Sabha had selected 60 percent(Table 2.12).

**Table 2.12: Source of Recommendation of Beneficiaries of MWS by Type of villages**

Type of villages	Mode of recommendation			Total
	Gram Sabha	BDO	Others	
High SC	20	4	8	32
Medium SC	7	6	0	13
Low SC	7	0	2	9
Total	34	10	10	54

2.6.3 About 60 percent of the beneficiaries are from families below poverty line and about 75 percent are from Scheduled Castes (Table 2.13). As can be noted all beneficiaries have some land - most of them about a hectare of land.

**Table 2.13: Distribution of Sample beneficiaries Under MWS**

Caste		Land Holding			
		BPL	0 bigha	1 – 5 bigha	> 5 bigha
SC/ST	42	26	-	32	10
OBC	8	2	-	5	3
General	6	4	-	1	5
<b>Total</b>	<b>56</b>	<b>32</b>	<b>-</b>	<b>38</b>	<b>18</b>

2.6.4 As mentioned earlier, the scheme is available to individuals as well as to groups. In the sample almost 86 percent of the beneficiaries have benefited from the scheme individually. The approvals of the schemes have taken on an average 15 – 30 days (Table 2.14).

**Table 2.14: Time Taken for Approval of MWS by Type of Village**

Type of villages	Time taken for the approval of the scheme				Total
	Less than 15 days	15-30 days	One – two months	More than two months	
High SC	3	12	7	8	30
Medium SC	3	5	2	2	12
Low SC	2	6	3	0	11
High AL	4	14	7	5	30
Medium AL	2	4	3	4	13
Low AL	2	5	2	1	10
<b>Total SC / AL</b>	<b>8 / 8</b>	<b>23 / 23</b>	<b>12 / 12</b>	<b>10 / 10</b>	<b>53</b>

2.6.5 It will readily be seen that among the high SC villages, most of the projects (40 percent) have been approved within 15-30 days, whereas nearly 27 percent of the project in such villages take more than two months. Among the low SC villages, at least 54 percent of the projects get sanctioned within 15-30 days whereas 27 percent take one to two months. Similarly, it is evident that among the villages with concentration of agricultural labour, 46 percent of the projects take 15 to 30 days whereas nearly 23 percent take one or two months. Also in the low agricultural labour concentration villages, at least 50 percent get cleared within 15-30 days whereas 10 percent take more than two months.

2.6.6 Almost 90 percent of the beneficiaries were satisfied with the process of selection of beneficiaries. Similarly at least 66 percent feel that the assistance is adequate for the purpose of the scheme. For most of the beneficiaries, the assets are still being used. At least 76 percent of the beneficiaries are making use of the assets. Some wells are not in use as they have become unserviceable and dried up.

2.6.7 Expenditure has been incurred by the beneficiaries for travel and bribes. The amount of bribe ranges from Rs.100 to Rs. 500. The recipients are also many, the lekhpal, the Gram Sewak and the Gram Pradhan. About a quarter of the total respondents incurred some Rs.50 to 500, mostly in travel, for obtaining this benefit. However, 10 percent of the respondents mentioned that the wells provided under the scheme were not in use. The major suggestion given by the respondents were (a) people should be made aware of the detail of the programme; (b) rules should be made easy to the extent possible, so that the beneficiaries do not have to pay unnecessarily.

## **2.7 Indira Awaas Yojana (IAY)**

2.7.1 The Government of India is implementing Indira Awaas Yojana (IAY) since the year 1985-86 with the objective of providing dwelling units free of cost to the members of Scheduled Castes, Scheduled Tribes and freed bonded labourers living below the poverty line in rural areas. From the year 1993-94, its scope has been extended to cover non-scheduled castes and scheduled tribes rural poor subject to the condition that the benefits of the scheme have also been extended to families of servicemen of the armed and para-military forces killed in action. Three percent of the houses are reserved for the below poverty line disabled persons living in rural areas.

2.7.2 The allotment of house under the scheme is done in the name of the female member of the beneficiary household. Alternatively, it can be allotted in the joint name of both the husband and wife. The beneficiaries are to be involved from the very beginning in construction work and have to make their own arrangements for construction to suit their requirements. As far as possible houses are built in clusters so as to facilitate provision of common facilities. The permissible construction assistance per house is Rs.20, 000 in plain areas and Rs.22, 000 in hilly or difficult areas.

2.7.3 District Rural Development Agencies / Zilla Parishads on the basis of allocation made and targets fixed shall decide the number of houses to be constructed Panchayat-wise under IAY during a particular financial year. The same is intimated to the Gram Panchayat. Thereafter, the Gram Sabha selects the beneficiaries from the list of eligible households according to IAY guidelines and as per priorities fixed, restricting this number to the target allotted.

2.7.4 Popularising the production of fruits and vegetables at household level particularly in houses constructed under IAY has been taken up to improve the nutritional status. Also it is to be ensured that every house constructed under the Yojana is provided with the fuel efficient Chula. Construction of sanitary latrines forms an integral part of IAY house.

2.7.5 The IAY has been the most represented program in the sample. A total of 132 beneficiaries were represented in the sample. Females form 47 percent of the beneficiaries. Most of them had come to know of the scheme through the

Gram Pradhan, Gram Sew, BO, DO and the Contractor. The beneficiary profile follows the guidelines as can be seen from Table 2.15.

**1. Table 2.15: Distribution of Beneficiaries Under IAY**

Caste		Land Holding			
		BPL	0 bigha	1 – 5 bigha	> 5 bigha
SC/ST	104	85	37	60	7
OBC	13	11	7	6	-
General	15	8	3	7	5
<b>Total</b>	<b>132</b>	<b>104</b>	<b>47</b>	<b>73</b>	<b>12</b>

2.7.6 As can be noted from Table 2.16, in the infrastructurally developed Blocks, 83 percent of the beneficiaries have been selected by the Gram Sabha, whereas in the poorer Blocks, the proportion of those selected by the Gram Sabha is approximately 69 percent. In the latter case the BDO plays a larger role (25 percent) in the selection process. Also, it is seen that in most cases the Gram Sabha has been the body, which has selected the beneficiaries. However, the role of the BDO grows in villages with high SC population and high agricultural labour. An overwhelming majority (86 percent) of beneficiaries seem to be satisfied with the selection procedure.

**1. Table 2.16: Sources of Recommendation of IAY Beneficiaries by Type of Block / Village**

Type of Blocks/ villages	Recommended By			Total
	Gram Sabha	BDO	Others	
Infrastructurally developed	44	7	2	53
Infrastructurally poor	50	18	4	72
High SC	38	11	1	50
Low SC	29	6	1	36
High AL	45	17	3	65
Low AL	26	3	2	31

2.7.7 When it comes to the time taken for the approval of the IAY scheme, the situation is slightly different here. Most of the schemes (33 percent) have taken more than two months for approval. In the case of schemes, which have been approved within 15 days, nearly 67 percent of beneficiaries belong to infrastructurally developed Blocks (Table 2.17). In cases where the scheme has taken more time, it is mostly in Blocks, which are infrastructurally poor.

**Table 2.17: Time Taken for Approval of IAY by Type of Blocks**

Type of Block	Time taken for approval				Total
	Less than 15	15- 30 days	1-2 months	2 months +	
Infrastructurally better	12	13	12	17	54
Infrastructurally poor	6	12	31	27	76
Total	18	25	43	44	130

2.7.8 Assistance under the scheme is given in three forms, money, materials and services. Most beneficiaries (about 89 percent) have received assistance in the form of money (Table 2.18). It would be seen from the above that a majority of beneficiaries have received cash assistance in the range of Rs.15, 001 and more. This assistance has also been sometimes supplemented with material and services.

**Table 2.18: Amount of Cash Assistance Received by Beneficiaries of IAY**

Number of Beneficiaries (percentage)	Amount of Assistance			
	Less than Rs.5000	Rs.5001 – 10,000	Rs. 10,001 – 15,000	Rs.15,001 – 20,000
6	27	11	72	
5.17	23.27	9.48	62.06	

2.7.9 As the assistance is for the construction of a house, the amount of money, material and services required are larger and vary from person to person. It has been found in the case of the IAY beneficiaries that nearly 40 percent of the beneficiaries have not found the assistance to be adequate. Out of these, at least 62 percent belong to infrastructurally poor Blocks. It is also interesting to note that more females have found the assistance to be inadequate as compared to their male counterparts. Among beneficiaries in villages with high concentration of agricultural labour, at least 45 percent found the assistance inadequate while such was the opinion of 32 percent belonging to villages with low concentration agricultural labour.

2.7.10 In cases where an asset in the form of a house has to be created, even if the assistance is inadequate the beneficiary has to look for other sources for the creation of a durable asset. Those who have not found the assistance to be adequate have managed the excess amount from own savings. It is interesting to note that none of the beneficiaries from amongst villages with concentration of high agricultural labour have availed of institutional finance for the excess amount. However, money has been borrowed extensively (38 percent) from the moneylender. The amount that has been borrowed or say managed from own sources has been mostly in the range of Rs.5000 to Rs.10, 000.

2.7.11 The house built under the IAY has to be preferably in the name of the female member of the family. It has been seen that in nearly 67 percent of the cases this has been followed. However in almost 25 percent of the cases the house has been allotted in the name of the male member of the family. In case of

villages with high agricultural labour 33 percent of the houses are in the name of male members while this is only 7.4 percent in cases of villages with low agricultural labour. Similar pattern can be seen in villages with high and low concentration of scheduled castes. Nearly 93 percent of the houses have been constructed on land belonging to the beneficiary.

2.7.12 It is seen that most of the houses have been provided with Sanitary Latrine, in almost all categories of villages and Blocks (Table 2.19). However, the proportion of beneficiaries of Sanitary Latrine is higher in villages with high agricultural labour (70 percent) and high SC (70.5 percent) dominated villages. It is also heartening to know that such facilities are present more in Blocks with low infrastructure.

**Table 2.19: Facilities in Houses Built Under IAY**

Type of villages / Blocks	Facilities				Total
	Sanitary Latrine	Kitchen	Smokeless Chula	Others	
High AL	26	1	6	4	37
Medium AL	18	0	0	5	23
Low AL	2	1	4	2	9
High SC	24	1	6	3	34
Medium SC	10	1	2	3	16
Low SC	12	0	2	3	17
Infrastructurally developed	18	2	7	5	32
Infrastructurally poor	28	0	3	6	37

2.7.13 It has also been seen that most of the houses (approximately 89 percent) have been built by the beneficiaries themselves with the exception of a few (9/112) which have been built by contractors. Most of the beneficiaries (90 percent) are satisfied with the quality of construction. One of the reasons could be that they own the project as they have constructed the houses themselves. Also the houses are in use at present in at least 97 percent of the cases.

2.7.14 Nearly 53 percent of the respondents have said that they have spent some amount of money on travel for the purpose of obtaining benefit under the scheme. Bribes have also been paid to Gram Sewaks, Gram Pradhan, Cashiers, Head Clerks, Patwari and BDO etc. These range from a few hundred Rupees to a few thousand.

2.7.15 The suggestions to improve the scheme included (a) awareness generation, so that the beneficiaries know about the scheme in detail; (b) revision of assistance amount, especially for toilet, which seemed to be too less for the purpose; and (c) easy flow of fund avoiding excessive red-tape.

## **2.8 National Social Assistance Programme**

2.8.1 The National Social Assistance Programme (NSAP) which came into effect from 15<sup>th</sup> August 1995 represents a significant step toward the fulfillment of the Directive Principles in Article 41 and 42 of the Constitution. It introduces a National Policy for Social Assistance Benefit to poor households in the case of old age, death of primary bread-winner and maternity. The Programme has three components, namely:

1. National Old Age Pension Scheme (NOAPS)
2. National Family Benefit Scheme (NFBS)
3. National Maternity Benefit Scheme (NMBS)

2.8.2 These schemes were modified in 1998 based on the feedback received from the State Governments. The salient features of these schemes in their present modified form are given below:

#### National Old Age Pension Scheme (NOAPS)

- Age of the applicant (male or female) is 65 years or more.
- The applicant is a destitute in the sense of having little or no regular means of subsistence from his/her own sources of income or through financial support from family members or other sources.
- The amount of old age pension is Rs.75 per month for the purpose of claiming Central assistance.

#### National Family Benefit Scheme

- Central assistance is available under this Scheme for a lump sum family benefit for households below the poverty line on the death of the primary breadwinner in the bereaved family subject to the following.
- The 'primary breadwinner' is the member of the household, male or female whose earnings contribute substantially to the total household income.
- The death of such a primary breadwinner occurs which he or she is more than 1 years of age and else than 65 years of age.
- The bereaved household qualifies as one below the poverty line according to the criteria prescribed by the Government of India.
- The amount of benefit available is Rs.10,000 in the case of death of the primary breadwinner irrespective of the cause of death – natural or accidental.
- The family benefit is paid to such surviving member of the household of deceased who, after local enquiry, is determined to be the head of the household.

#### National Maternity Benefit Scheme

- Under this scheme, maternity benefit is provided as a lump sum cash assistance to women of households below the poverty line, subject to the following conditions:-
- The maternity benefit is restricted to pregnant women for up to the first two live births provided they are of 19 years of age and above.
- The beneficiary belongs to a household below the poverty line as per criteria prescribed by the Government of India.
- The amount of the benefit is Rs.500.

- While the benefit should be disbursed 8-12 weeks prior to delivery, in case of delay the benefit may be disbursed even after the child is born.

2.8.3 In the sample, within the NSAP, there are 69.6 percent beneficiaries of the NOAPS, 21.2 percent of NMBS and 5.8 percent of NFBS (Table 2.20).

**Table 2.20: Distribution of NSAP Beneficiaries by Type of Block / Village**

Type of Block / village	National Social Assistance Programme (NSAP)			Total
	NOAPS	NFBS	NMBS	
Infrastructurally better	46	4	10	60
Infrastructurally poor	62	5	23	90
High SC	40	5	6	51
Medium SC	38	1	13	48
Low SC	30	3	14	47
High AL	44	4	7	55
Medium AL	30	0	11	41
Low AL	34	5	15	54

2.8.4 It will readily be seen from the above that the distribution is heavily loaded in favour of the NOAPS. Most of the beneficiaries in all types of Blocks and villages have received benefits under NOAPS. In the infrastructurally poor Blocks, the NMBS has a slightly higher proportion (25 percent) of beneficiaries.

2.8.5 Considering only the beneficiaries of NOAPS, we find that 43 percent are women. The other two programmes are only meant for women. that there are 43 percent female beneficiaries. Nearly 79 percent of the beneficiaries have been selected by the Village Panchayat Pradhan and almost all the beneficiaries (85 percent) are satisfied with the selection procedure.

2.8.6 Beneficiaries of the NOAPS have been receiving pension on a fairly regular basis. 39 percent of the beneficiaries have said that the pension was paid in an irregular manner while nearly 2 percent said that it was paid in a lump sum. The process for about 55 percent of the beneficiaries has been hassle-free. However, some beneficiaries have had to face a lot of harassment at the hands of the bank personnel, the Gram Pradhan and the Lekhpal. They have mentioned that they have not received the full amount. The officials deduct some amount before remitting it to the beneficiary. However, in the absence of any other social security measures, the beneficiaries are quite happy and content with whatever is doled out to them. They would like to continue taking benefit from the scheme. It is a fact that if the NOAPS is withdrawn, a large number of destitute would be adversely affected.

## CHAPTER 3

### IMPACT OF RURAL DEVELOPMENT PROGRAMMES

#### 3.1 Introduction

3.1.1 An evaluation of all the rural development schemes during 1998-99 was carried out by the Department of Rural Development, Government of Uttar Pradesh in February, 1999. The physical and financial achievements of the district were calculated on the basis of some indices. The performance of Gonda district, according to the assessment, appeared to be fairly satisfactory as indicated in Table 3.1.

**Table 3.1: Rural Development Schemes in Gonda District – Physical and Financial Achievement (1998-99)**

(in percentage)

Scheme	Physical	Financial
Employment Assurance Scheme	100	100
Jawahar Rozgar Yojana	100	100
Indira Awaas Yojana	84	84
Million Wells Scheme	100	97
Integrated Rural Dev. Programme	79	64
TRYSEM	75	100
SITRA	100	96
DWCRA	100	68

Source: Evaluation of Rural Development Schemes, GOUP, February, 1999

3.1.2 The district ranked ninth in the state considering its performance in implementing all the schemes and the targets achieved. It was one among the first ten districts in the state in implementing JRY, IAY, MWS and SITRA schemes. However, such evaluations do not capture the impact on the beneficiaries and the rural economy.

3.1.3 The impact of various development efforts can be measured both through direct and indirect indicators. For example, the level of poverty alleviation could be judged by assessing whether the beneficiaries could cross the poverty line, which would require reliable data on income of the beneficiary before and after the implementation of the programme. Even when primary data are collected, the reliability of income data for such measurements is not very high. Secondly, it is also difficult to isolate the influence of other factors. For example, for a poor

distressed family the benefit from any scheme may bring some relief, but often its irregularity makes no difference in their economic condition on a permanent basis. Thus the programmes do not ensure that the beneficiary would continue to remain above poverty line. It is therefore, necessary to also reflect on the processes that are set in motion by the schemes.

3.1.4 An asset or a business might prove to be highly productive in exceptional cases, but still the beneficiary may not cross the poverty line. This happens when the beneficiary's earlier income was substantially lower than the poverty line and the value of asset was very small compared to the requirements. The factors for increased income are (i) the pre-assistance level of income, (ii) the level of assistance and (iii) the incremental capital output ratio of the project when dealing with self employment programmes and number of days employed in the case of wage employment programmes. In the absence of reliable data on income, the close surrogates are number of days of employment and increase in the level of production.

3.1.5 It is necessary to appreciate the point that bulk of the population targeted under these programmes are below poverty line and as such any benefit, which even with substantial leakage reaches them they would like the programmes to continue. As a result most beneficiaries perceive all programmes benefit them (Table 3.2). Although some beneficiaries have rated some schemes as not useful, nobody wants withdrawal of any scheme.

**Table 3.2: Respondents' Perceptions about Financial Benefits from Schemes**

<b>Scheme</b>	<b>Beneficial</b>	<b>Not Beneficial</b>	<b>No Response</b>	<b>Total</b>
JRY+EAS	44	19	7	<b>70</b>
TRYSEM	5	4	3	<b>12</b>
SITRA	6	3	1	<b>10</b>
IRDP	33	3	18	<b>64</b>
DWCRA	5	4	6	<b>15</b>

### **3.2 Status of Assets Created Through the Programmes**

3.2.1 As seen earlier both self-employment and wage employment programmes create either community or household assets. More often the community assets created through wage employment in the study area has been soil works, construction of pavements and roads – not necessarily of prescribed standards. The household assets particularly created through IRDP, MWS and IAY are partly for productive purposes and partly for better quality of life. It is therefore, possible to indirectly assess the impact of the programmes through the current status of the assets created. In this analysis we have not made any attempt to analyse the status in relation to the year of creation of the assets.

3.2.2 It is encouraging, to note that about 65 percent of the enterprises under IRDP are operational and productive (Table 3.3). In the case of enterprises that have not been able to sustain themselves, a majority of them relate to livestock.

In such cases the death of the buffalo or sheep have obviously rendered the enterprise redundant. When we examine the sustainability of the enterprise in relation to the Blocks, some interesting insights emerge. Among those enterprises that are not operational, approximately 89 percent are in the infrastructurally developed Blocks. Also, in the infrastructurally poor Blocks only 2.8 percent of the enterprises are not performing. In case of villages with high agricultural labour only 5.2 percent enterprises have become non-functional whereas, in the villages with low concentration, it is 14 percent. Perhaps, lack of other options and this being probably the only source and hope for people in the infrastructurally poor Blocks and villages with more concentration of agricultural labour more efforts are being made to sustain the enterprise than in the better off Blocks.

**Table 3.3: Present Status of the Enterprises Created Through IRDP**

Type of Block	Operational	Non-operational	Total
Infrastructurally developed	13	8	21
Infrastructurally poor	29	1	30
Total	42	9	51

3.2.3 Among those that are non-operational 6 happen to be in the primary sector dealing with livestock and pumpset/engine. Although many beneficiaries of the IRDP stated that the assistance was adequate for the scheme, there are instances that the beneficiaries could not repay the loan on time due to meager profit from the investments. Some of them had to either supplement from their saving or additional borrowings from sources other than institutional. Nonetheless, a majority of the respondents perceived that they gained financially because of the scheme.

3.2.4 In the case of assets created under MWS, out of 35 units only five were not in use, the well failing to yield sufficient water. From the functioning assets, the beneficiaries either expanded the area under irrigation (11 respondents) and thereby ensured more assured production or increased productivity (28 beneficiaries). All beneficiaries who reported that the asset did not have much impact on production and yield were found to be those, whose assets were non-functional.

3.2.5 In TRYSEM, for example, some beneficiaries were given training in welding but they couldn't use it appropriately because of lack of finance, credit, interrupted power supply and expensive machines. Similarly, the entrepreneurship started through DWCRA, although very few, had a set-back because of non-availability of finance and market. The issue arising out of the discussion is that the viability of every project needs to be studied before approval of any scheme. This does not happen because of lack of awareness among the beneficiary and lack of technical guidance from the sanctioning authority and poverty. This was reinforced by the fact that none of the earlier groups could sustain their activities due to economic pressure and low diversification of the nature of enterprise among different groups.

3.2.6 In so far as IAY is concerned, from among the beneficiaries (132) most have built their houses and the houses are in use (99). The rest are in various stages of construction. Only about 50 percent of the beneficiaries felt that the financial assistance is adequate. However, many of them (52 out of 132) had to add their own financial contribution to build the house, either from own sources (23) or raising loan from other sources (25). The fact that the ownership is given in the name of women in about 70 percent of the beneficiary households contributes to the empowerment of women.

### 3.3 Employment and Earnings

3.3.1 As seen earlier a larger proportion of the respondents perceive that employment schemes are not beneficial (Table 3.2). This is largely because on average less than 20 days of employment is available in a year per beneficiary (Table 3.4).

**Table 3.4: Distribution of Sample Beneficiaries by Number of Man-days of Employment**

(JRY and EAS, 1998-99)

No. of days	JRY	EAS
1-30	51	7
31-60	8	0
61-90	4	0
<b>Total</b>	<b>63</b>	<b>7</b>

3.3.2 As mentioned earlier, the objective of the two schemes is to provide minimum days of work to those who cannot find work. This is done to ensure that the income of the family is supplemented. It would be pertinent to examine for how many days have the beneficiaries have been provided employment and at what rates? It is seen that about 80 percent of the beneficiaries have been provided employment for less than 30 days per year. A little over 17 percent have worked for over 30 days in the year. Clearly, the programme objectives are not being fully met. It is seen that nearly 63 percent of the beneficiaries have received wages in the range of Rs.30-50, followed by 27 percent getting between Rs.10-30. The provisions of the Minimum Wages Act are not being adhered to in some Government works, if we go by the responses of the beneficiaries.

3.3.3 It would be pertinent to examine as to how much of the annual family income of the beneficiaries comes from such initiatives. For nearly half of the beneficiaries (48.5 percent), works under JRY/EAS contribute up to a quarter of their annual earnings (Table 3.5). It is for nearly 19 percent of the beneficiaries that these programmes contribute 50 percent or more of their annual income. Among those whose annual income is being supplemented by 25 percent by JRY/EAS, nearly 53 percent belong to villages with high Scheduled Caste population.

**Table 3.5: Share of Earnings from JRY/EAS  
in Annual  
Household Income**

Type of villages	Contribution to annual income				Total
	Up to 25 %	25 – 50 %	50 -- 75 %	75 % +	
High SC	18	2	5	2	27
Medium SC	5	3	4	1	13
Low SC	11	3	0	1	15
High AL	18	5	4	0	27
Medium AL	11	1	0	3	15
Low AL	5	2	5	1	13
Total SC / AL	34 / 34	8 / 8	9 / 9	4 / 4	55

3.3.4 As per the data, on an average a beneficiary is getting work for 10-30 days a year. Also on an average, the wages per day are in the range of Rs.30-50 per day. Taking the upper end of each, it is seen that if a person gets work for 30 days a year at Rs.50 per day, his income comes to Rs.1500 per year from JRY/EAS. If this is taken as 25 percent of his income the total annual income would be something in the range of Rs.6000.

### 3.4 Concluding Remarks

3.4.1 The implementing agencies at the district and the sub-district level is almost entirely concerned with implementation of the programmes and are informed by the impact of these schemes. Whatever monitoring take place at the district level is again with reference to target achievement. Further, the idea behind the poverty alleviation programmes was not only to provide assets to the rural poor, but also improve the skills to maintain the assets and to create awareness about the sustenance of the assets – an aspect that is missing in the existing delivery system.

3.4.2 There is also a need for convergence of anti-poverty programmes with other major minimum needs programme like, primary education, health, family planning, nutrition, rural drinking water supply and sanitation not only because all these have direct or indirect bearing on poverty, but more durable and required community assets could be created with such convergence.

3.4.3 Having seen that the wage employment programmes are not the most preferred from the point of view of the rural population, they have a role, though seasonal, in augmenting the household earnings. The impact of the wage employment programmes could be enhanced if a locational plan for development of community assets is prepared and the employment generation is linked to the plan.

3.4.4 In so far as self employment programmes are concerned it is observed that the capacity building is currently limited to imparting production related skills. However, if the enterprises are to be successful, the beneficiaries also need entrepreneurial skills, rudimentary understanding of marketing and accounting and financial management. The training porgrammes under DWCRA and TRYSEM could consider modules on these aspects. These training modules could also be useful for beneficiaries of IRDP programmes.

## CHAPTER 4

### GRAM PANCHAYAT AND PROGRAMME IMPLEMENTATION

#### 4.1 The Background

4.1.1 The Panchayati Raj institutions (PRIs) are increasingly playing a significant role in implementing and monitoring developmental programmes at the village, Block and district levels. The 73rd constitution amendment of 1992, were directed towards (a) placing more power in the rural people to determine their own destiny and to build a just society, (b) enhancing the capabilities of the rural people to take up planning from below, and (c) decentralising execution of developmental activities with effective participation of people. Subsequently reservation of seats including that of Chairperson of the Panchayat has been provided at every level for Scheduled Castes and Tribes in proportion to their population in a given Panchayat area and for women to the extent of not less than one-third of the total number of seats. The term of the office of Panchayat is five years.

4.1.2 According to a recently published report relating to Uttar Pradesh, four percent of the total revenue income of the state is to be handed over to the Panchayat to augment their financial resources. For 1999-2000, it will be Rs.328 crore, while the total receivable amount including all the schemes will be Rs.1100 crore. This is important especially since this would call for greater administrative powers to be vested with the PRIs.

4.1.3 In a recent order, issued by the Government of Uttar Pradesh, the PRIs have been further strengthened with the following duties and responsibilities:

*a. at village Panchayat level*

- selected works of department of agriculture, rural development and Panchayati raj, apart from the programmes of primary school, government hand pump, ration shop, health sub-centre, veterinary health centre and nutrition;
- direction/implementation of employment and poverty alleviation programmes of rural development;
- management of fixed fund from the budget of the concerned department for the vested works to the Panchayat;
- control of Panchayat over 'village fund' (Gram Nidhi);
- appointment of maximum of two Panchayat workers in each village Panchayat with the designation of 'village Panchayat and development officer';
- undertaking all the works of the concerned village Panchayat by the village Panchayat and development officer as full-time multi-purpose worker; and
- establishment of committees for implementation and monitoring of all the activities.

*a. at Block Panchayat level*

- implementation and co-ordination of all the developmental activities by the Block Panchayat at the Block level;
- primary health centre, veterinary health centre, seed store, food store etc. under the Block Panchayat at the first stage;

- completion of works by the Block Development Officer and other Block level officers under the supervisions of Block Panchayat;
- establishment of committees to monitor the developmental activities in the Block;
- monitoring of schemes of villages by the Block Panchayat;
- management of fixed funds from the budget of concerned departments for completion of the activities; and
- total control of Block Panchayat on the 'Panchayat fund' (Panchayat Nidhi)

*a. at district level*

- re-establishment of 'district planning committee' for preparing long term plan and annual district plan of the district;
- the district level officers of selected departments related to development are under administrative control of the district Panchayat;
- re-establishment of DRDA and the Chairman of district Panchayat to be the ex-officio Chairman of DRDA;
- establishment of various district level committees in order to implement, co-ordinate and ensuring quality of works of the developmental activities in the district;
- extensive financial and administrative power to the district Panchayat to implement the developmental activities in the district; and
- undertaking extensive training programmes at all the levels

4.1.4 These are the emerging and recent changes as far as Uttar Pradesh is concerned. It is therefore not surprising that about three-fourth of the respondents were found to be ignorant of functions of Gram Panchayat, Block Panchayat and Zila Panchayat. The role of NGOs is also very limited except for a few youth clubs, there are no voluntary organisations in the district. Also the awareness about the rural development schemes was found limited to only among 60 percent of the beneficiaries. In this background the purpose of this chapter is to understand the working of Gram Sabha and Panchayat in Gonda district with particular reference to people's participation, transparency, awareness and role of Gram Sabha members in the selection and implementation of development schemes.

## 4.2 Profile of the Respondents

4.2.1 A questionnaire (Annexure - 3) was canvassed among ten randomly selected members of the Gram Sabha who were not beneficiaries of any development schemes. Thus from the the 40 sample villages we have 403 respondents. In addition the questionnaire was also canvassed among the sample beneficiaries of programmes (513) from these villages.

4.2.2 Of the 403 non-beneficiaries, 295 were men and 108 women. The sample included 184 Scheduled Caste members, 105 OBCs, 106 from other castes, and 8 unclassified members. The distribution of respondents by income status is given in Table 4.1.

**Table 4.1: Distribution of Respondents (Beneficiaries and Non-Beneficiaries)  
by Poverty Status**

Poverty Status	Beneficiaries		Total
----------------	---------------	--	-------

		Beneficiaries	
Above Poverty Line	143	135	<b>278</b>
Below Poverty Line	371	268	<b>639</b>
<b>Total</b>	<b>514</b>	<b>403</b>	<b>917</b>

### 4.3 Functioning of the Village Panchayat

4.3.1 That there is sufficient interest among the members of the Gram Sabha is clear from the fact that an overwhelming majority (93 percent) of the sample respondents had voted in the previous Panchayat elections (Table 4.2). Out of the 850 sample voters about 76 percent said that they voted on the basis of the image of the candidates, and the remaining had voted on the basis of party affiliation, caste and religion of the candidates - in that order.

**Table 4.2: Distribution of Sample Respondents Who Voted in the Previous Panchayat Election**

	Beneficiaries	Non-Beneficiaries	Total
Voted in the last Election	478	372	850
Did not vote in the last election	21	11	32
Non-response	15	20	35
<b>Total</b>	<b>514</b>	<b>403</b>	<b>917</b>

4.3.2 Most village Panchayat have held at least one meeting each during the financial years 1997-98 and 1998-99, although minimum of two such meetings are mandated. In seven of the 40 sample villages no meetings were held in the last two years (Annexure – 5). On the other hand there are ten villages where more than 4 meetings were conducted and in one village there has a been a meeting every quarter. However, the attendance of the members as indicated by the respondents is extremely low – about 23 percent (Table 4.3). Attendance is even lower in those Panchayat where the Pradhan is a woman (17 percent) and where the Pradhan is from Scheduled Caste (13 percent). The proportion of women respondents who attended the Gram Sabha meeting is only 15 percent and 17 percent in the case of Scheduled Caste respondents. Only a quarter of the respondents was aware of minutes of the meeting. While about 56 percent of the beneficiary respondents felt that the way the decision is taken on development work and expenditure is satisfactory, understandably only 45 percent of the non-beneficiaries felt that it was so. Both women (47 percent) and Scheduled Caste respondents (52 percent) were less satisfied with the way in which decisions are taken about development projects and expenditure in the Panchayat. In villages where the Pradhan is from the Scheduled Caste, over 60 percent of the respondents were satisfied with the way decisions about development projects and expenditure are taken in the Panchayat. Corresponding proportion in the case of villages where Panchayat Pradhan is a woman is 37 percent. However, among the total sample villages, less than four

percent of the respondents felt that decisions taken in the Gram Sabha are reflected in the Panchayat activities.

**Table 4.3: Distribution of Attendance in Gram Sabha Meetings**

	Beneficiaries	Non-Beneficiaries	Total
Members who attended the meeting	120	89	209
Members who did not attend the meeting	368	285	653
Non-Response	26	29	55
Total	514	403	917

4.3.3 Very few village Panchayat (only 6 out of the 40 sample villages) have standing committees – on primary education, women and child welfare, road development, toilet and sanitation. Among the respondents less than 5 percent were members of such committees and most of them attended the committee meetings.

4.3.4 There was no appropriate use of billboards in the villages. Often, it was only on the wall of Pradhan's house. The villagers also were not aware of its use. The members of the village Panchayat claim universally that details of various programmes are put on the billboard regularly. However, only some 28 percent of beneficiaries and 30 percent non-beneficiaries agreed that details of various programmes and activities were put on the Panchayat billboard some times and only eight percent of the respondents felt that the information is put on the billboard regularly. Corresponding proportions in villages with Scheduled Caste Pradhan and woman Pradhan are 5 and 4 percent respectively.

4.3.5 The Gram Panchayat is expected to prepare a muster roll indicating the name of the persons engaged in various employment programmes. The names of the proposed beneficiaries should be selected in the meeting of the Gram Sabha. However, a large proportion of the respondents (75 percent of beneficiary-respondents and 88 percent of non-beneficiary-respondents) were unaware of the muster roll. In the background of poor attendance in the Gram Sabha, the beneficiaries were often identified by the Gram Pradhan, Panchayat members or staff from Block Development Office (Table 4.4). Nevertheless, it does not necessarily mean that a large number of in-eligible individuals were selected as beneficiaries. As brought out earlier about 70 percent of the beneficiaries are below poverty line, 38 percent are women, and 62 percent from Scheduled Castes and Tribe.

**Table 4.4: Sources of Recommendation of Beneficiaries Under Different Schemes**

Scheme	Pradhan	Gram Sabha	BDO	Others	No response	Total
JRY	40	14	5	4	-	63

EAS	6	1	-	-	-	7
IAY	94	-	25	6	7	132
MWS	-	34	10	10	2	56
TRYSEM	-	6	3	2	1	12
IRDP	-	32	9	19	4	64
DWCRA	-	11	1	3	-	15
SITRA	4	-	5	1	-	10
NSAP	122	-	14	15	4	155
<b>Total</b>	<b>266</b>	<b>98</b>	<b>72</b>	<b>60</b>	<b>18</b>	<b>514</b>

4.3.6 Women representatives in the Panchayat and as Pradhans are perceived to be ineffective both by the male and female respondents (Table 4.5). In fact, a greater proportion of women respondents perceived that women representatives are ineffective. Only 19 percent of the respondents in villages where the Pradhans are women found the women Pradhan effective. Even among women respondents only 19 percent find the women Pradhans and women Panchayat members effective.

**Table 4.5: Perception of Effectiveness of Women Panchayat Pradhan and Members**

	Very Effective	Effective	Not Effective	No Response	Total
Effectiveness of Women members in Panchayat	7	194	512	203	916
Effectiveness of Women Panchayat Pradahans	8 (0)	160 (37)	421 (129)	310 (34)	916 (200)

Figures in paranthesis are responses from villages where the Pradhans are women

#### 4.4 Type of Village and Functioning of Gram Sabha

4.4.1 Some of the indicators of functioning of Gram Sabha discussed above could be influenced by the type of village. For example, if we consider attendance in the Gram Sabha meetings, while the villages with higher proportion of land-owning cultivators recorded about 28 percent attendance (among the sample respondents), in villages with higher proportion of agricultural labourers, the attendance was about 24 percent. Similarly, the proportion of respondents satisfied with the functioning of the Panchayat (in terms of development work and expenditure) was 79 percent in villages where agricultural labourers dominate, whereas it is only 59 percent in villages where incidence of the land owning cultivators is more. In other words, both levels of participation and expectations are high when asset base is more equally distributed and the expectations as well as participation are low in villages where resources are unequally distributed.

4.4.2 However, in villages where the proportion of Scheduled Caste population is high, the proportion of respondents who have attended Gram Sabha meeting (23 percent) is not very different from villages with low proportion of SC population (22 percent). Similarly there are no differences among the two types of villages when we consider the level of satisfaction with the functioning of the Panchayat.

4.4.3 From among those who responded, about 60 percent perceived that the quality of life in the village has improved as a result of the implementation of the schemes. There is no gender difference in this perception. However, only 50 percent of the Scheduled Caste respondents felt that there has been an improvement in the quality of life as a result of implementation of development schemes.

## CHAPTER V

### SUMMARY OF ANALYSIS AND EMERGING ISSUES

5.1 The preceding study started with the objective of assessing the implementation and impact of Rural Development Programmes in a backward district – Gonda in eastern Uttar Pradesh. The analysis is based on not only the available secondary data from the district and the Blocks, but on data generated from extensive canvassing of four types of questionnaires among beneficiaries of schemes, members of the Gram Sabha (including non-beneficiaries), elected representatives of the Panchayat and focus group discussion in the 40 sample villages and with district and Block level officials.

5.2 District Gonda ranks very low in terms of industrial, agricultural, infrastructural and social development in relation to other districts of Uttar Pradesh. Over 90 percent of the population are dependent on the primary sector. In this background it is encouraging that the performance of the district in implementation of rural development schemes was ranked ninth among the districts in the state. However, the assessment was based on physical achievement and expenditure level in comparison to the targets set for the district.

5.3 From the preceding analysis we may draw the following conclusions:

- The physical targets of most programmes have declined in the last three years (1996-97 to 1998-99) whereas the financial allocations increased, indicating perhaps increased costs of implementation, since the financial benefits per beneficiary under different programmes appears to be stagnant, except for wage employment.
- The weightage given to different programmes appear to be similar irrespective of the level of infrastructure development of different Blocks.
- While the allocations and target achievements are the highest in the case of wage employment schemes, people's preferences for such programmes are relatively low, except for MWS. People' preferences are for schemes which create household productive assets, community assets and wage employment – in that order.
- The selection of beneficiaries and the implementation of the programmes follow closely the scheme guidelines. A larger proportion of Scheduled Caste population has benefited from the programmes than other communities.

#### 5.4 Self Employment Programmes

- A majority of the IRDP schemes are in the primary sector, followed by tertiary sector. A large proportion of the asset created by the schemes is intact and yielding economic returns. Most beneficiaries are satisfied with the level of financial assistance. Bulk of the non-operational assets is in the primary sector – usually livestock, the animals having died.
- The data reveal that about 25 percent of the beneficiaries had defaulted in repayment installments. In all such cases insufficient returns from the enterprise is reason cited for default.
- If the enterprises are to be successful, the beneficiaries also need entrepreneurial skills, rudimentary understanding of marketing and accounting and financial management. This needs to be provided for as a part of the programme input.
- The kind of vocation for which the training has been imparted cover, motor driving, welding, carpentry, TV, hand pump and motor car repair etc. All the

beneficiaries are satisfied with the quality of training and 10 out of twelve received stipend during the training period, and where applicable received the necessary tool kit. However, the follow-up in terms of assistance in receiving credit for raw material etc. 9 out of twelve respondents said that they had not received any help. It is also clear that accessing the programme involves not only travel costs but other costs also wherein 8 of the 12 respondents appear to have incurred a cost of over Rs.1000 each. The major problem is the follow-up and linkage to credit facilities. As a result most of the trainees have ended up in the labour market - nine out of the twelve and remaining three are students.

- Unlike in TRYSEM, the beneficiaries under SITRA were selected either by the village Pradhans or by the BDO. Seven of the ten beneficiaries are using the tools that they received under the programme and it has made difference to their earning at least in six of the nine respondents. Most of them have had to pay some form of donation to the Panchayat or the BDO, in order to access the programme benefit. Where the use of the improved tool kit is dependent on engaging labour from outside the household, the use of the tool is intermittent. In some cases, new tools received by the beneficiaries do not match with the larger set of tools already available with the beneficiary. The SITRA is very low on the people's choice of programmes.
- The Gram Sabha has identified most of the beneficiaries of DWCR. Nine of the fifteen groups meet every month. Most groups received some form of assistance from the BDO – in the form of skill training (4), credit under IRDP (1), group revolving fund (3), group work under JRY (2), etc. Only five respondents out of the fifteen believe that their group venture is sustainable.

#### 5.5 Wage Employment Programme

- Most of the work under taken under JRY & EAS is road construction/khadanja.
- There is an inverse relationship between incidence of agricultural labour and contribution of wage employment programme to individual earnings. In other words, villages where agricultural labourers dominate the contribution to individual earnings from the employment programmes is less as compared to villages where the proportion of agricultural labourers is low. As a result the beneficiaries of employment programmes located in villages with high incidence of land less labour do not perceive that the programmes have benefited them in any significant way.
- However, the meagre support from the programme is a welcome feature for 90 percent of the beneficiaries since it allows them to work in the village where they belong, without dislocating them or seeking employment in cities and towns. Only 10 percent of the beneficiaries want to discontinue working under the employment scheme.
- The incidence of skilled labour in villages with higher concentration of SC population is lower than villages with low proportion of SC population.
- The villages with low proportion of SC tend to believe that the employment programme has not benefited them financially whereas villages with high proportion of SC population find the programmes financially beneficial. As a result a larger proportion of beneficiaries from villages with low SC population are ready to discontinue working under the schemes.
- There are also instances of the Pradhan opting for contract labour from outside if there are complaints of lesser wages than what is due.
- The Gram Sabha has identified a major proportion of the beneficiaries under the MWS. Almost all of them have got the scheme as an

individual. Only six of the 56 beneficiary responded that the well was not functional. About a third of the sample beneficiaries expanded the area under irrigation while two thirds recorded some increase in production. The beneficiaries who could neither expand the irrigated area nor productivity were only those whose wells had failed or become dysfunctional.

## 5.6 Housing and Welfare Programmes

- The Gram Sabha selected over 75 percent of the 132 sample beneficiaries. Only about 50 percent of the beneficiaries felt that the financial assistance was adequate. Many of them (52 out of 132) had to add their own financial contribution to build the house, either from own sources (23) or raising loan from other sources (25).
- With reference to the costs incurred by the beneficiary in accessing the scheme while 72 of the 132 beneficiaries did not respond, of the responses 19 had incurred a cost of more than Rs.1000. In several cases the standard response was paying donation to various officials to the tune of Rs. 3,000.
- Of the total sample beneficiaries a larger proportion were from relatively backward Blocks (78 of the 132). Over seventy percent of the allotment was in the name of females. The proportion of allotment to the female beneficiaries was more in the case of SC households than others.
- Most of the beneficiaries in all types of Blocks and villages have received benefits under NOAPS. About 43 percent of the programme were women. Beneficiaries of the NOAPS have been receiving pension on a fairly regular basis. Almost 40 percent of the beneficiaries have said that the pension was paid in an irregular manner while nearly 2 percent said that it was paid in a lump sum. The process for about 55 percent of the beneficiaries has been hassle-free. However, some beneficiaries have had to face a lot of harassment at the hands of the bank personnel, the Gram Pradhan and the Lekhpal. The officials deduct some amount before remitting it to the beneficiary. However, in the absence of any other social security measures, the beneficiaries are quite happy and content with whatever is doled out to them. They would like to continue taking benefit from the scheme. It is a fact that if the NOAPS were withdrawn, a large number of destitute would be adversely affected.
- Nearly 79 percent of the beneficiaries have been selected by the Village Panchayat Pradhan and almost all the beneficiaries (85 percent) are satisfied with the selection procedure.

## 5.7 The Cost Incurred by the Beneficiaries in Accessing the Programmes

- The beneficiaries of various programmes not only spend time money on several trips to Panchayat, Block and District offices for being selected as beneficiary and for receiving the programme benefits, but also other costs in the form of donation, land development charge (IAY) and bribes. The following table (Table 5.1) gives a summary of such costs.

**Table 5.1: Range of Expenditure Incurred by the Beneficiaries in Accessing Different Schemes**

(in Rs.)

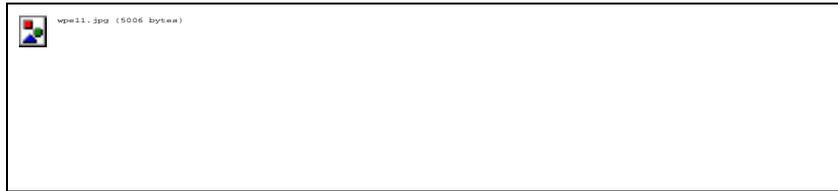
Schemes	Travel		Others	
	Maximum	Minimum	Maximum	Minimum
MWS	500	40	1200	10
IAY	3000	50	4000	50
DWCRA	200	20	600	500
IRDY	2000	20	5000	10
TRYSEM	400	300	350	100
SITRA	150	150	400	50
NSAP	150	10	500	20

#### 5.8 Role of Panchayat and Gram Sabha

- The attendance of the members in Gram Sabha meetings as indicated by the respondents is extremely low – about 23 percent Attendance is even lower in those Panchayat where the Pradhan is a woman (17 percent) and where the Pradhan is from Scheduled Caste (13 percent).
- When the village has unequal land distribution, with large number of agricultural labourers, the elected representatives of the Panchayat, particularly the Pradhan has greater say in the selection of beneficiary, where as the Gram Sabha tends to influence the selection when the land is more equally distributed, with fewer proportion of agricultural labourers.
- In the background of poor attendance in the Gram Sabha, the beneficiaries were often identified by the Pradhan, Panchayat members or staff from Block Development Office and others. Nevertheless, it does not necessarily mean that a large number of in-eligible individuals were selected as beneficiaries. As brought out earlier about 70 percent of the beneficiaries are below poverty line, 38 percent are women, and 62 percent from Scheduled Castes and Tribe.
- While about 56 percent of the beneficiary respondents felt that the way the decision is taken on development work and expenditure is satisfactory, understandably only 45 percent of the non-beneficiaries felt that it was so. Both women (47 percent) and Scheduled Caste respondents (52 percent) were less satisfied with the way in which decisions were taken about development projects and expenditure in the Panchayat.
- In villages where the Pradhan is from the Scheduled Caste, over 60 percent of the respondents were satisfied with the way decisions about development projects and expenditure are taken in the Panchayat. Corresponding proportion in the case of villages where Panchayat Pradhan is a woman is 37 percent. However, among the total sample villages, less than four percent of the respondents felt that decisions taken in the Gram Sabha are reflected in the Panchayat activities.
- There was no appropriate use of billboards in the villages. Often, it was only on the wall of Pradhan's house. The villagers also were not aware of its use. The members of the village Panchayat claim universally that details of various programmes are put on the billboard regularly. However, only some 28 percent of beneficiaries and 30 percent non-beneficiaries agreed that details of various programmes and activities were put on the Panchayat billboard some times and only eight percent of the respondents felt that the information is put on the billboard regularly.

**IMPACT ASSESSMENT OF RURAL DEVELOPMENT PROGRAMMES  
DISTRICT GONDA, UTTAR PRADESH**

**Beneficiary Household Schedule**



1. Name of the beneficiary \_\_\_\_\_

2. Age \_\_\_\_\_ years      3. Sex    Male       Female

4. Social status    SC     ST     OBC     Others

5. Economic status    Below poverty line     Above poverty line

6. If below poverty line, please indicate the monthly income. Rs. \_\_\_\_\_

7. Category of beneficiary

1.	Freed bonded labourer
2.	Affected by flood, fire, earthquake or other natural calamities
3.	Physically handicapped
4.	Family of defence services or para-military forces
5.	Displaced family by large development projects
6.	Woman-headed family
7.	Cured leprosy patient
8.	Orphan
9.	Traditional rural artisan
10.	Destitute
11.	Bereaved
12.	Pregnant women



4. Son		Unmarried	sector	2. EAS
5. Daughter	1. Illiterate	2. Married	2. Self-employed in non-agriculture sector	3. MWS
6. Son-in-law	2. Literate	3. Widow		4. IAY
7. Daughter in-law	3. Up to Class V	4. Divorced	3. Wage employed in agriculture sector	5. DWCRA
8. Others	4. Up to Class X	5. Widower	4. Wage employed in non-agriculture sector	6. TRYSEM
	5. Up to Class XII		5. Unemployed	7. IRDP
	6. More than Class XII		6. Student	8. SITRA
				9. NOAPS
				10. NFBS
				11. NMBS

### Schedule 1: Jawahar Rozgar Yojana (JRY)

1. Who selected you for the work?

- Village Panchayat Pradhan  
 Block Development Office  
 Gram Sabha  
 Others (Specify) \_\_\_\_\_

2. Are you satisfied with the selection procedure?

Yes  No  No Comment

3. If No, Why? \_\_\_\_\_

4. What work did you do under the scheme? \_\_\_\_\_

5. Are you a skilled labourer? Yes  No

6. How many days have you worked in the last year under this scheme and at what rate of wage and other compensations?

- i. \_\_\_\_\_ days  
 ii. Rs. \_\_\_\_\_ per day  
 iii. \_\_\_\_\_ kg. foodgrains per day

7. Do you get equal wage as men (ask women only)? Yes  No
8. How much of your annual family income came from wages earned under JRY?  
Up to 25%  25 to 50%  50 to 75%  More than 75%
9. Has it improved your economic status? Yes  No
10. Would you like to continue working under that scheme? Yes  No

### Schedule 2: Employment Assurance Scheme (EAS)

1. Who selected you for work?

- Village Panchayat Pradhan  
 Block Development Office  
 Gram Sabha  
 Others (Specify)  
\_\_\_\_\_

2. Are you satisfied with the selection procedure? Yes  No  No Comment

3. If No, why \_\_\_\_\_

4. What work did you do under the scheme? \_\_\_\_\_

5. Are you a skilled a labourer? Yes  No

6. How many days have you worked in the last year under this scheme and at what rate of wage and other compensations?

- i. \_\_\_\_\_ days  
ii. Rs. \_\_\_\_\_ per day  
iii. \_\_\_\_\_ kg. foodgrains per day

7. Do you get equal wage as men (ask women only)? Yes  No

8. How much of your annual family income came from wages earned under EAS?

Up to 25%  25 to 50%  50 to 75%  More than 75%

9. Has it improved your economic status? Yes  No

10. Would you like to continue working under that scheme? Yes  No

### Schedule 3: Million Well Scheme (MWS)

1. How did you come to know about the scheme? \_\_\_\_\_

2. Who recommended you for the scheme?

- By Gram Sabha  
 Recommended by MLA/MLC/MP  
 Block Development Office  
 Others (Specify) \_\_\_\_\_

3. Are you satisfied with the selection procedure?

Yes  No  No Comment

4. If No, Why? \_\_\_\_\_

\_\_\_\_\_

5. Did you get the scheme individually or in group? Individually  In group

6. What is the land holding of the group? \_\_\_\_\_ bigha

7. Details of the crops grown before and after the sanction of the scheme?

Parameter	Before the scheme	After the scheme
A. Size of land holdings (bigha)		
(a) owned i) Irrigated		
ii) Un-irrigated		
(b) Leased – in i) Irrigated		
ii) Un-irrigated		
<ul style="list-style-type: none"> <li>• Main Crops:               <ul style="list-style-type: none"> <li>a) Wheat i) Cropped Area</li> <li>ii) Production</li> <li>iii) Price</li> </ul> </li> </ul>		

b) Rice i) Cropped Area ii) Production iii) Price		
c)Vegetables i) Cropped Area ii) Production iii) Price		
d) Horticulture i) Cropped Area ii) Production iii) Price		
e) Fodder i) Cropped Area ii) Production iii) Price		
(C) Fertilizers used i) Quantity ii) Cost		
(D) Hired Labourers cost (Rs.)		
(E) Other Costs (Rs.)		
(F) Total Value of Crop Production		

8. How much time did it take for the approval of the scheme?

- Less than 15 days  
 15 to 30 days  
 One month to two months  
 More than two months

9. What and how much assistance have you been provided in terms of money, materials and services under the scheme?

	Money (in Rs.)	Materials (in No.)	Services
Open well			
Tube well			

Bore well			
Irrigation tank			
Water harvesting structure			
Land development			
Other (Specify) _____			

10. Is the assistance adequate for the purpose of the scheme? Yes  No

11. Are the assets in use at present? Yes  No

12. If not, why? \_\_\_\_\_

13. What was the cost of obtaining this benefit?

Travel

Others

\_\_\_\_\_  
(specify)

#### Schedule 4: Indira Awas Yojana (IAY)

1. How did you come to know about the scheme? \_\_\_\_\_

2. Who recommended you for the scheme?

By Gram Sabha

Recommended by MLA/MLC/MP

Block Development Office

Others (Specify)  
\_\_\_\_\_

3. Are you satisfied with the selection procedure? Yes  No  No Comment

4. If No, Why? \_\_\_\_\_

---

5. How much time did it take for the approval of the scheme?

- Less than 15 days
- 15 to 30 days
- One month to two months
- More than two months

6. What and how much assistance have you been provided in terms of money, materials and services under the scheme?

i. Money Rs. \_\_\_\_\_

ii. Materials

\_\_\_\_\_

iii. Services

\_\_\_\_\_

7. Is the assistance adequate for the purpose of the scheme      Yes       No

8. If no, how did you manage the excess amount?

- Bank loan
  - Own saving
  - Loan from money lender
  - Others (specify)
- \_\_\_\_\_

9. What was the quantum of the money? Rs. \_\_\_\_\_

10. Who has been allotted the house?

- In the name of female member of the family
- In the name of male member of the family
- Jointly

11. Did you construct on your own land?      Yes       No

12. If no, where did you get the land? \_\_\_\_\_

13. What facilities have been provided in the constructed house?

- Sanitary latrine
- Kitchen
- Smokeless Chullah
- Other \_\_\_\_\_ (Specify)

14. Who constructed the house?

- Self
- Contractor
- Govt. agency

15. If Govt. agency, please specify the name. \_\_\_\_\_

16. Are you satisfied with the quality of construction? Yes  No

17. If No, Why? \_\_\_\_\_

18. Is it in use at present? Yes  No

19. If no, why? \_\_\_\_\_

20. What was the cost of obtaining this benefit?

- Travel
- Others

\_\_\_\_\_ (specify)

**Schedule 5: Development of Women and Children in Rural Areas (DWCRA)**

(to be asked to the women group or any member)

1. How did you come to know about the scheme? \_\_\_\_\_

2. What is the composition of members in your group? (Specify the number)

	BPL	APL
SC/ST		
Others		
Total		

3. Which year was the group set up? \_\_\_\_\_

4. How much time did it take to form the group? \_\_\_\_\_

5. How often does the group meet?

- Monthly
- Quarterly
- Half yearly
- Annually

6. Who recommended you for the scheme?

- By Gram Sabha
  - Recommended by MLA/MLC/MP
  - Block Development Office
  - Others (Specify)
- \_\_\_\_\_

7. Are you satisfied with the selection procedure?

Yes  No  No Comment

8. If No, Why? \_\_\_\_\_

\_\_\_\_\_

9. How much time did it take for the approval of the scheme?

- Less than 15 days
- 15 to 30 days
- One month to two months
- More than two months

10. What are the services that you received from the Block Development Office?

- Skill training (under TRYSEM)
- Credit (under IRDP)
- Infrastructural support

**Group Revolving Fund**

- Group Work Centres (under JRY)
  - Others (Specify)
- \_\_\_\_\_

11. What infrastructural support have you received?

\_\_\_\_\_

12. Who provided you the infrastructural support? \_\_\_\_\_

13. How much have you received under group revolving fund? Rs. \_\_\_\_\_

14. Is the assistance adequate for the purpose of the scheme? Yes  No

15. If no, how did you manage the excess amount?

- Bank loan
- Own saving
- Loan from money lender
- Others (specify)

\_\_\_\_\_

16. What type of entrepreneurship have you started? \_\_\_\_\_

17. How much did you get as credit assistance from the Block Development Office to purchase the raw materials? Rs. \_\_\_\_\_

18. Was the assistance adequate for the purpose of the scheme? Yes  No

19. If no, how did you manage the excess amount?

- Bank loan
- Own saving
- Loan from money lender
- Others (specify)

\_\_\_\_\_

20. What was the quantum of the money? Rs. \_\_\_\_\_

21. What is the marketing mechanism of your produces?

- Wholesale
- Co-operative
- Contractor
- Other (specify)

\_\_\_\_\_

**Directly to retailer/consumer**

22. What was the cost of obtaining this benefit?

Travel

Others

\_\_\_\_\_

(specify)

23. Is the enterprise sustainable?

Yes  No

24. Have you gained economically by being beneficiary under the scheme?

Yes  No

### Schedule 6: Training of Rural Youth for Self-Employment (TRYSEM)

1. How did you come to know about the scheme? \_\_\_\_\_

2. Who recommended you for the scheme?

By Gram Sabha

Recommended by MLA/MLC/MP

Block Development Office

Others (Specify)

\_\_\_\_\_

3. How much time did it take for the approval of the scheme?

Less than 15 days

15 to 30 days

One month to two months

More than two months

4. What type of training have you received? \_\_\_\_\_

5. In which institution did you receive the training? \_\_\_\_\_

6. What was the duration of the training? \_\_\_\_\_

7. Are you satisfied with the training? Yes  No

8. If No, Why? \_\_\_\_\_

9. Did you receive stipend during the training? Yes  No

10. If yes, how much did you receive as stipend? Rs. \_\_\_\_\_ (per month)

11. Did you receive toolkits free of cost? Yes  No

12. How have you used the training received? \_\_\_\_\_

13. Did you get credit assistance from Block Development Office to purchase raw materials?

Yes  No

14. Is the assistance adequate for the purpose of the scheme? Yes  No

15. If no, how did you manage the excess amount?

- Bank loan
- Own saving
- Loan from money lender
- Others (specify)

\_\_\_\_\_

6. Have you gained economically by being beneficiary under this scheme? Yes  No

17. What was the cost of obtaining this benefit?

Travel

Others \_\_\_\_\_ (specify)

### **Schedule 7: Integrated Rural Development Programme (IRDP)**

1. How did you come to know about the scheme? \_\_\_\_\_

2. Who recommended you for the scheme?

- By Gram Sabha
- Recommended by MLA/MLC/MP
- Block Development Office
- Others (Specify)

\_\_\_\_\_

3. How much time did it take for the approval of the scheme?

- Less than 15 days
- 15 to 30 days
- One month to two months
- More than two months

4. What type of entrepreneurship have you started? \_\_\_\_\_

5. Is it still operational?      Yes       No

6. If no, why? \_\_\_\_\_

7. Please answer the following questions.

- i. What was the estimated total amount of the project assisted? Rs. \_\_\_\_\_
- ii. How much monetary assistance have you been provided under the scheme? Rs. \_\_\_\_\_
- iii. In how many installments did you receive the entire amount? \_\_\_\_\_
- iv. How much subsidy have you been given? Rs. \_\_\_\_\_
- v. How much of the subsidy amount has been kept by the bank in fixed deposit account to be adjusted against the last installment of the loan? Rs. \_\_\_\_\_
- vi. How much do you have to repay? Rs. \_\_\_\_\_
- vii. How much interest do you have to repay along with the capital by the end of the term? Rs. \_\_\_\_\_
- viii. In how many installments do you have to repay the loan? \_\_\_\_\_
- ix. How much do you have to repay in each installment? Rs. \_\_\_\_\_
- x. What is duration of loan repayment? \_\_\_\_\_ years
- xi. How many installments have been paid? \_\_\_\_\_
- xii. Whether there was any default in payment?      Yes       No
- xiii. If yes, why? \_\_\_\_\_

8. Is the assistance adequate for the purpose of the scheme?    Yes     No

9. If no, how did you manage the excess amount?

- Bank loan
- Own saving

- Loan from money lender  
 Others (specify)
- 

10. What was the cost of obtaining this benefit?

- Travel  
 Others
- 

(specify)

11. Have you gained economically by being a beneficiary under this scheme? Yes  No

### Schedule 8: Supply of Improved Toolkits for Rural Artisans (SITRA)

1. How did you come to know about the scheme? \_\_\_\_\_

2. Who recommended you under the scheme?

- Village Panchayat Pradhan  
 Block Development Office  
 Panchayat Samiti  
 Others (Specify)
- 

3. Are you satisfied with the selection procedure? Yes  No  No Comment

4. If No, Why? \_\_\_\_\_

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6. What improved tools have you received? \_\_\_\_\_

7. Are you using them? Yes  No

8. If not, why? \_\_\_\_\_

9. What was the total cost of the tools provided to you? Rs. \_\_\_\_\_

10. What was the amount of assistance? Rs. \_\_\_\_\_

11. What was your contribution? Rs. \_\_\_\_\_

12. Was the assisted amount adequate for the purpose of the scheme? Yes  No

13. What was the cost of obtaining this benefit?

Travel

Others

\_\_\_\_\_

(specify)

14. Have you gained economically by being a beneficiary under this scheme? Yes  No

### Schedule 9: National Social Assistance Programme (NSAP)

1. Which of the following schemes have you availed?

National Old age Pension Scheme  
(NOAPS)

National Family Benefit Scheme (NFBS)

National Maternity Benefit Scheme (NMBS)

2. Who recommended you for the scheme ?

Village Panchayat Pradhan

BDO

NGO

Others (specify) \_\_\_\_\_

3. Are you satisfied with the selection procedure ? Yes  No  No comment

4. If No, Why ? \_\_\_\_\_

5. What benefit did you receive under the scheme ?

a. NOAPS: Rs \_\_\_\_\_ per month since \_\_\_\_\_

b. NFBS: Rs \_\_\_\_\_

c. NMBS: Rs \_\_\_\_\_

6. Only for beneficiary of NMBS:

a. When did you receive the benefit under the NMBS ? \_\_\_\_\_

b. How many children do you have ? \_\_\_\_\_

c. What is the age of your youngest child ? \_\_\_\_\_

7. Only for beneficiaries of NOAPS :

a. Do you receive the pension on

- Regular basis
- Irregular
- Lump sum

b. Has the process of getting the pension hassle / corruption free ? Yes  No

c. If No, please elaborate \_\_\_\_\_

a. Would you like to continue taking benefit of the scheme ? Yes  No

8. What was the cost of obtaining this benefit?

Travel

Others

\_\_\_\_\_  
(specify)

I. How will you be affected if the scheme is withdrawn?

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II. What problems have you faced as beneficiary of the scheme?

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III. Any suggestion for improving the schemes?

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(Signature of the Investigator)

Date \_\_\_\_\_

**Annexure: 3**

**IMPACT ASSESSMENT OF RURAL DEVELOPMENT PROGRAMMES**

**DISTRICT GONDA, UTTAR PRADESH**

**Questionnaire for members of Gram Sabha**

1. Name of the beneficiary \_\_\_\_\_

2. Age \_\_\_\_\_ years      3. Sex Male  Female

4. Social status SC  ST  OBC  Others

5. Economic status Below poverty line Above poverty line

6. If below poverty line, please indicate the monthly income. Rs. \_\_\_\_\_

7. Agricultural land holding (in bigha) \_\_\_\_\_

8. Education \_\_\_\_\_

9. Occupation

Self-employed in agriculture sector

Self-employed in non-agriculture sector

Wage employed in agriculture sector

Wage employed in non-agriculture sector

Unemployed

Student

8. Have you heard of any of the rural development schemes? Yes  No

10. If yes, please name and rank your choice as per your suitability.

(1 – Excellent, 2 – Good, 3 – Bad, 4 - Worst) Rank

Scheme 1. \_\_\_\_\_

Scheme 2. \_\_\_\_\_

Scheme 3. \_\_\_\_\_

Scheme 4. \_\_\_\_\_

11. Are the details of various programmes and activities put on the Panchayat Bill Board?

**Regularly Some Times Never**

12. Are you satisfied with the Muster Roll prepared by the Panchayat Officials?

Yes  No  Do not know.

13. Have you found any perceptible change in quality of life as a result of implementation of the schemes? (to be asked to the non-beneficiaries) Yes  No

14. Did you vote in the last election? Yes  No

15. What factor did you consider in casting your vote?

**Caste Religion Party Image**

16. Have you attended any Gram Sabha Meeting? Yes  No

17. If yes, can you recount some Important items on the agenda for discussion?

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18. Has there been recording of the proceedings of the deliberations of Gram Sabha on a regular basis?

Yes  No

19. Are you satisfied with the way decision is taken on development work/expenditure of the Panchayat?

Yes  No

20. If no, what needs to be done?

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21. Do you think that the meetings of Gram Sabha are just a formality? Yes  No

22. If yes, what suggestions have you to offer to make its meetings more effective?

---

23. Are you satisfied with the distribution of functions between GP/Block Panchayat and Zill Panchayat?

Yes  No  Don't know

24. If not, what needs to be done? \_\_\_\_\_

25. Effectiveness of women representatives:

Highly effective  Effective  Not effective.

26. Effectiveness of Women Pradhans:

Highly effective  Effective  Not effective.

27. Have your ever been a member of any committee of the Panchayat? Yes  No

28. Have you attended any meeting of the committee? Yes  No

29. If yes, number of meetings attended in the last year \_\_\_\_\_

30. Have the decisions of the committee reflected on GP activities?

Always  Sometimes  Never

31. Is there an NGO working in your village? Yes  No

32. If yes, do they complement the work of the Panchayat, compete with Panchayat, or there is no interface with Panchayat?

\_\_\_\_\_

Date: \_\_\_\_\_

\_\_\_\_\_  
Signature of the Investigator

#### Annexure: 4

### IMPACT ASSESSMENT OF RURAL DEVELOPMENT PROGRAMMES

#### DISTRICT GONDA, UTTAR PRADESH

#### Gram Panchayat (Fact Sheet)

1. Name of the Village Panchayat \_\_\_\_\_

2. Name of the Block \_\_\_\_\_

3. Names of the Villages under the Panchayat

I
II
III
IV

V

4. Details of elected and other members in the Village Panchayat

	Number
<b>Total Elected Members</b>	
SC Members	
ST Members	
BC/OBC Members	
Women Members	
Other Members	
Invitees	

5. Does each hamlet/village of the Panchayat have an elected representative in the Gram Panchayat. Yes  No

6. If not, how many are represented \_\_\_\_\_ not represented \_\_\_\_\_

7. Tenure of the Pradhan \_\_\_\_\_

8. Mode of reservation for the office of the Pradhan for SC/  ST/  BC/  Women:

\_\_\_\_\_

9. Was any Pradhan removed before completing the term during the last ten years? Yes  No

10. If yes, on what grounds? \_\_\_\_\_

11. Was any Up-Pradhan removed before completing the term during the last ten years? Yes  No

12. If yes, on what grounds? \_\_\_\_\_

13. Details of meetings

	Financial year 1997-98	Financial year 1998-99
--	------------------------	------------------------

<b>Obligatory number of Meetings in a year</b>		
Number of meetings held		
Average attendance in meetings (%)		
If meetings not held, what are the reasons?		
What action has been taken for holding meetings in case it has not been held?		

14. Details of Standing and other Committees constituted by the Village Panchayat:

Name of the Committee	Tenure	Number of Members	No. of Meetings held in 1998-99

15. Details of Standing and other Committees constituted by the Village Panchayat:

Name of the Committee				
<b>Number of SC Members</b>				
Number of ST Members				
Number of BC/OBC Members				
List of functions of the Committee				
Pradhan from among the elected members of the Village Panchayat	<b>Yes / No</b>	Yes / No	Yes / No	Yes / No
Pradhan				
i. Selected by Village Panchayat				
ii. Elected by Committee members				

17. Source of Income Revenue of Village Panchayat:

Source	Amount in Rupees	
	1997-98	1998-99
1		
2		
3		
4		
5		

18. Expenditure of Village Panchayat:

Expenditure Head	Amount in Rupees		Sanctioning Authority (by Designation)
	1997-98	1998-99	
1			
2			
3			
4			
5			

Date: \_\_\_\_\_

\_\_\_\_\_

Signature of the Investigator



## **Annexure: 5**

### **Gram Panchayat Report based on Gram Panchayat Fact-sheet**

#### **BLOCK: KATRA BAZAR**

##### **Village Panchayat: Jagdishpur Baldhi**

##### **Sample Village: Chilbila**

There are ten villages under this Village Panchayat, namely, Chilbila, Belbahria, Shivden Purwa, Telyen Purwa, Adhar Purwa, Jagdish Diha, Behra Purwa, Tasian Purwa and Umria. The number of members in the Village Panchayat were eleven, in which two were SC, three were OBC, two women and four other members and one invitee woman. Each hamlet/Village of the Panchayat had a representative in the village Panchayat Source of income revenue of Village Panchayat is from Government resources only. Pradhan and Up-Pradhan were never removed before completing the term during the last ten years. Two meetings were conducted during 1997-98 and one during 1998-99. Average attendance in the meeting was about 50 percent.

##### **Village Panchayat: Bharata-Ittiya**

##### **Sample Village: Bharata-Ittiya**

There are eleven villages under this Village Panchayat, namely, Mahadev, Shaulan Purwa, Nakaya, Bharta, Eltiya, Chyan Purwa, Naya Purwa, Pultiya, Teduya, Pathyan Gauri. The number of elected members in the Village Panchayat were ten, in which six were SC, two OBC, three women two other members and one invitee woman. Each hamlet/Village of the Panchayat were represented in the Gram Panchayat. Two meetings were conducted during 1997-98 and one during the year 1998-99. Average attendance in the meeting was 50 percent.

##### **Village Panchayat: Lalpur**

##### **Sample Village: Lalpur**

There are four villages under this Village Panchayat, namely, Lalpur (chotta), Baldi Purwa, Goswami Purwa and Lalpur Dieha. The number of elected and other members in the Village Panchayat were eleven, in which one was SC, two were OBC, four women and four other members. Each hamlet/Village of the Panchayat had an elected representative in the Gram Panchayat. Two meetings were supposed to be held during the financial Year 1997-98 and two during 1998-99. But there was no meeting practically. Education committee was constituted, for a tenure five years with five members.

##### **Village Panchayat: Madhavpur**

##### **Sample Village: Madhavpur**

There are five villages under this Village Panchayat, namely, Bhagdari, Bhagwan Pur (Revenue Village), Lohar Purwa, Godiyan Purwa, Lala Purwa. The number of elected and other members in the Village Panchayat were eleven, in which two were SC, six OBC and one woman. Installation of taps, construction of roads and cleaning of drain were carried out under JRY.

##### **Village Panchayat: Gaundwa**

**Sample Village: Gaundwa**

There are five villages under this Village Panchayat, namely, Ram Bahadur Purwa, Kunnu Ki Thar, Kali Singh Kothar, Khalai Purwa, Aahirn Purwa. Total number of elected and other members in the Village Panchayat were eleven, in which there were two SC, five OBC and four women members. The seat of the Pradhan was reserved for SC. Pradhan and Up- Pradhan were never removed before completing the term during the last ten years. Four meetings were conducted during the year 1997-98 and nothing during 1998-99. Average attendance in the meeting was 45 percent. The issues related to construction and maintenance of roads were discussed in the meeting.

**Village Panchayat: Mazuewa****Sample Village: Mazuewa**

There are six hamlets under this Village Panchayat, namely, Harizan Basti, Dhobin Purwa, Badhin Purwa, Ram Sawroop Purwa, Mazuewa Purwa. There were thirteen members in the Panchayat, in which there were two SC, three women and ten other members. Four meetings were conducted during the 1997-98 and one during 1998-99. Discussions held about construction of roads and small bridge and electricity problem.

**Village Panchayat: Gaurwa Kalan****Sample Village: Gaurwa Kalan**

There are nine villages under this Panchayat, namely, Gaurwa kalan, Suklan Purwa, Gohran Purwa, Kiriwan Purwa, Bugiatar, Rudat Purwa, Ogha Purwa, Jhelyan Purwa, korin Purwa. There were eleven members in the Panchayat, three SC/ST, three OBC and four women. Two meetings were conducted during 1997-98 and one during 1998-99 and the average attendance in the meeting was 70 percent.

**BLOCK: BELSAR****Village Panchayat: Goudwa****Sample Village: Goudwa**

There are eleven hamlets under the Panchayat, Ram avtar purwa, Barin Purwa, Delwa, Chamaram purwa, Bacanli purwa, lambardar purwa, Palliram purwa, Darji purwa, Baba purwa, loominya purwa, Raja Bagaya, Puradayal, Kharayami, Gardwa. All the hamlets were represented in the Panchayat with a total of eleven members, with nine SC and five women. The Pradhan's seat was reserved for woman. Eight meetings were conducted during the financial Year 1997-98 and three during 1998-99, but the average attendance in the meeting remained poor about 20 to 40 percent. Three committees were constituted; toilet committee, road committee, maternity and child committee; with 12, 6 and 6 members respectively. All these committees met last year. Activities like repair and construction of roads, boring, digging of mud, installation of hand pump etc. were carried out.

**Village Panchayat: Leloi Kalan****Sample Village: Leloi Kalan**

There are five hamlets under this Panchayat, Lelohi Kalan Deel, Barchan Purwa, Achalipurwa, Nikali Purwa, Sohan Purwa. The total number of Panchayat members was thirteen, including two SC, four OBC, five women. Poor performance was observed in conducting and attendance in meetings.

**Village Panchayat: Methia**

**Sample Village: Methia**

There are thirteen hamlets under this Panchayat; Taiwari Purwa, Mathiapur Sangram, Baba Methia, Dashrath dingh Purwa, Sharkan Purwa, Sisai Deeh, Chando Pandey Purwa, Gulal Purwa, Khaipra Cloney, Ram dutt Purwa, Loniman Purwa, Pandey Purwa, Sisai Choraha. The total number of Panchayat was eleven, three SC, two ST, two OBC and four women. The Pradhan was a woman. Three meetings were conducted during 1997-98 and one during 1998-99, in which issues related to roads, bridges, drinking water etc. were discussed .

**Village Panchayat: Purey Dal**

**Sample Villages: Purey Dal**

There are four villages under this Village Panchayat, namely, Purey Bhikai, Semri Shurd, Purey Mirza, Purey Dal. The number of elected members in the Village Panchayat were twelve, in which there were three SC and four women members. The seat of the Pradhan was reserved for SC. Only one meetings was conducted during 1997-98 and one during 1998-99.

**Village Panchayat: Banjarwa**

**Sample Village: Banjarwa**

There are five hamlets under this Panchayat; Banjarwa, Pasinpurwa, Haraypura, Barsada, Ashiran purwa. The Village Panchayat comprised of thirteen members, with two SC, three OBC and five women. The Panchayat reflected greater involvement of people with as many as seven meetings conducted during 1997-98 and three during 1998-99. Activities like repairs and construction of roads, plantation etc. have been undertaken under JRY.

The Panchayat received Rs.33,000/- during 1997-98 under JRY and Rs.12,000/- from Tenth Finance Commission. Besides, the revenue income was Rs.60,000/- during the financial year 1998-99. The expenditures were Rs.6,325/- on road repair, Rs.1135/- on digging work, Rs.8998/- on sewer construction, Rs.1090/- on stationary and Rs.2080/- on plantation during the year 1997-98, and Rs.46,225/- on road repair, Rs.6,145/- on digging work, Rs.9329/- on sewer work during the year 1998-99.

**Village Panchayat: Jabar Nagar**

**Sample Village: Dhansiha**

There are six hamlets under the Panchayat; Gosain Purwa, Pasim Purwa, Loniyan Purwa, Taiwari Purwa, Lala Purwa, Dhansiha, with eleven members, in which there were two SC, two OBC and three women. No meeting was conducted during the year 1997-98 and 1998-99. People mentioned about constitution of 'Siksha Samiti'.

The Panchayat received Rs.13,000/- during 1997-98 and Rs.25,000/- during 1998-99 under JRY and Rs.27,000 under Tenth Finance Commission during 1998-99. The expenditures were

Rs.13,000/- on repair and mud digging on roads during 1997-98 and Rs.27,000/- during 1998-99. Works related to repairing of roads and hand-pumps were also undertaken.

**Village Panchayat: Bhat Purwa**

**Sample Village: Pasion Purwa**

The Panchayat comprised of fifteen hamlets; viz., Bhat Purwa, Dafalie Purwa, Udwad Nagar, Dihwa, Udwadnagar Tapra, Amarpur (chauhan), Umrapur, Gorkhan Purwa, Pandit Purwa, Pasion Purwa, Chamaran Purwa, Gararian Purwa, Shukla Purwa, Indrani Purwa, Barien purwa. The number of Panchayat members was eleven, in which there were two SC, two OBC and four women. Four hamlets were not represented in the Panchayat. Only one meeting was conducted during 1997-98 and one during 1998-99. The attendance in the meeting was reported to be fairly well. There was an education committee with five members which was responsible for development of education in the village. But it did not meet during 1998-99. There were also 'Samta Committee', 'Lokhit Committee' and 'Vikas Committee' with four members in each of these.

The Panchayat received Rs.30,000/- under Tenth Finance Commission and Rs.90,000/- from JRY during 1997-98 which was spent on road reconstruction and constructing side wall.

**Village Panchayat: Semri Khurd**

**Sample Village: Semri Khurd**

The Panchayat consists of four hamlets; Pureydala, Purey Bhikal, Purey Mirza and Dinaie Purwa. There were eleven members, with three SC, four OBC and five women. The seat of Pradhan was reserved for SC. Five meetings were conducted during the financial Year 1997-98 and no meeting during the year 1998-99. The average attendance in the meeting was about forty percent.

The Panchayat received Rs.33,000/- under JRY during 1997-98 and Rs.23,000/- under EAS during 1998-99. The Panchayat Record Register was sent for audit.

**Village Panchayat: Bikhari Pur Khurd**

**Sample Village: Bhikari Purwa**

There are five hamlets under this Panchayat; Semri Kala, Sidhanti, Bhikharipur khurd, Dayalnagar, Jabarnagar. The Village Panchayat had sixteen members, in which there were two SC, three OBC and three women. Two meetings were conducted during 1997-98 and one during 1998-99 with an average attendance of about 50 percent.

**BLOCK: WAZIRGANJ**

**Village Panchayat: Karda**

**Sample Village: Karda**

There are thirteen hamlets under this Panchayat namely Karda khas, Itahawa, Gurawari Purwa, Panchim Purwa, Sagra Purwa, Sagra khas, Alhawa, Mohnapur, Datha, Gunji goan, Pichwaria, Kalauaa, Rageepur. But the number of Panchayat members was six in which there were two SC, two OBC and two women. The seat of the Pradhan was reserved for SC. Two meetings were

conducted during 1997-98 and no meeting held during 1998-99 . Issues related to construction of roads etc. were discussed in the meeting.

**Village Panchayat: Ashokpur**

**Sample Village: Ashokpur**

The Panchayat consisted of eleven hamlets; Ashokpur Din, Ashokpur-baran, Ashokpur-sutia, Ashokpur-ramhit, Purwa Ashokpur, Khemipur, Goplapur, Nagapur, Gadian-purwa, Loharan-purwa, Khala-purwa. The number of Panchayat members was fifteen with three SC, one OBC and five women. The Pradhan's seat was reserved for SC. There was only one meetings held during 1997-98 and no meeting during 1998-99. The average attendance in the meeting was 50 percent.

**Village Panchayat: Raipur**

**Sample Village: Raipur**

The Panchayat covered three small villages Naipur, Raipur and Rupipur. There were thirteen members in it with two are SC, three OBC and three women. There were two meetings conducted during 1997-98 and one during 1998-99. The Panchayat spent Rs.20,000/- during 1997-98 and Rs.50,000/- during 1998-99 for construction of roads.

**Village Panchayat: Ganeshpur Grant**

**Sample Villages: Ganeshpur Grant, Devipur**

There are four villages under this Panchayat, Ramyeepur, Ganeshpur, Devipur and Ajabpur. The number of Panchayat members was fourteen with four SC, three OBC and two women. The seat of Pradhan was reserved for woman. The meetings were not conducted. Activities like construction of roads, maintenance of pumps, etc. were carried out under employment generation schemes.

**Village Panchayat: Mahia**

**Sample Village: Mihia**

There were eight hamlets under Panchayat; Mahia, Nainapur, Bancatwa (Big), Bancatwa (Small), Duttapurwa, Banjari, Chatkimahia, Belwariya, and the number of members was eleven eight OBC and two women. The seat of the Pradhan was reserved for OBC. It recorded no meeting during the last two years.

**Village Panchayat: Ashokpur Khokia**

**Sample Village: Ashokpur Tikka**

The Panchayat consist of five villages; Ashokpur Tikka, Ashokpur khokia, Gashia Goan, Parsawa, Nawrar. There were eleven members in the Panchayat with two SC, four OBC and three women. One meeting was conducted during 1997-98 and no meeting during 1998-99.

**Village Panchayat: Shekharpur**

**Sample Village: Shekharpur**

There are five hamlets under this Village Panchayat, Shekharpur, Gorthnia, Mohrodkhas, Koreen Purwa and Utmapurwa, with fourteen members including two SC, seven OBC and three women. Out of these, eleven were elected representatives. Two meetings were conducted during 1997-98 and four during 1998-99. It constituted a 'Siksha Simiti' with four members which had four meetings during 1998-99. The Panchayat received

**Village Panchayat: Durjanpur Ghat****Sample Village: Durjanpur Ghat**

The Panchayat included nine hamlets; Pipree, Ghathan Purwa, Aahiran Purwa, Durjanpur Deeh, Fateeran Purwa, Gana, Dhunian Purwa, Maniharan Purwa, Tapra, and the number of Panchayat members was thirteen with two SC, five OBC and four women. There was only one meeting conducted during 1997-98 and one during 1998-99 with an average attendance of 10 percent.

**Village Panchayat: Pure Darhu****Sample Village: Rampur**

There are two villages under this Village Panchayat; Pure Darhu and Rampur and the number of elected members were thirteen, including three SC, two OBC and four women. The seat of Pradhan was reserved for woman. There was only one meetings held during 1997-98 and one during 1998-99. The role of 'Siksha Committee' and 'Lokhit Committee' was talked about.

**BLOCK: CHHAPIA****Village Panchayat: Majhawa Bujurg****Sample Village: Majhawa Bujurg**

There are three hamlets under this Village Panchayat; Majhawa Bujurg, Gurgoan, Naituaa with eleven members including two SC, five OBC and three women. It conducted two meetings during 1997-98 and two during 1998-99. Some works related to repair and construction of road was undertaken under EAS during 1997-99.

**Village Panchayat: Ranijot****Sample Village: Ranijot**

The Panchayat included ten hamlets; Ranijot, Pandey purwa, Bieefaick Purwa, Mauraher, Bhani Purwa, Helwak Purwa, Sher Purwa, Kalikthan Purwa, Kalak Purwa and Ranijot Bazar. The number of Panchayat members was fifteen, in which there were three SC, three OBC and five women. Five out of the total members were non-elected. The seat of the Pradhan was reserved for woman. The Panchayat conducted two meetings during 1997-98 and two during 1998-99. The average attendance in the meeting was 10 percent.

**Village Panchayat: Khapripara****Sample Village: Khapripara**

There are five hamlets under this Panchayat, Shapripara, Ramjot, Ujagarpur, Hathini, Tejpur. The members of Panchayat included five SC, five OBC and six women members, who were eleven in total. The seat of the Pradhan was reserved for woman. The earlier Pradhan was removed before completing the tenure because of losing confidence of the villagers. There were two meetings conducted during 1997-98 and two during 1998-99.

**Village Panchayat: Bhawajidpur**

**Sample Village: Bhawajidpur**

The Panchayat included six hamlets, Bhawajidpur, Seerpur, Chotka purwa, Badka Purwa, Tiwari Purwa, Sone purwa. The number of elected members was ten, in which there were two SC and five women. The Panchayat conducted five meetings during 1997-98 and two during 1998-99 but the average attendance was very poor. Activities like soil works under JRY, boring under MWS etc. have been carried out in the village.

**Village Panchayat: Mirjapur**

**Sample Village: Mirjapur**

The Panchayat had ten hamlets, Thanapur, Chamartola, Bhawanipur, Lekwapur, Sonapur, Panchmohli, Purav Purwa, Pachim Purwa, Dashin Purwa, Uttar Purwa. The elected members included three SC, five OBC and five women, which was eleven in total. Six meetings were conducted during 1997-98 and one during 1998-99. The Panchayat received Rs.25879/- under JRY during 1997-98.

**Village Panchayat: Sohila**

**Sample Village: Sohila**

There are four hamlets under this Village Panchayat, Kumahar Purwa, Bikhari Purwa, Sohelai and Sohila, which had eleven Panchayat members including three SC, three OBC and four women. The seat of the Pradhan was reserved for woman. Four meetings were conducted during 1997-98 and four during 1998-99.

**Village Panchayat: Dariyapur**

**Sample Village: Dariyapur**

The Panchayat covered five hamlets, Dareyapur, Kamarapur, Sajalapur, Bedwli, Surware, having a total of eleven members with one SC, two OBC and one women. The seat of the Pradhan was reserved for SC. Two meetings were conducted during 1997-98 and one during 1998-99, which registered an average attendance of 50 percent.

**Village Panchayat: Domiyapur**

**Sample Village: Tikar Domaipur**

There are two hamlets under this Village Panchayat, Tikar and Domaipur. The number of elected members in the Village Panchayat was eleven, in which there were two SC, five OBC and four women. The seat of the Pradha was reserved for woman. There were two meetings conducted during 1997-98 and two during 1998-99 with an average attendance of 15 percent.

**Village Panchayat: Behradiha****Sample Village: Sonwa**

The Panchayat covered four hamlets, Sonawa, Behradiha, Gorpa, Balehnjatia. Out of the eleven elected members in the Panchayat, there were two SC, three OBC and three women. However, there was no meeting of the Panchayat during the last two years.

**Village Panchayat: Matiyari****Sample Village: Matiyari**

There are four hamlets in the Panchayat, Mishrolia, Nau Purwa, Pardhan Purwa and Azad Purwa. The number of elected members was twelve, in which there were one SC, two OBC and two women. No meetings were conducted in this Panchayat also during the last two years.