

Report on Village Level Evaluation Study

Planning Commission
Government of India

CHAPTER- I

EXECUTIVE SUMMARY

Govt. of India has introduced several schemes under various sectors. The prime aim of these programmes is betterment of rural people and alleviation of rural poverty. Various sectors that have been recognized are housing, education, National Social Assistance programme, sanitation, drinking water and self employment schemes etc.

The Ministry of Rural Development has accordingly formed various schemes to promote and elevate the quality of life in villages and have allocated about Rs. 10,000 crores for its various interventions.

Need for the Study

There are a number of schemes of the Government which are being operated and run for rural development in the rural areas of the country. Evaluation taken up so far for these schemes has been more or less in a piecemeal form, i.e. generally for each scheme separately. It thus becomes difficult to get an overall picture of the development in totality in the rural areas and is difficult to assess the impact of any one particular scheme, since most of the schemes are complementary and supplementary and most of the time they all are contributing to the impact. Hence, a view has been formed to take up studies on trial basis to assess the impact of the important schemes as a whole in rural development in selected villages.

Objectives of the study

The main idea of the study undertaken is to utilize the results to provide true feedback of the present state of implementation of all developmental schemes in the rural areas. The observations made during the study are to provide inputs to help in bringing about changes in the formulation / reformulation / modification of existing implemented programmes for rural development.

The major objectives of the proposed study were:

- To examine the current status of the implementation of the various important schemes of the Government of India in selected villages such as:
 - National Social Assistance Programme
 - Jawahar Rozgar Yojana
 - Employment Assurance Scheme
 - Accelerated Rural Water Supply Programme.
 - Centrally Sponsored Rural Sanitation Programme.
 - Indira Awaas Yojana
- To assess the inputs and outputs of these important schemes as well as the outcome of these programmes / schemes

- To assess the impact of these various important schemes / programmes.
- To assess problems, constraints in the effective implementation.
- To gauge the general opinion of the people towards these schemes / programmes of the Government of India.
- To assess the adequacy of these schemes in solving and providing solutions to problems of rural development.
- To suggest strategies and policies that would enable Government of India to increase the pace of rural development.

Methodology and Sampling Design

Universe of the study

The universe of the study undertaken is the state of Haryana

Sampling frame and units

The study has been carried out in two Districts of Haryana namely Sonapat and Gurgaon. From each District two blocks and from each block two villages were selected for the purpose of survey.

Sampling Design and Procedure

The study has been conducted at four following levels.

- District
- Block
- Village
- Beneficiary / non-beneficiary

Two Districts of Haryana namely Sonapat and Gurgaon were selected after consultations with the Planning Commission. In each selected District, two blocks were selected. The basic criteria of selection was to select one developed and one underdeveloped block, so as to provide basis of comparison for reasons contributing to success and failures, keeping in view the below given four developmental indicators. An integrated indicator was made of these 4 indicators and as per the ranking and scoring the villages were selected from the top & from the bottom. From each block, 2 villages were selected on the same basis.

- No. of schedule castes
- No. of marginal workers
- Agricultural labourers
- Literacy

The selection of villagers was done category wise namely, General category and Weaker section. The General categories comprises of landlords and economically sound population, Where as the weaker section comprises of the SCs, BPL families and other economically poor families.

Data Collection

For collection of primary and secondary data interview method and PRA Techniques were used. PRAs were conducted separately for the General category and the Weaker Section. As the weaker section is not able to present its views frankly in front of their landlords (General category) so this division was done to present their views freely.

Finally, during the course of the survey about 244 villagers participated in the PRA, out of which 140 Belonged to General category (133 Male and 7 Females) and 104 from Weaker section (85 Male and 19Females)

The data was collected from:

- District Magistrate
- Main Incharge of Block
- Village Pradhan / Panchayat member
- Beneficiaries and village elders
- PRI members
- Members of Zilla Parishad / Gram Sabhas.

The Questionnaires / Schedules / PRA's designed for the study were pre-tested in the village Murthalkhas of Sonipat Districts. Desired corrections and modifications were made based on the results of pre-testing.

The PRAs conducted in the villages by the beneficiaries and functionaries have been carefully scrutinized and checked. Inconsistencies and discrepancies have been classified regularly during data collection in the field.

The secondary data / information regarding the schemes and their implementation has been collected from the functionaries and the record books, to the extent possible.

Tools of Data Collection

Following tools for data collection have been used for the study:

- District Schedule: - District Schedules covered mostly the policy details, funds flow and other details related to District as a whole.
- PRAs :- Participatory Rural Appraisals and interviews covered the socio-economic condition of the selected individual / family, the benefits received under the different programmes of the ministry and their details, needs assessment, compatibility of the schemes viz-a-viz requirements, adequacy of the schemes, etc.

- Informal interviews and discussions with villagers, beneficiaries / non-beneficiaries.
- General Observations, etc.

Methodology

A brief of the methodology of conducting this research study involves the following steps:

- Selection of sample blocks, villages, beneficiaries and non-beneficiaries
- Pre-testing of schedules in the field to find out its suitability and utility in achieving the objectives of Evaluation and carrying out modifications in the schedule, if any.
- Preparation of a manual / checklist of instructions for field-level functionaries involved in Quick Evaluation.
- Carrying out of the field survey and PRA in the selected sample units (Districts /Villages).
- Preparation of Data Validation and Tabulation Plan if required.
- Training / orientation of field investigators in concepts and methodology of the Evaluation.
- Development of software for data-entry, validation and tabulation of the survey data if required.
- Data entry
- Co-ordination with the surveying staff, monitoring of progress of work in the field and sample cross checking to ensure the quality of data.
- Receiving data from all the field level agencies on the respective programme, its validation, consolidation, and generation of tables for each district and data analysis.
- Preparation of Report.

CONCLUSIONS OF THE STUDY

Following conclusions have been drawn based on the survey/ field visits for various rural development schemes in rural areas:

- Pace of development is either slow or lacking. The schemes meant for the development of rural poor have not achieved the expected results. In rural areas most of the people are still below poverty line and they have to try hard to make their both ends meet. Lack of transparency, biasness, ignorance etc. are the reasons for this slow development at most of the places in surveyed areas
- Due to lack of proper monitoring system, disparity in the distribution of funds/ facilities/ loans among beneficiaries was seen at many places in the surveyed villages. The deserving cases are exploited and deprived of their rights of getting benefit. Their funds are distributed among the non-deserving people who are mostly the people related to the Sarpanch.
- Lack of awareness programme about the benefit of various schemes is one of the major causes of exploitation among the rural poor. They don't know anything about the implementation procedure and benefits available under various schemes.

- Mismatch of the interventions with that of needs and expectations of the villagers was found at many places during our survey. It was found that the beneficiaries were hardly involved at any stages of these developmental schemes. This has resulted in lack of trust among villagers on these schemes.
- Due to backwardness and ignorance among people, caste- system and other social barriers still persist in these areas (Mewat). People still believe in male dominance, presence of gender bias can be seen from the no. of female participants in the PRA. Out of a total of 244 villagers from the General category, only 7 were females and rest 133 male, where as out of a total of 104 villagers from weaker section, only 19 participants were females where as the rest 85 were male.

Specific conclusions for various sectors are as follows:

Poverty alleviation and employment generation

The schemes for employment generation / self employment have been successful to a large extent but have to still go a long way in eradicating poverty. Many of the people from surveyed areas of Sonapat and Gurgaon report that they are aware of such schemes but feel that these schemes have not been useful to them and have not been adequate in meeting employment demands of the rural poor due to lackadaisical approach in their implementation. As per the survey findings, the scheme has not benefited socially disadvantaged people. It has contributed precious little in contributing to alleviate poverty and reduce social and economic disparities. Inadequate infrastructure, improper selection procedure of the beneficiaries, members of the SHGs, insufficient funds and resources, poor management, lack of awareness and motivation are some of the reasons for slow paced growth from these interventions.

GENERAL CONSTRAINTS AFFECTING IMPLEMENTATION & SUCCESS/ FAILURE OF THESE PROGRAMS

1. Weak forward and backward linkages. The amount of government assistance was too negligible as regards number of beneficiaries/ member of the group and the nature of income generating activity that is taken up.
2. Lack of supervisory staff at field. Absence (or insufficiently) of coordination with different authorities and communication was one of the major administrative problems. Lack/ insufficiency of supervisory staff and supervision is an important reason of failure.
3. Wrong selection procedure of beneficiaries to fulfill the target had led to inclusion of people who either did not deserve or did not put in effort in the group activities.
4. Funds were not released in time also. This forced the activities to be completed in a short span of time.
5. For three- four or may be more panchayats only one gram-sevak (panchayat secretary) is allotted the whole work of all the rural development schemes. They are not provided time-to-time training for up gradation of their knowledge so; they are not able to perform their duties efficiently and effectively.

6. Among the BPL families, education and skill development initiatives are very less.
7. Non-awareness among people. There is no awareness of the scheme among the people before the implementation of the scheme, so as to have some knowledge about the benefits from it.
8. The selection procedure of the beneficiaries is mostly biased and wrong. The Sarpanch always gives favour to his friends or relatives even if they don't deserve it. The BPL & SC's are hardly given any chance. They are mostly deprived of their rights.
9. The flow of information is either very slow or late. The block level officers ask Sarpanch to arrange a particular no. of people for the distribution of tools to artisans in just two or three days. Sarpanch arranges the group in which most of the cases are non-deserving ones, due to lack of time for arranging deserving cases.
10. People are not involved in the selection procedure of items like diesel sets etc. they are supplied the sub-standard items for grabbing commission from the dealers. These items either don't work efficiently or work for some period only after that; villagers are left at the mercy of god.
11. The presence of male dominance inhibits females to participate in developmental schemes for women. They are not allowed to participate so no SHGs were formed by women.
12. Lack of initiative among people due to lack of interest in the works in panchayat.
13. The schemes like Employment Assurance Scheme (EAS) & Jawahar Gram Samridhi Yojana (JGSY) are labour oriented schemes & provide only short-term employment to the poor people. And that also when the works are being done by the panchayat and not by the contractor & if contractor gets the work done then he brings his own labour from outside the village & the benefit does not reach the intended target people. After the scheme is over, the villagers are left again unemployed.

The general impression of villagers about the scheme is that these schemes don't fulfill their needs to a large extent because of very less budgetary allocations in comparison to the population of the village. Also the wage payment made under these schemes is less than the local prevailing rates. These schemes / interventions only have a supporting role and act as additional source of income for the village.

Social Security

- It was seen that no fair procedure was adopted in pension distribution. Non-deserving candidates/ beneficiaries use to get pensions under National Social Assistance programme (NSAP) and most of the deserving cases were unaware about this scheme.

Agriculture and Allied Sectors

- People are ignorant about soil conservation benefits. The implementation scheme is either lacking or the authorities have not taken proper steps for awareness generation. People still rely on age-old agricultural practices and use improper tools. No modern technology has been adopted in this region

Employment assurance scheme

- The schemes like Employment Assurance Scheme (EAS) and Jawahar Gram Samridhi Yojana (JGSY) are labour oriented schemes & provide only short-term employment to the poor people. And that also when the works are being done by the panchayat and not by the contractor & if contractor gets the work done then he brings his own labour from outside the village & the benefit does not reach the intended target people. These interventions are not available on a sustained or a continuous basis & also the villagers can't depend on them entirely. These schemes cater only to a small proportion of the village population. These benefits don't percolate & reach greatest level if these schemes are not properly implemented. After the scheme is over, the villagers are left again un- employed.

Indira Awas Yojana

- The scheme mostly has not helped the expected no. and intended (SCs, STs & BPL) beneficiaries.

There is a great dis-proportionality between the funds provided and the targets achieved. At some Places (village Panchi Jatan, Dist. Sonipat) villagers have complained of bribery. They had to bribe JE, Panchayat Secretary, and BDO etc. to get cash assistance under IAY Scheme.

Education and related areas

- Lack of proper facilities for education and high dropout rate in the area was seen in Mewat region. The main reason for this was seen as poverty, ignorance and backwardness among people.

DRINKING WATER

- The water supply is extremely thin and most of the places water is brackish.
- There is no fixed timing for water supply.
- The water connections are mostly provided in landlord's land which makes it difficult for the weaker section (SC, STs etc.) for fetching water because of caste disparity.

RECOMMENDATIONS

- More responsive nature of implementing agency required for effective developmental work
- There should be encouragement of PRIs in the implementation of various schemes at all stages of planning, selection of beneficiaries and selection of location/site, disbursement, monitoring etc.
- Transparency in selection procedure is required. People should be informed about the implementation of various developmental schemes along with the benefits and simplest procedures for approaching the authorities for getting the benefit.

- Attention should be paid to monitoring and evaluation of the various schemes and interventions. There should be a proper monitoring system, any deviation from the said guidelines should be detected and rectified there only
- More awareness generation is required in these areas. Steps should be taken to abolish social evils like caste system, untouchability etc.
- More emphasis should be given to infrastructure building. Proper roads, schools, health centers etc. are one of the basic requirements for development. So, more attention should be paid for the development of these facilities for the development of these areas.
- Social audit, transparency and accountability must be ensured in implemented schemes. This will create a sense of trust among people and they will start participating in these schemes and get benefited.

Specific recommendations for various sectors are as follows:

Poverty alleviation and employment generation

- There should be an awareness programme before the implementation of the process/ scheme. This programme should include the benefits and proper route for approaching & getting these benefits so that a maximum and deserving no. of villagers can participate in these employment generating schemes and avail the benefits meant for them. This can be achieved by having a proper display of the pictorial posters about the success stories, usefulness of the schemes. The written material should be in the language understandable to them.

Social Security

- Stringent rules must be passed to ensure that corrupt practices do not hamper and harass the bank loan seekers, old age and handicapped pensioners, and other recipients of bank assistance for small enterprises or other beneficiaries for other interventions. People found responsible for any deviations from the said guidelines should be punished/ penalized there only.

Agriculture and Allied Sectors

- People are ignorant about soil conservation benefits. The implementation scheme is either lacking or the authorities have not taken proper steps for awareness generation. People still rely on age-old agricultural practices and use improper tools. No modern technology has been adopted in this region.

Employment assurance scheme

- Local people should be always involved in the work (even if the work is not handled by the Sarpanch) under various employment schemes.
- The budgetary allocation for these schemes should be sufficient to provide genuine wage rates to the workers/ beneficiaries

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- There should be proper monitoring system for checking the quality of building material and a proper and effective source of building material should be fixed. Villagers should know this source so that proper transparency is maintained.

Education and related areas

- Appropriate steps should be taken to make the schools well equipped for providing education to the BPL, SC and other needy people.
- Committees should be made (with the Sarpanch as head). The job of the committee should be to explore the reasons (behind early dropouts and reasons for not sending the children to schools) and take appropriate action like providing scholarships if money acts as an inhibiting factor.
- Teachers should be motivated to deliver a lecture at the panchayat voluntarily about the benefits of the education so that they become aware of the usefulness of education.
- The schools need to be given additional funds for school buildings, staff, equipment, teaching aids, etc. Awareness campaigns for involvement of the girl child as well as adolescent girls in the education process needs immediate attention.

Drinking Water

- The water connections should be laid in the Harijan localities also as they face problem in fetching water from the Landlord's land because of caste disparities.
- The timings for the water supply should be fixed so that the villagers don't face any problem as most of them work as labourers and they can't keep waiting for water supply the whole day.

Awareness Generation

- It is being observed that the caste divide is becoming more and more evident and prominent. Some long term and sound strategies need to be considered to mitigate this effect. No doubt this social evil can't be abolished in a single step but appropriate steps like providing education, developing lower caste people by making them aware about their rights and privileges provided to them under various rural development schemes.
- More emphasis needs to be given on the infrastructure building part such as roads, community centers, public health centers, schools, markets, etc., which in turn would catalyze the whole process of development.

BACKGROUND & INTRODUCTION

BACKGROUND

It is well known and acknowledged fact that over the years poverty has shown a downward trend yet it is equally true that even today, millions continue to live below poverty line and lead a life of utter insufficiency and majority of such people live in the rural areas. The Government of India through its five-year plans and various ministries and other organizations are thus committed to eradicate the poverty thereby improving the living standards of the people in general, which in turn would lead to overall social and economic development of the country as a whole. With this mandate the various ministries of the Government of India have been implementing a number of schemes, programmes, projects for rural and other development.

Development is a very complex phenomenon for which there is no ready-made solution or one formula, which can in certainty remove poverty. Eradicating poverty and furnishing bare essential utilities are inseparable parts of any process that enhance basic qualities of life. Developmental progress and its resultant growth can be maintained only if it is conspicuous and its vast promotion is felt in the needed areas. However, it has been seen that certain features of progress can induce labour-dislocation and disorganization leading to further poverty. Such a problem crops up because of effective but uneven physical reserves, human assets, and information. All this can lead to interruption of parts of the society especially the vulnerable groups like women, Scheduled Castes, Scheduled Tribes, Minorities, OBCs and disabled etc. are deprived from getting advantage of the opportunities that come their way. They may also not be able to protect their interests sufficiently. However, roots of such aberrations can be traced to historical grounds, which in many cases have been carried further through social as well as political factors.

It is generally accepted and recognized that for the development to be significant and on continued basis particularly in the rural areas there is constant demand for a capable and sensible implementation of various developmental schemes and people's participation in such programmes is absolutely essential for their success.

Rural development is now acknowledged as an absolutely intrinsic term required for national development and social welfare. The problem does not only speak of development and progress of rural areas but also includes development of rural communities as well. Its key core issues are :

- To tackle issues related to lack of awareness, comprehension, etc.
- Help in removing poverty and to support process of self-sufficient and self-sustaining communities.

Keeping in view these fundamental principles, the Ministry of Rural Development has identified several sectors in the rural areas and has accordingly formed various schemes to improve and enhance the quality of life in villages. With the highest budget allocation of Rs. 9912 crores, during 1998-99, intervention of the Ministry of Rural Development focuses on: -

- To provide sustainable income through: Integrated Rural Development Programmes (IRDP).
- Development and empowerment of women, children and socially disadvantaged groups such as SCs, STs and OBCs and Minorities as agents of socio-economic change development.
- Training Rural Youth for Self Employment (TRYSEM), supply of improved toolkits to Rural Artisans (SITRA) and Ganga Kalyan Yojana.
- Opening up avenues for supplemental income earning opportunities through wage employment programmes, such as Jawahar Rozgar Yojana (JRY), Employment Assurance Scheme (EAS) and Million Wells Scheme (MWS);
- Promoting decentralization of power and nurturing local self governance through Panchayati Raj Institutions; Ensuring people's participation.
- Augmenting housing stock to provide shelter to the poor (Indira Awas Yojana);
- Creating access to safe drinking water and acceptable sanitation facilities to all rural inhabitants- Accelerated Rural Water Supply Programme (ARWSP) and Central Rural Sanitation Programme (CRSP).
- Securing social assistance to the poor through National Social Assistance Programme (NSAP).
- Raising durable and quality community assets such as school building and road connectivity (JRY and EAS).
- Systematizing land relation through land reforms towards an egalitarian social structure.
- Enhancing and releasing full potential of natural resources, especially that of waste lands and water shed development. The process will help in raising farm incomes and to restore ecological balance.

Different programmes formed for this are-

- Drought Prone Areas Programme (DDP)
- Integrated Wasteland Development Programme (IWDP).
- Expanding participation of voluntary organizations through Council for Advancement of People's Action and Rural Technology for community development.
- Ensuring food and nutritional security for all, especially the vulnerable sections of rural society.
- Priority to agriculture and rural development with a view to generate enough productive employment and removal of poverty.

The Ministry of Rural Development has supported many interventions in the States and Union Territories to eliminate rural poverty in close collaboration with State Governments, under direct supervision of District Rural Development Agencies (DRDAs) and close collaboration with Panchayati Raj Institutions functioning at all the three levels.

Understanding the importance of need based and area specific approach in the implementation of various programmes, several steps have been taken up for revamping these programmes. Various sectors, policies and programmes have been scrutinized; deficiencies marked and accordingly new plans are suggested to overcome these deficiencies. This is done to make sure that the development process continues without any hiccups and is maintained in economic terms and social and environmental terms as well.

Need for the study

With the above background it is thus seen that the Government of India has been trying very hard to tackle the rural, social and other developmental issues, since independence, by formulation and implementation of several developmental schemes, programmes, projects. Substantial budget allocation is made for this purpose in each of the five-year plans and the yearly allocation of the different nodal ministries responsible for their respective mandate. The Planning Commission which is the apex body involved in not only giving the direction to the overall planning process, but also for actually planning for the country has off late been concerned by a rather slow pace of development and the input – output ratio of the efforts of the different ministerial interventions for development. The ministries as well as the planning commission have been commissioning evaluation and monitoring studies in the past to review the problems being faced, successes achieved in the implementation of various schemes but these efforts have been made generally for individual schemes / programmes. Over the years it has been found that the impact on the various developmental issues have been generally not due to one or two schemes in particular but has been due to a combination of interventions from number of schemes / programmes. Thus evaluation taken up of these schemes has been fragmented, i.e. each scheme is evaluated separately, and that makes it very difficult to get an overall & compact picture of the development-taking place. It renders assessment of a specific scheme's impact rather difficult. It is because of the fact that most of these schemes are inter linked, complimenting and supplementing each other. Thus it was found very difficult to attribute to a particular scheme / programme the reasons of success or failure in the developmental process. Hence in a workshop organized under the aegis of the Planning Commission in which the leading NGOs and other reputed institutions had also participated a view was taken to adopt an area-based approach for the evaluation of the impact of the various schemes of the Government of India. **M/s Santek Consultants P. Ltd., New Delhi** is one of the leading institutions in the areas of rural and social development was assigned the task of undertaking such a study in Haryana on a sample basis.

Main focus of this pilot study is to utilize its results to provide true picture of events taking place at the ground level and to contribute to bring out changes in formulation or reformulation and modification of various schemes for rural development.

Objectives of the study

The major objectives of the proposed study are :

- To examine the current status of the implementation of the various important schemes of the Government of India in selected villages such as :
 - National Social Assistance Programme
 - Jawahar Rozgar Yojana
 - Employment Assurance Scheme
 - Accelerated Rural Water Supply Programme.
 - Centrally Sponsored Rural Sanitation Programme.
 - Indira Awaas Yojana
- To assess the inputs and outputs of these important schemes as well as the outcome of these programmes / schemes
- Assess the impact of these various important schemes / programmes.

- To assess problems, constraints in the effective implementation.
- To gauge the general opinion of the people towards these schemes / programmes of the Government of India.
- To assess the adequacy of these schemes in solving and providing solutions to problems of rural development
- To suggest strategies and policies that would enable Government of India to increase the pace of rural development

Attempt has also been made to undertake the following :

- Review of departmental records of the last three years i.e. 1996-97, 1997-98 and 1998-99 for allocation and utilization of funds under the programme
- Evaluation of performance of the programme on the basis of target set and the achievements made in line with the norms
- Critical assessment of the number and quality of assets created
- The nature of expenditure incurred, their contribution to the generation of employment opportunities etc.
- Evaluation of the relevance of sanctioned projects in terms of correspondence with local level priorities and degree of community participation
- Understanding the factors undermining programme performance including external compulsions influencing project selection and non-adherence to prescribed norms
- An assessment of the process of beneficiary selection
- Processing of application and credit disbursement including malpractices, if any
- Critical evaluation of the sustainability of the activities including identification of critical factors, determining the same and development of case specific recommendations for improving the delivery system and overall impact of these programmes.

For the purpose of this study a sector wise overview of various programmes was prepared to serve as a guideline for this study, which is as follows: -

Housing

Shelter is one of the prime basic needs of humans, which needs to be met on priority basis. The main impetus of housing sector is to solve problems of housing for priority groups. The groups identified for such support are people below poverty line, Scheduled Castes, Scheduled Tribes, disabled, freed bonded labourers, slum dwellers, women headed households, war widows, and destitute old people. Rural housing has come up as a principal feature of rural development plan and occupies a significant position in rural development planning. The housing strategy has many ramifications; these include suggested changes in existing housing schemes and certain other introductions also. These are as given below:

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It is the most important rural housing scheme which aims at providing shelter, free of cost to the poor rural people. It is an independent centrally sponsored scheme. The Centre and the State, share their resources for housing on 80:20 ratio, the prime objective of the scheme is to build houses and distribute them among the people free of cost.

People included in the target group are those below poverty line, Scheduled Caste, Scheduled Tribes, freed bonded labourers, the scheme extends this benefit to include SC/ST rural poor provided that these beneficiaries should not receive the total allocation exceeding 40%.

The scheme also includes families of service man of armed and paramilitary forces killed in action, other beneficiaries include victims of atrocities, unmarried women, households affected by natural disasters, people displaced because of various developmental projects, nomadic, semi – nomadic denotified tribes, disabled families and also internal refugees.

The beneficiaries are provided financial assistance for house construction at the rate of Rs. 20,000 per beneficiary in the plain areas and Rs. 22,000 in the difficult or hilly areas. Selection process of beneficiaries is conducted by the Gram Sabha. Houses are supposed to be built by the beneficiaries and contractors are not to be used for this purpose. Houses are allotted in the name of the female member of the household or it can also be in the joint name of husband and wife. A sanitary toilet and a smokeless chullah form an integral part of house under this scheme.

The programme also gives this benefit to those who are not so poor. Any rural household having an annual income not exceeding Rs. 32,000 can receive this benefit under the credit cum subsidy scheme for rural housing.

The scheme is implemented through scheduled commercial banks, Housing Finance Institutions, Housing Boards or even the DRDAs / ZPs. Under the scheme, a family can get a loan upto Rs. 40,000 and Rs. 10,000 as subsidy.

The scheme also provides for conversion of serviceable kutcha houses into pucca/ semi pucca houses.

Employment and Poverty Alleviation Programme

Rural poverty is deeply connected with scarcity and unemployment. Hence, it becomes absolutely necessary to remove scarcity, improve productivity and enlarge employment avenues specially in the rural areas.

At present there are two major employment schemes.

- a) Jawahar Rozgar Yojana (JRY)
- b) Employment Assurance Scheme (EAS)

Main objective of the scheme is generation of employment for the rural unemployed both men and women in the rural areas. It is done through creation of rural economic infrastructure community and social assets. It serves dual purposes, a) it certainly improves quality of rural poor b) creates employment avenues for the needy people. For this, the funds are transferred to the village Panchayats, with due consideration of SC/ST population and the total population of the village Panchayat. The scheme mainly covers people living below poverty line. Under this scheme, 30% employment is reserved for women. The works can be started during any part of the year or whenever need arises for employment. However, preferred time for the start of the scheme is during lean period of agricultural season. It can continue afterwards also keeping in view the needs of people.

Apart from creating employment benefits for rural people, the scheme has also helped in creation of community and social assets in other sectors, which include irrigation works, soil conservation works, land development, drinking water (wells) rural roads, school buildings, panchayat ghars, mahila mandals houses, sanitary toilets and also social forestry. Main objective of the EAS is to provide 100 days of casual manual employment when the agricultural season is lean and low, authorized minimum wages are paid for this. The scheme is open to person above the age of 18 years and who are below 60 yrs. The works are prioritized and selected accordingly by the District collector, these are implemented by the concerned line departments. Two adults per family can get employment under this scheme.

Million wells scheme is mainly designed to give opportunities to open irrigation wells in rural areas. The scheme is offered free of cost to the people who are poor small and threshold (marginal) farmers and belong to scheduled caste scheduled tribes and freed bonded labourers.

Integrated Rural Development (IRDP) and allied programmes.

This programme provides self-employment opportunities to the rural poor through procuring assets or those skills, which are capable of creating additional income on a continued basis. The benefit is given in the form of subsidy and bank credit.

The beneficiaries comprise primarily of small and marginal farmers, agricultural labourers and artisans living below the poverty line. Scheduled castes and scheduled tribes and handicapped are given a maximum subsidy of Rs. 6,000/- for others Rs. 4,000/- are given.

TRYSEM is another scheme under IRDP. It provides basic technical skills to rural poor who fall in the age group of 18-35 yrs. It helps them getting income generating activities. Other initiatives which have helped the scheme include increased stipend amount and honorarium rates. Stress is laid on professional training through the recognized institutions like Community Polytechnics, Krishi Vigyan Kendra etc.

IRDP's another sub scheme is SITRA, the workers are provided with a kit of improved hand tools with in a financial ceiling of Rs. 2,000/-. The artisans have to pay 10% whereas the remaining 90% is a subsidy from the Govt.

Development of Women And Children In Rural Areas (DWCRA)

This is a special scheme, the main focus being on the Development of women and children in rural areas. It provides opportunities to women for self-employment and enables them to have an access to basic social services. The programme includes skill up gradation, training facilities, credit and other support services to enable women to take up income generating activities and make them self-sufficient.

National Social Assistance Programme (NSAP)

The NSAP has been introduced as a social security programme for the welfare of poor households.

The programme has three main parts:

- (i) National Old Age Pension Scheme (NOAPS)

- (ii) National Family Benefit Scheme (NFAB)
- (iii) National Maternity Benefit Scheme (NMBS)

National Old Age Pension Scheme provides persons of 65 yrs. and above who are destitute, a pension of Rs. 75/- per month. National Family Benefit Scheme (NFBS) provides a total sum of RS. 10,000/- as family benefit to the households who have lost their primary breadwinners. The scheme is open to the persons in the age group from 18 to 64 yrs.

National Maternity Benefit Scheme

This scheme was launched by the Indian Government on 15.8.95. According to this scheme the expecting females above 19yrs. belonging to BPL families will get cash benefit of Rs.500/- for her first two live births.

The NSAP is implemented in the States/UTs through Panchayats and Municipalities. A team of Sarpanch, Patwari and Gram Secretary invites applications from the senior citizens. The applications are verified by the Sarpanch and the team, the village doctor furnishes a certificate of age and accordingly they are allotted monthly pension.

Similarly, handicapped pension beneficiaries are chosen by the Sarpanch, Patwari and Gram Secretary. They verify the beneficiary and the doctor certifies the extent of handicap which should normally be more than 70% and beneficiary's annual income should not exceed Rs. 2,400/-. They are given a pension of Rs. 100/- per month. Matritva Labh Yojana, provides vaccination to the expectant mothers and are given some money for consumption of nutritious food throughout their pregnancy period.

Provision of health care facilities is one of the major areas of concern for the social development programme of the country. The primary health care facilities are supposed to provide a cohesive, preventive and curative health services in close vicinity to rural people.

Improvement of health of women and children is covered by the scheme Child Survival and Safe Motherhood (CSSM) programme. Under the scheme, pregnant women and children are vaccinated, women receive Iron and Folic Acid tablets to reduce iron deficiency/ anemia.

Drinking Water

Water is used for many purposes and forms an essential ingredient in our daily life. Drinking water facility is absolutely necessary for maintenance of health.

Water in the rural areas is considered as a social benefit, which has to be provided by the Government. It is not considered as a scarce, precious resource, which needs to be managed and used as an economic wealth.

The present practice in the water supply schemes is designed and is executed by the implementing agencies and finally passed on to the users.

Overuse of ground water based irrigation has caused lowering of ground water table, it has further resulted in reduction of drinking water in the rural areas. Therefore, it become necessary to take up measures to manage and utilize ground water resources in a more useful way.

Govt. of India provides grants to the States under Accelerated Rural Water Supply Programme (ARWSP).

The scheme covers following points:

- (a) 40 litres of safe drinking water per head per day (lpcd).
- (b) 30 lpcd additional for cattle in the Desert Development Programme Areas
- (c) One hand-pump or stand post for every 250 persons.
- (d) The water source should exist within the habitation/ within 1.6 km in the plains (within 100 mtrs elevation in the hilly areas)

Apart from accelerating the coverage, Government's effort is to tackle water quality problems like excess fluoride, excess salinity, excess iron, excess arsenic etc. through exclusive Sub-Missions constituted for initiating both preventive and remedial measures in order to ensure safe drinking water to the rural population. States can utilize upto 20% of their annual allocation under ARWSP for taking up projects under the Sub-Mission programme. The quality problems may be due to the nature of rock/ soil or it could even be because of water pollution caused by humans in different ways. Care must therefore be taken to ensure that we do not pollute the groundwater.

Sanitation

The word Sanitation earlier meant disposing human night soil in cesspools, open ditches and pit latrines. However, today the concept has changed and it embraces a more comprehensive meaning. It includes liquid and solid waste disposal system, food hygiene, personal, domestic and lately environmental cleanliness also.

Proper all round sanitation is absolutely essential from general health point of view but it also occupies a very vital position in every individual's social life. Sanitation certainly is one of basic facilities that people must be given in order to maintain disease free environment, unpolluted air and good health. Proper Sanitary facilities also help in preventing water and soil contamination.

However, to make sanitation programme useful and more successful community participation is very important. To widen the sanitation coverage, Central Rural Sanitation Programme is restructured. Major components of the scheme are: -

- Construction of individual household latrines.
- Sanitary complex for women.
- School sanitation.
- Awareness generation.

The various technological options and models are provided to the rural people and they can select the affordable model for construction of individual household latrines. The basic low cost unit models are made available in the rural areas through the production centers and rural sanitary marts. The basic low cost unit for the construction of the individual household latrine ranges from Rs. 625/- to Rs. 1000/-. The subsidy has been restricted to the level of Rs. 500/- for the basic low cost unit.

Education

It is considered the most important part in human development. It brings an awareness and improvement in health aspects, personal and environmental hygiene, behavior and general comprehension. It directly affects productivity and everything connected with a qualitative human life and its proper development. The policies concerning education sector are therefore given high priority in urban as well as rural areas.

It has been observed that despite best of efforts, enrolment in secondary and higher secondary schools the age-group percentage has remained quite low. In addition to it, urban, rural and tribal areas face inequality as far as access to educational facilities are concerned. Gender bias also exists in these areas. Dwindled enrolment of girls, high drop-out rates of children particularly girl child and disadvantaged groups, lack of general as well as specific facilities like buildings, staff etc are some of more serious problems that besiege rural education even today.

Centrally Sponsored Schemes of Operation Black Board, Non-formed Education, Teachers Training and the District Primary Education Project are some of the programmes, which help the State Govt. in their efforts to promote education in rural areas.

The District Primary Education Programme (DPEP) provides access to primary education for all children, reducing drop out rates to less than 10%. It also helps in increasing learning accomplishments of primary school candidates by at least 20% and reducing the gap among gender and social groups to less than 5% in educationally backward districts.

Agriculture

Agriculture has always played a very significant role in the Indian Economy. It directly affects the poverty eradication programme in the country. Agriculture based industries and programmes; export earnings are wholly dependent on the agricultural progress.

Nearly 63% of cultivated land falls under rainfed areas, therefore National Watershed Development Project for Rainfed Areas (NWDPA) is crucial for improving agricultural production.

Some other Projects for soil and water conservation are:-

- (i) Soil conservation in the catchments of River Valley Projects (RVP).
- (ii) Integrated Watershed Management, which work in the catchment of Flood Prone Rivers (FPR)
- (iii) Programme for reclamation of Alkali soils, watershed development in shifting cultivation areas in NE states.

Women And Development Programmes

There is a special scheme for the Development of women and children in Rural Areas (DWCRA). Its main aim is to strengthen the gender part of IRDP.

The prime objective of the programme is to raise the level of living conditions qualitatively, of women and children. The programme make it easy for poor rural women to get employment, they are

provided training facilities, credit and other promotional avenues. The programme also focuses on family welfare, health care, nutrition, education, child care, safe drinking water, sanitation and shelter to women.

The National Nutrition Policy (NNP) focuses on reduction of anemia in women, nutritional blindness due to vitamin 'A' deficiency and iodine deficiency disorders. The focus is also on the field of education, to enhance women participation in educational activities.

Special programmes like 'Women in Agriculture' provides women farmers training who have small and marginal support in agriculture or other fields like animal husbandry, dairy practice, horticulture, bee keeping and fisheries etc.

To support women in agro-based industries, Women Co-operatives have been set up to provide women with 100% financial help from the Govt.

The Khadi and Village Industries Commission (KVIC) take several steps to organize more employment opportunities for women to make them self-reliant. Under National Old Age Pension

Scheme (NOAPS) elderly women of 65 yrs. or above who have no regular means of living are eligible to receive benefit of old age pension of Rs. 75/- per month.

Similarly, National Family Benefit offers benefit assistance of Rs. 5,000/- to Rs. 10,000/- to women who have lost their primary breadwinners / earners.

BALIKA SAMRIDHI YOJANA

OBJECTIVES

1. The launching of the Balika Samridhi Yojana is part of a long-term strategy to raise the status of the girl child while changing social attitudes towards her.
2. The specific objectives of the Balika Samridhi Yojana are to change family and community attitudes to the girl child at birth and towards her mother and to improve enrolment and retention of girl children in schools. The other objectives which would be indirectly served the ensuring survival of the girl child; serving as a disincentive for female feticide and infanticide; reducing incidence of girl child labour within and outside the household and raising the overall status of the girl child.

Implementing Agencies

The scheme will be executed through Zila Panchayats/ District Rural Department Agencies/ District Urban Development Agencies/ District women Development Agencies or other district level nodal agencies indicated by State Government and operated through the Gram Panchayat/ Municipalities.

Target Group/ beneficiaries

Balika Samridhi Yojana will cover girl children born on or after 15.8.97 in rural and urban areas in all districts of the country, in families below the poverty line (BPL) as the defined by the

Government of India. In rural areas, families figuring in the integrated Rural Development programme (IRDP) BPL list will be eligible. In urban areas, families which are identified on the basis of surveys carried out as per the Govt. of India (Department of Urban Employment and Poverty Alleviation) guidelines will be eligible. In the absence of a survey list in urban areas, households covered under the Targeted Public Distribution system (TPDS) and households, which meet the income criterion defined by Govt. of India, will be eligible. Benefits under the BSY will be restricted to two girl children in the family irrespective of the number of beneficiaries.

Type and extent of Assistance

In the scheme, as approved at present, the mother of an eligible girl child born on or after 15th Aug. 1997 will be given a grant amount of Rs. 500/- to be paid in case or kind.

APNI BETI APNA DHAN

The scheme was launched by the Government of Haryana on 2.10.1994. This scheme was launched to change the attitude of the people towards the Girl child, and pay attention towards the welfare of the girl child. The other indirect objectives of this scheme are to control female foeticide and infanticide. The target group of this scheme is SC's people living below poverty line (BPL families) and other backward classes.

According to this scheme, if a female child is born in the above-mentioned families, an amount of Rs.500/- is given to the family for the nutritional supplement of the mother and an Indira Vikas Patra of Rs.2500/- is given to the girl child. The maternity time of the IVP is 18 years & amount is 25000/- that this amount can be expended at the time of her marriage.

APPROACH & METHODOLOGY

BASIC APPROACH

The approach adopted for this study was basically to formulate the strategy using both primary data collection as well as secondary data collection. The primary data collection has been undertaken by the field staff at various levels in the project area, which included meetings and discussions with District Magistrate, Main incharge of Block, Village Pradhan/ Member of Panchayat, Beneficiaries/ Villagers, Non- Beneficiaries etc. where as secondary data has been collected from Ministry of Rural Development, State Govt.(RDD), District Authorities, Block Authorities etc. The main focus was:

- To see the impact of implementation of various developmental schemes on the development of the different rural areas of the two districts (Sonapat & Gurgaon) of Haryana.
- To locate the failures and factors responsible for it.
- To suggest the remedial measures for effective implementation of such schemes.

In two districts of Haryana, namely Gurgaon and Sonapat, in all nine villages namely Nagina, Aklimpur Nuh, Akhera, Karamchandpur, Morthal Khas (pre- testing), Sadipur, Pinana, Panchhi Jathan and Patti Brahmana were surveyed by us.

The selection of villagers was done according to two categories namely, General and Weaker section. The General category comprises of landlords and economically sound population, whereas the weaker section comprises of the SCs, BPL families and other economically poor families. As the weaker section is not able to present its views frankly in front of their landlords (General Category) so this division was done to enable them to express their views freely and frankly. Finally, during the course of the survey about 263 villagers were covered, out of which 140 belonged to General category (133 Male and 7 Females) and 104 from Weaker section (85 Male and 19 Females)

Implementation of Study

The study was designed to be implemented in phases as follows:

- Preparatory phase and Sample Design
- Field work
- Data Analysis
- Report Writing

Figure 2.1
Study Implementation

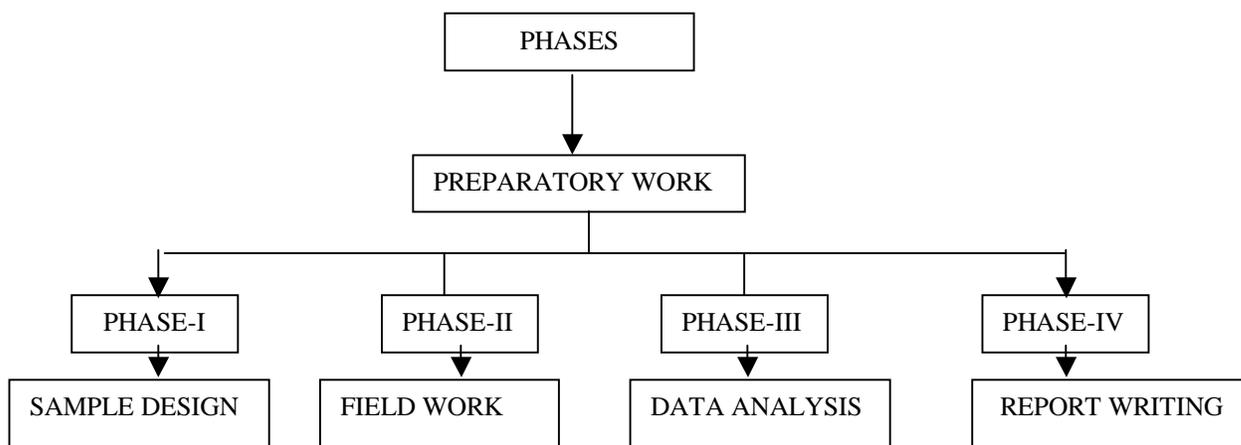
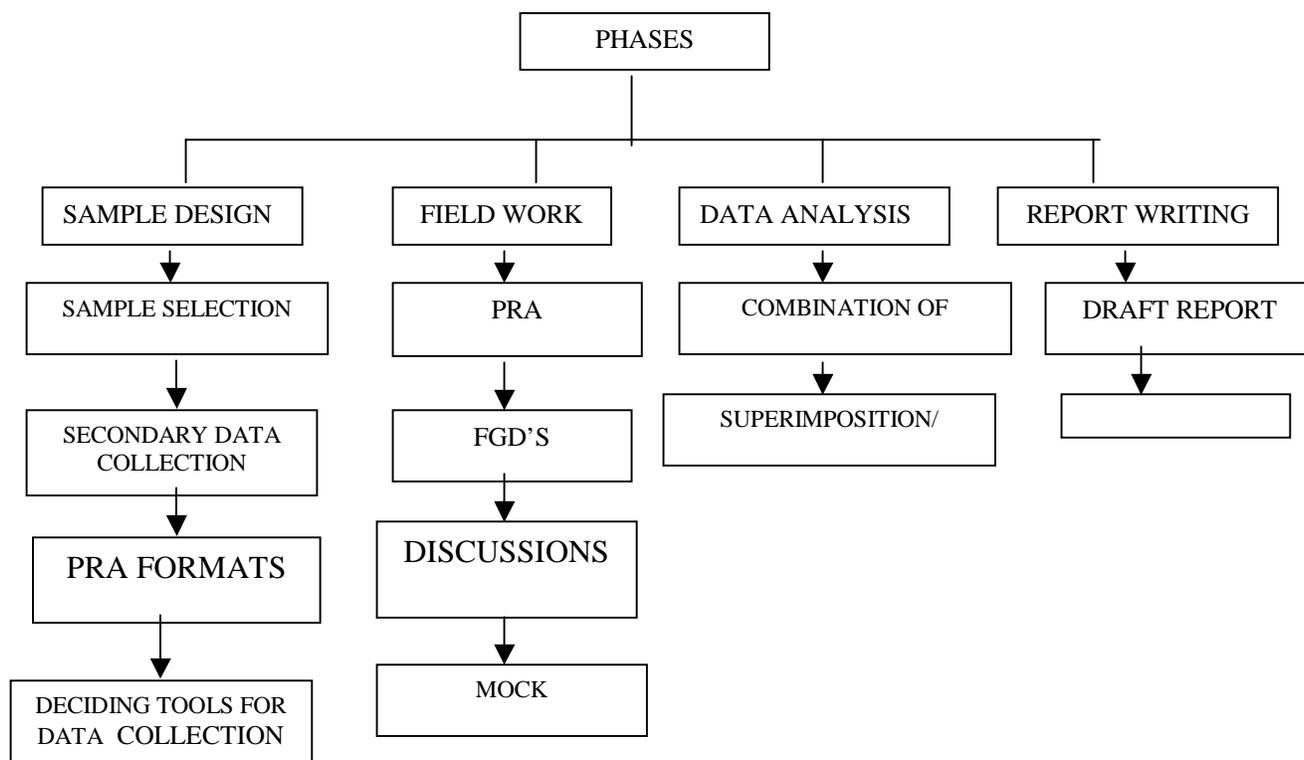


Figure 2.2

Study Implementation



Sampling design and procedure

The sampling design for this study has been done in four stages, which are as follows:

- Districts
- Block
- Village
- Beneficiary / non-beneficiary

Districts

Two Districts of Sonapat and Gurgaon (Mewat Region) have been covered. The selection was done after consultations with the Planning Commission.

Blocks

The basic criteria for the selection of the blocks was to select one developed and one underdeveloped block, so as to provide basis of comparison, for reasons contributing to success and failures of various schemes. Keeping the above criteria in view these blocks were selected on the basis of the below given four indicators related to development. These indicators are as follows:

- Number of Scheduled Castes
- Number of marginal workers
- Agricultural labourers
- Literacy

These four indicators were chosen to form an integrated indicator in such a way that this integrated indicator represents the degree of development of the area as a whole. For this, all the indicators were arranged in the descending order. Points were allocated vis-à-vis in the list. The points of all the indicators were again combined and integrated and a final list of integrated indicators was made for the selection of the blocks. Blocks having highest & lowest points were marked and selected for survey. While selecting the Blocks, care was taken to ensure that the selected Blocks represent the District reasonably well as far as the geography and special conditions of the District are concerned. The selected Blocks in Sonapat were Sonapat and Gannaur, while in Gurgaon district (Mewat region) the selected blocks were Nuh and Nagina. From each of the above mentioned Districts, two blocks were selected and from each block two villages were selected on the basis of the above-mentioned procedure. Attempt was made to collect information from as many as possible beneficiaries under different schemes using participatory techniques.

From each of these blocks, two villages were selected. The selection of these villages was also made on similar procedure as was adopted for Block selection.

The selected villages for survey and study in Sonapat District are: -

- Pinana
- Shadipur
- Panchi Jatan
- Patti Brahmna

Selected villages of Mewat Region of Gurgaon District are: -

- Karamchandpur
- Akhlimpur
- Nagina
- Akera

Selection of Villagers

Effort was made to select beneficiaries from SC, ST, BPL families and non-beneficiaries from General category under various schemes. Attempt was made to involve at least some beneficiaries from each of the actively running programme in the selected village. Attempt was also made to cover the beneficiaries for the scheme for three reference year periods i.e. 1996-97, 1997-98, 1998-99 for the purpose of this study.

Tools For Data Collection

The tools for data collection adopted for the field work were interviews, participatory rural appraisal, group discussions, observations, mock interviews, etc.

Two separate PRAs were conducted with different groups, namely General category and the Weaker/lower castes. This was mainly done to have a proper participation of the Scheduled Castes & other disadvantaged category people in the village to enable them to express their views about different developmental schemes, their needs, problems, opinion & suggestions in a free and uninhibited manner. Adoption of group segregation for PRAs in the village was considered necessary because BPL, SC and OBCs generally feel suppressed and subdued and are unable to give an account of their true feelings in the presence of landlords and upper caste people of the village.

Efforts were made for the Data Collection from the following sources:

- District Magistrate
- Main incharge of the Block
- Functional incharge of the Block
- Village Pradhan / member of Panchayat.
- Beneficiaries / Non-beneficiaries / Village elders.
- Panchayati Raj Members
- Members of the Zilla Parishad / Gram Sabha

The secondary data / information regarding the schemes and their implementation has been collected from the functionaries and the record books, to the extent possible.

Pre-testing

Pre-testing of tools for data collection was carried out in the village Murthal Khas in Block Sonapat of District Sonapat. The village is situated about 12-13 km from the Sonapat Block headquarters and is on main highway, GT road which connects Sonapat to Panipat. It is a big village, which has a population of about 15,000 people. The population is mixed consisting of Jats, SCs and OBCs. However, Jats form a major chunk of the village population. Economic status is good as compared to other villages. The Sarpanch of the Panchayat belongs to the Scheduled Caste. It is a developed village and enjoys most of the civic amenities. The village has a chaupal and 4 Anganwaris. There is a school for children's education and also has a health sub center. The village has facilities of water and electricity and is well connected with other areas by means of proper roads & paths.

Pre-testing was mainly done to see whether the approach used during the PRA could produce the desired results so as to fulfill the objectives of the study. Pre-testing was conducted in the village,

people from the general category as well as Scheduled Castes, other backward classes also participated in this exercise. It was found that the techniques used for eliciting information from the villagers were inadequate in producing the desired results / information. Hence some modifications were done to achieve the desired results. Based on the modification, it was decided to facilitate the discussion sector wise on various schemes. It was also decided to assist the villagers in identification of the schemes which were operative in their villages, most of them seemed to be confused on the exact name of the scheme / programme.

In fact, this has eventually become one of our major findings in this study i.e. there is so much duplicity in the purpose and objectives of various schemes as well as overlapping that not only the villagers but in many cases the officials are also not aware of all the modalities and other complete details about each of the scheme individually. The following exercises in the PRA were additionally decided to be undertaken:

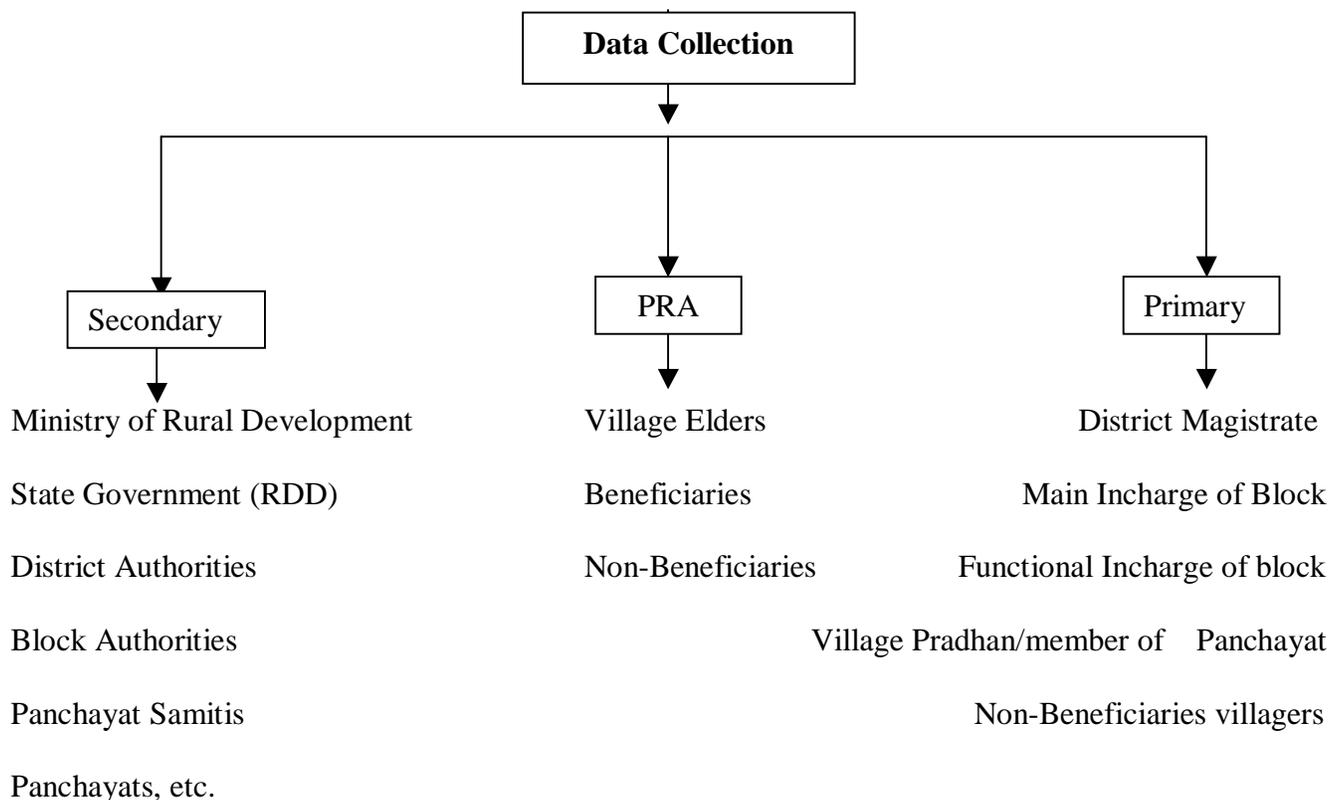
- An exercise for ranking of villager's problems was also undertaken through PRA
- An exercise for needs assessment and requirements of villagers was also undertaken through PRA. PRA for prioritization and ranking of the needs and requirements was also undertaken.
- An exercise to assess the compatibility of the requirements of villagers vis-à-vis the existing Government schemes was undertaken to see whether the requirements of villagers were being fulfilled by these various schemes.
- An exercise to assess the adequacy of the schemes was also undertaken through PRA. This was added to find out whether the implemented schemes were adequate enough to meet stipulated objectives of respective schemes.

Secondary Data Collection

Formats were prepared to collect information on the following :

- List of Blocks of Gurgaon and Sonapat District
- List of villages
- List of different programmes of Ministry of Rural Development operational in the two Districts for the last 3 years with date of commencement of the programme.
- Implementing agency of different schemes at District, Block and village levels with all details of person-in-charge of the scheme at three levels.
- Number and list of beneficiaries of each programme in selected villages.
- Population of District Block wise with SC /ST, male female break up.
- Number of BPL families in the District Block wise.

The flow chart for the data collection is as shown :-



CONSTRAINTS

Many constraints were faced during secondary data collection for this study. The secondary data pertaining to different schemes of Government of India, its implementation status, target beneficiaries, etc. are available only with District/ Block authorities. Number of repetitive visits were made the senior officials were spoken to & requested to provide relevant data to field officials visiting them. But till the end only partial data was provided. The same was brought to the notice of the Planning Commission also. Eventually it was decided to undertake the primary survey/ data collection work based on the available data. Same problems were faced at block level as well as village level.

EXHIBIT 3.1

List of Villagers During Survey

District	Block	Panchayat / Village	General		SC / BPL		Total
			Male	Female	Male	Female	
Gurgaon	Nagina	Nagina	22	-	12	02	36
		Aklimpur Nuh	18	05	19	16	48
	Nuh	Akhera	17	-	17	01	35
		Karamchandpur	18	02	05	-	25
Sonipat	Sonipat	Morthal khas (Pre testing)	05	-	14	-	19
		Sadipur	17	00	12	-	29
		Pinana	12	-	15	-	27
	Gannaur	Panchhi Jathan	15	-	15	-	30
		Patti Brahman	14	-	-	-	14
Total			133	07	85	19	263

SURVEY FINDINGS

As a part of the survey data some basic demographic data was also collected (please refer Exhibit 4.1 and 4.2 respectively) for the two districts selected for this study, in addition to other primary and secondary data. The survey findings are being discussed sectorally for important key sectors below. In each of these sectors first a brief is given about the various interventions of the Government of India. Subsequently the response of the villagers has been discussed.

Poverty Alleviation & Employment Generation

Integrated Rural Development Programme (IRDP) and allied programmes (now it has been merged with SGSY scheme)

In the rural areas of **Sonepat** some people have knowledge about these schemes but very few have got benefited significantly from these schemes. People from **Gurgaon** feel employment and poverty alleviation programmes have been less than adequate in providing employment to the rural poor. The scheme has fewer funds, which are not sufficient to meet the demands of rural unemployed. Most of the people are unaware about the processing formalities, significance and benefits of schemes, under this sector. BPL families, SC people and other socially backward people are yet to get any significant benefits.

Rural Housing

Sonepat, has implemented Indira Awas Yojana in the rural areas. People below poverty line are given houses under the Indira Awas Yojana. On one house about Rs.20,000/- are spent. The houses which are “kuccha” or half “pucca” are made pucca by spending an amount of Rs.10,000/-. The beneficiaries are selected in the Gram Sabha by the Sarpanch and members of Sabha. Availability of funds is kept in view while deciding the number of such houses to be made. However, on meeting rural people of different villages in the Sonepat district of Haryana, the studies reveal that most of the people do not have adequate awareness about this scheme. Particularly, the people belonging to the Scheduled Castes and BPL families do not have detailed information of the scheme; they are not given details on the scheme and its benefits. Whenever they are given houses, the Sarpanch himself fills up the forms. People have complained that they are never made aware of this scheme. It is supposed to provide roof to the homeless, poor and needy people. They further allege that the scheme has contributed precious little towards its goals because the houses under this scheme are generally given to people who are not eligible to receive this benefit. The beneficiaries are not always the poor, BPL families, SC people, war widows or disabled soldiers and policemen but are the landlords and influential inhabitants of the village. They are chosen by the Sarpanch and Patwari of the village. Their selection is generally not fair. The people are not revealed the source of building material. There is no quality check on the material bought for construction purposes. Low grade building material makes weak houses with short life. Most of the SC people, BPL families and other poor people of the district have reported that not adequate number of people have received the benefit.

The villagers in Gurgaon have no detailed information about the housing programmes although they have heard about this programme. Hardly any beneficiaries of this were found in this village, some villagers have also questioned about the usefulness of this scheme. Some people belonging to the SC, BPL families and other rural poor have been allotted houses under this scheme.

Social Security

In **Sonepat**, the beneficiaries are chosen by Sarpanch, Patwari and Gram Sachiv. They verify the beneficiaries and the doctor verifies the extent of handicap, which should be normally more than 70%. The beneficiary's yearly income should not exceed 2400/- and he should not be receiving similar pension for handicapped from any other source. The Sarpanch selects the beneficiaries and they are allotted a monthly pension of Rs. 100. Any family where a girl child is born the mother is given Rs 500/- to consume nutritious food for some days immediately after the girls birth. In NMBS the expectant mothers register with the concerned office, they are given required vaccinations at regular intervals and are given some money for consumption of nutritious food throughout their pregnancy period. They are also given necessary vaccinations at regular intervals along with other medical advice through the Aanganwari workers.

In addition to the NSAP of the Government of India, as per another State Scheme the deserving family is also given 'Indira Vikas Patra' worth Rs. 2500/-. The amount becomes Rs. 25,000 when the girl attains an age of 18 yrs. This money can be utilized for her education, and marriage etc. BPL families and all reserved castes people are eligible for this scheme "Apni Beti Apna Dhan" if a girl child is born in their family.

In surveyed rural areas of Sonipat most of the people are partially aware of schemes like 'Apni Beti Apna Dhan' and Maternity Benefit Scheme, so these schemes have remained on papers since only a select few have benefited from this. People feel that the government should be more objective in selection of beneficiaries.

As per the findings from the villagers in **Gurgaon** it has been found that schemes under NSAP programme have provided some social security to people by providing monthly assistance to old people, widows and handicapped. The beneficiaries are recommended by the Sarpanch to the team of doctors and other members. However, people's opinion about the schemes is that non-deserving people are also chosen for these benefits. Young people are chosen for old pension scheme and physically fit people are given handicapped pension.

People complained that Aanganwari usually remains closed (Vill-Akhlimpur) the concerned sevika or worker sells ration and other food stocks which is meant for the mid day meals for young children. Aanganwaris at other places do give food to children and pregnant ladies. They also provide vaccinations to children below 5 years and expectant mothers.

Further, people of surveyed rural areas in both districts, feel the NASP programme may have benefited some people, it has also made possible for the beneficiaries to utilize pension money for their every day's small sundry expenditure without depending upon others but they complain that not all beneficiaries who receive pension qualify for the benefit. People aged less than 65 years receive old age pension and persons having handicap not less than prescribed 70% receive handicap pension. Because of lack of awareness of programmes among the rural masses, the schemes have largely remained unknown there by making the schemes much less effective. The impact of these schemes therefore, in the rural areas of Haryana is less.

Drinking Water

As per the survey findings in Sonipat, the programme has not been able to reach all the villagers. Around 25% to 30% of the village population (surveyed villages) is getting clean and hygienic

drinking water. While rest still depend on other sources for their water requirements. At many places, the water pipes are laid but there is no water supply. The water whenever supplied is grossly inadequate. Hand pumps and tube wells are mostly installed in the areas of landlords and upper caste people. The people from SC families complain that no such drinking water facility exist in their areas. To meet their water needs, the SC people and other socially disadvantaged people still depend on other sources from other places. In their areas, the water pipes handpumps and tubewells have not even been installed.

While in Gurgaon, water pipes have been laid and water taps installed in the villages (surveyed) under this scheme. People report, there is generally a long queue near the water taps and people wait indefinitely for water. The water supply is very irregular. The drinking water problem that they face in their villages is very acute.

Sanitation

Sanitation is one of the basic amenities people are entitled to. Good and proper sanitation practices prevent contamination of water, soil and thus control spread of diseases. For the sanitation programme to be successful, ample participation of the community is very important criterion. To enlarge the sanitation cover, Central Rural Sanitation Programme covers following objectives:

- Covering schools in rural areas with sanitation facilities.
- Encouraging suitable cost effective and appropriate technologies.
- Bringing a reduction in the incidence of water and sanitation related diseases.

Major components of the programme are :-

- Construction of individual household latrines.
- Sanitary complex for women
- Awareness generation.

Various technological choices and designs are made available to rural people to select the affordable model for construction of individual household latrines. Low cost unit models are made available through the production centers and rural sanitary marts. The basic low cost unit for the construction of individual household latrine ranges from Rs.625- Rs.1000. However, the subsidy is restricted to the level of Rs.500/- for the basic low cost unit.

As per the survey findings in Sonapat, the beneficiaries under this scheme, are given 800 bricks and the labourers also. The beneficiaries are chosen by the Sarpanch himself. He can give it to anybody who approaches him for this purpose. However, people report, not all villagers are benefited under the programme because the benefit mostly goes to relatives, friends and acquaintances of Sarpanch or to the upper caste people. The BPL families and SC people have benefited only partially by this scheme. As per the villagers Gali Nali Yojana (mostly JGSY, as under JGSY only most of the Galis and Nalis are made, though the villagers are not aware that the scheme is JGSY, they know it by Gali Nali Yojana only) assistance provides funds for making and repairing Galis and Nalis in the village.

People report construction of Nalis has helped the villagers in draining out dirty water to some extent but they also complain the Nalis are not constructed to their full lengths. Incomplete construction of Nalis has resulted in stagnation and puddling of dirty water in many areas of the villages more so in the

poor and SC people areas. Gali construction has given villagers easy access from the one area to another. People feel that due to inadequate funds the sanitation programme has not been fully useful to the villagers. They hope that in future they will be provided sufficient funds which will make their villages clean and squalor free.

While as per the survey findings in Gurgaon the villagers have reported that the programme has provided some help to rural people but complain about insufficiency of funds. They opine, the scheme has not been that useful as it should have been. They further report, the assistance provided for toilet construction is not enough and the building material offered is of very low quality thereby reducing the life of constructed unit. Nali construction has helped them in getting rid of dirty water to some extent, but since the Nalis are not fully constructed, it results in stagnation of water. Gali construction has helped them reach other areas of village easily, the usefulness of Galis is felt more during the monsoons when the Galis used to get slushy and muddy.

Education

Education is the most virtuous gift a human being can have. It not only influences the person socially but brings an all round improvement in everything that a person is connected with. It increases productivity and the quality of life. Both State Government and the Centre provide funds to enhance education. Centrally sponsored Schemes like Operation Blackboard, Non formal education, Teachers training and District Primary Education Project, are supplemented by the efforts of the State Government. The district primary education programme (DPEP) provides access to primary education for all children, thereby reducing dropout rates to less than 10% and increases the learning achievement of primary school students by at least 20% in the educationally backward areas.

As per the survey findings in Sonapat, under the district primary education programme, children from 5 to 11 years are benefited. They are given elementary knowledge of subjects, particularly the younger ones are taught alphabets and elementary arithmetic. Apart from regular books they are also taught painting, sketching and clay toy making. The villagers complain of not having proper school buildings and also lack of proper school staff.

While in Gurgaon, education programmes like District Primary Education programme is highly appreciated in the rural areas. People, particularly BPL and SC, feel the programme has helped their children in beginning their preliminary education. People complain there is dearth of place for children in schools. There is also need for construction of more rooms in village schools. Some people also demand the village schools should be recognized from the education branch.

Women and Child Welfare

The special scheme being implemented for the development of women and children in Rural areas under SJGSY (earlier DWCRA). It aims at improving the living conditions of rural women and of children by providing opportunities for self-employment and allows easy access to basic social services. It upgrades existing skills of women, provides them with training, facilitates approach to employment and offers other allied support services. It helps women as a group to take up income generating activities to reinforce their incomes. The National Nutrition Policy (NNP) aims at reducing iron deficiency (anemia) amongst pregnant women, nutritional blindness due to Vitamin 'A' deficiency and iodine deficiency disorders. For eradication of these disorders, pregnant women are given iron and folic acid tablets; massive doses of Vitamin 'A' are given to children. It also stresses

on the removal of unequal distribution of food and discriminatory feeding habits against women and girl child. Efforts are also made to enhance participation of women in the educational process. Special schemes like 'women in agriculture give training to women farmers who had meagre shares in agriculture and other programmes like animal husbandry, dairy work, horticulture, beekeeping, fisheries. The khadi and village industries commission (KVIC) has taken several measures to generate employment facilities for women to increase their incomes. Prime Minister's Rozgar Yojana (PMRY) and Entrepreneurship Development Programme (EDP) in small-scale industries also help women to develop skill and take to small-scale enterprises for self-employment. 30-40% employment opportunities are served for women under SJGSY {earlier Integrated Rural Development Programme (IRDP), JGSY (earlier Jawahar Rozgar Yojana), and Training of Rural Youth for Self Employment (TRYSEM)}. Under National Old Age Pension Scheme (NOAPS) elderly women of 65yrs. or above are given a pension of Rs. 100/- per month. Rashtriya Mahila Kosh (RMK) meets credit needs of poor and asset less women in the informal sector.

As per the survey findings in Sonapat, despite several schemes having been initiated for the betterment of women on all India basis, only few beneficiaries are found in the Sonapat District. First of all, the people are not aware of these schemes and programmes in the villages. In other words, it can be said the schemes have been implemented only partially and inadequately here. The implementation of women and child welfare schemes in Gurgaon has also faced the same condition as observed in Sonapat. People are rather ignorant of implemented schemes related to women and child welfare.

Critical analysis of data

The district authorities were totally non-cooperative. They didn't provide us the required relevant information data. We had to visit them many times to get the data but every time they had excuses for not providing the data. The Planning Commission should take suitable measures that the district authorities provide the data without any hassels. Mostly they are sending their periodic reports to the Ministries, so they should be cooperative in providing the data.

The senior officials were visited and spoken to and requested to provide the relevant data to us. Despite various reminders the authorities turned money a deaf ear to our requests & a lot of time was wasted in this. It was only after the intervention of the Secretary (Chandigarh) that the district authorities provided us some data. But the data provided was mostly insufficient, incomplete & incorrect. The same was brought to the notice of the planning commission also. Ultimately it was decided to undertake the primary survey work based on the available data.

Data about the allocation and utilization of funds of the last three years i.e. 1996-97, 1997-98 and 1998-99 under the programme

S.No.	Name of the District	Name of the Scheme Year	Year	Funds Allotted (In lakhs)	Amount spend (In lakhs)		No. Of Beneficiaries			
					Credit	Subsidy	S	W	D	T
1.	Sonipat	SJSY	1999-2000	335.93	217.16	118.77	474	720	--	1153
2.	„	DO	2000-2001	365.49	287.75	77.74	430	461	16	969
					Amount expend		Total			
3.	Sonipat	N.O.A.P.	1997-98	56.45	56.45		3044			
4.	„	„	1998-99	27.95	27.95		3044			
5.	„	„	1999-2000	43.81	43.81		4622			
6.	„	N.F.B.S.	1997-98	3.436	3.436		48			
7.	„	„	1998-99	5.40	5.40		83			
8.	„	„	2000-2001	2.48	2.48		33			
9.	Sonipat	I.A.Y.	1997-98	30.60	30.60		153 Houses.			
10.	„	„	1998-99	165.00	165.00		825 „			
11.	„	„	1999-2000	55.40	55.40		227 „			
12.	Sonipat	EAS.	1997-98	175.00	48.42		28000 Mandays.			
13.	„	„	1998-99	175.00	123.18		57318 „			
14.	„	„	1999-2000	175.00	279.06		150052 „			
15.	Sonipat	JGSY	1999-2000	137.18	137.10		1.02 Lakh Mandays			
16.	„	„	2000-2001	211.09	211.09		1.70 Lakh Mandays			

S.no.	Distt.	Selected blocks	Name of schemes	Years	Allotted Funds (in Lakhs)	Amount spend		No. of beneficiary			
						Credit	Subsidy	SC	W	D	T
1.	Sonipat	Sonipat	SJSY	1999-2000	78.83	51.60	27.23	113	174	--	283
2.	DO	Gannaur	DO	2000-2001	59.49	37.58	21.91	63	116	--	211
						Amount spend					
3.	Sonipat	Sonipat	I.A.Y	1997-98	4.40	4.40		22 Houses			
4.	DO	„	„	1998-99	26.00	26.00		132 „			
5.	DO	„	„	1999-2000	8.20	8.20		41 „			
6.	DO	Gannaur	„	1997-98	4.60	4.60		23 „			
7.	DO	„	„	1998-99	26.40	26.40		132 „			
8.	DO	„	„	1999-2000	8.40	8.40		42 „			
9.	DO	Sonipat	EAS	1996-97	7.38	4.32		1160 Mandays			
10.	DO	„	„	1997-98	5.99	3.57		479 „			
11.	DO	„	„	1998-99	15.88	15.16		5721 „			
12.	DO	„	„	1999-2000	13.85	5.02		----			

S.no.	Name of the district	Name of scheme	Year	Allotted funds (in lakhs)	Funds spent (in lakhs)	No. of beneficiary
1.	Gurgaon	J.R.Y	1998-99	171.72	144.27	1.34 lakhs Mandays.
2.	„	„	1998-99	287.134	224.634	2.34 „ „
3.	„	JGSY	1999-2000	237.122	187.85	2.34 „ „
4.	„	E.A.S	1997-98	320.69	138.19	1.27 „ „
5.	„	„	1998-99	407.50	390.20	3.345 „ „
6.	„	„	1999-2000	101.025	89.808	0.84 „ „
7.	„	I.A.Y	1997-98	30.925	25.385	121 Houses
8.	„	„	1998-99	118.42	92.02	512 „
9.	„	„	1999-2000	15.914	14.65	138 „
10.	„	I.W.D.P (Implementing through N.G.O)	1998-99	64.94	33.89	1022 beneficiary.
11.	„	„	1999-2000	43.78	38.29	1030 „

NOTE: --(This scheme is implemented through N.G.O. Beneficiary are selected by the resolution of Watershed committee. There work is creating awareness and raise water level in adopted area.)

12.	Gurgaon	Rural sanitation Programme	1997-98	68.77	68.77	2367 „
13.	„	Rural sanitation Programme (Implemented by HRDF)	1998-99	35.00	35.00	2588 „
14.	Gurgaon	NMBS	1997-98	0.984	0.984	328
15.	„	„	1998-99	9.00	8.82	2256
16.	„	„	1999-2000	2.115	1.875	698
17.	„	„	2000-2001	2.05	1.21	243

JUSTIFICATION OF DATA

From the above table it can be seen that there is a lot of mismatch between the funds allotted and the amount actually spent.

In most of the schemes the amount spent is less than the actual amount allotted. In some cases the no. of beneficiaries is same for two years and funds spent are different(as can be seen in case of **NOAPS** scheme in Sonapat). In 1997-98 and 1998-99, the no. of beneficiaries is same (3044) and the funds allotted are different i.e. 56.45 and 27.95 lacks respectively. This only shows that either the figures provided to us are wrong or there is misrepresentation of data.

In other schemes like SJSY, EAS and JGSY they have spent extraordinary amounts but the work in surveyed villages is not satisfactory. The quality of created assets is not proper/ good. The employment generation is also very poor because most of the schemes are for short periods also the contractors bring the labourers from outside village (when work is being done by them and not by the Sarpanch)

FUNCTIONING OF DRDA AND PRI

DRDA

- Implementation of various rural developmental schemes of Centre and State Governments
- Allocation of funds and monitoring of all developmental schemes
- Implementation of various rural developmental schemes such as Pradhan Mantri Rozgar Yojana, SGSY, JGSY, EAS etc.
- Implementation of Social Welfare Schemes such as Women and Child Development Programme, Pension and Scholarship, Pre-school and Primary school education etc.
- Providing information about development of industries through District Industries Centre (DIC)
- Providing information about Schemes related to technical training and credit facility such as Swarn Jayanti Gram Swarajgar Yojana
- Periodic reporting of the status of various schemes and developmental works in the District.
- Ensure equitable social justice for the down trodden/ SC/ BPL/ weaker sections of society.
- Maintenance of records
- Preparation of proposals for various schemes and annual action plan of the District.
- Development of agricultural seed, gardening and irrigation facilities.
- Coordination with PRIs for better implementation of schemes
- Collection and compilation of monthly and yearly reports (data) from Blocks and Panchayats

PRI

Panchayat Level

- Preparation of Annual action plan for development of Panchayat.
- Implementation of schemes.
- Ensure equitable social justice
- Raise own funds

Panchayat Samiti Level

- Pass the Panchayat proposal
- Submit the Panchayat proposal to Zilla Parishad
- Monitor the Panchayat level works
- Recommend for action in case of irregularity

Zila Parishad Level

- Prepare Annual action plan of the District.
- Submit Panchayat proposal to DRDA for fund allocation.
- Monitor the Panchayat pay works
- Make coordination with DRDA functionary for better implementation of various schemes
- Ensure equitable social justice.

Creation of assets

- A lot of funds have been sanctioned under various developmental schemes in the rural areas. Although these schemes have been able to achieve results to some extent, but have not been successful in achieving the expected results to a large extent. Under different schemes for infrastructure building/ asset creation construction of link roads have been done in almost all the surveyed rural areas of these two Districts.
- Not much attention has been paid to the infrastructure building. In some villages (Sadipur, Block Sonapat, Dist. Sonapat) even after various requests no funds were provided for the construction of school building, with the result the villagers had to make collections on their own and erect the building for this basic requirement of development i.e. education.
- There is no proper drainage facility in many villages.
- Under I.A.Y scheme, a lot of biasness was reported in the selection of beneficiaries by the Sarpanch and no proper building material has been provided. In some villages the construction work of Galis and Nalis was stopped halfway which has resulted in the blockage of dirty water in the village posing threat to the spread of diseases like malaria etc.
- Some villagers/ beneficiaries (village Panchi Jatan, Dist. Sonapat) reported that they have to bribe JE, Panchayat Secretary, BDO for getting the cash assistance under this housing scheme. The building material supplied is of sub-standard quality which results in the reduction of life span of the constructed structure

Selection of beneficiaries

During our survey and discussion with the beneficiaries it was observed that a lot of biasness/ nepotism is involved in the selection procedure of the beneficiaries under various developmental schemes. Sarpanch gives favour to his relatives and friends whereas the real deserving beneficiaries are deprived from their rights.

- In case of distribution of tool kits to artisans under SGSY (TRYSEM), Sarpanch gives favour to his friends and the deserving beneficiaries are hardly informed about such distribution. Sarpanch just performs the formality of fulfilling the target even if the targeted people are non-deserving cases.
- Under National Social Assistance Programme, the beneficiaries are mostly non- deserving. The deserving cases have to bribe the authorities (vil. Pati Brahmna, Dist. Sonapat) for getting pension.

- At some places, under Sanitation programme the benefit is provided to the landlords, politically influential people etc. and the SCs, STs and other BPL families are not provided any material for the construction of toilets (vil. Sadipur, Dist. Sonapat) even if some are provided the material but it is not complete. No material is given for the construction of the roof of the toilets (vil. Pinana, Dist. Sonipat)

Needs Assessment

In addition to our survey findings during our survey of the two districts of Haryana (Sonapat and Gurgaon) we had a thorough discussion with the villagers about their requirements and difficulties faced by them. Some of the requirements of villagers are given below under different headings:

SONEPAT

- Water

Water pipes are yet to be laid in many localities. There is no Gaudhar a place for animals to drink water.

- Health & Sanitation

There is no place for dumping of garbage which poses a threat of breeding of mosquitoes and other disease spreading insects. There is need for community toilets, some villagers also complained of non-availability of finance for the construction of toilets. Some villagers have reported check on nepotism by sarpanch while selecting beneficiaries for the distribution of funds for the construction of toilets.

- Education

Repair of school building and lack of boundary walls on all sides of the school building

- Housing

Check on nepotism by Sarpanch and secretary in distribution of loans for the construction of houses under I.A.Y. There is distribution of building material instead of cash assistance without any quality check on the material supplied to the beneficiaries which results in supply of low grade construction material. This shortens the life span of the constructed structure.

- Roads, Galis & Nalis

Low quality material used for the construction of Galis & Nalis in the village, this reduces the life of these structures and the conditions soon return to the original one of stagnant water and filth.

- Social Benefits

Check on selection of beneficiaries, as mostly it is not fair in the distribution of financial assistance under N.S.A.P. Those who get this assistance have to pay a bribe of 5% every time they go to receive it . (village Sadipur and Panchi Jatan).

- Cremation Ground

Villagers reported that the cremation ground was allotted to the poor for making houses under the I.A.Y scheme, and the houses constructed on this land were given to poor mostly the SC / BPL families, but now there is no cremation ground.

- Others

No public playground in the villages.

No Panchayat Bhavan in the village (village Pinana)

Urgent need for arrangement of electric power.

Sometimes in the name of loan, instead of milk giving buffalo, the villagers are given buffaloes whose milk yield is zero or almost negligible. Even if complaints are lodged against such incidents, no body pays heed to them. They simply loose the loan money without any benefit.

Requirement of a Nationalized Bank in the village to cater its large population (village Panchi Jatan)

GURGAON

- Water

Villagers of Karamchandpur complained of lack of a proper water supply. The Water supply is erratic and water supplied is brackish. There is no Gaudhar a place for animals to drink water. Need for wells in Harijan areas and other localities of the villages.

- Health & Sanitation

There is need for primary health centers and need for cleaning lanes and paths. There is no proper arrangement of toilets.

- Education

The school teachers appointed for village schools are made to work for other departments, for different works because of which children's education gets affected. The schools do not have sufficient teaching staff and the salary of present school teachers is less. Village schools need recognition from the education branch. School buildings are in a bad shape and children are unable to study there.

- Housing

Check on nepotism by sarpanch and secretary in distribution of loans for the construction of houses under I.A.Y. There is distribution of building material instead of cash assistance without any quality check on the material supplied to the beneficiaries, which results in supply of low-grade construction material. This shortens the life span of the constructed structure. Construction work remains incomplete for want of funds due to long procedures.

- Roads, Galis & Nalis

Low quality material used for the construction of Galis & Nalis in the village, this reduces the life of these structures and the conditions soon return to the original one of stagnant water and filth. Harijans don't have drains or Nalis in their areas. The construction of Galis & Nalis is left incomplete by the contractor.

- Social Benefits

Handicapped children are in need of some kind of financial assistance every month. For self employment of ladies, sewing centers are needed in rural areas.

- Cremation Ground

Encroachment of village graveyard (village Akhlampur)

- Others

No public playground in the villages.

Irrigation cannal from Akeda to Mau needed

Setting up of Animal dispensaries

Need for electric poles.

There is a distinct disparity between the present wages the labour get and the market rate.

PROFILE OF SURVEYED VILLAGES (SONIPAT)

Pinana

Pinana is a big village of Sonipat Block in Sonipat district. It is situated at Sonipat Gohana Road. It has a population of about 6000. Majority of people in the village belong to the Jat community, people belonging to the Scheduled Castes are quite less in number. The village has about 40 Scheduled Castes households.

The village is mainly divided into two parts –

- The landlord's part/ division
- Scheduled Castes (landless people) division.

Gram Panchayat's Sabha meetings are known as "Aam julas" and very few people attend these Sabha meetings. The villagers do not know what kind of funds reaches their village. Even the Panchayat Sarpanch does not know about the developmental schemes being run by the DRDA or other agencies.

Almost 80% people of the village have heard of Old Age Pension and Indira Awas Yojana schemes. During the survey conducted for the project, the team found few houses made under the IAY scheme, however, it is a different matter that some of the beneficiaries of housing scheme were not eligible to receive this benefit. The village has lanes (Khadanjas) and drains. However, the village faces problem of drinking water.

The areas of the Scheduled Caste people seemed lacking facilities. PRA of the project in Pinana village was carried out in SC people's area, which had a newly constructed building. At very first glance one could get the impression that the building's life is not more than 2 or 3 yrs. Harijan people still drink water from the village well because they do not have taps installed in their areas. One beneficiary of Indira Awas Yojana did receive a house under this scheme but till the date of survey he had not received the door, after so many efforts. Main problem that the SC people face in their locality, is of toilets. As per the Government rule, they are provided with bricks, cement etc. To get all this, they have to visit concerned office several times, and still all the material is not given at one go. This kind of red tapism frustrates the beneficiaries.

Under EAS Scheme, in Haryana, the wages of workers is very less. Therefore, the contractor or the agency get their work done showing more mandays.

The Sarpanch of the village is mostly the person who is very influential. Sarpanch obtains thumb impressions or signatures of people whenever he requires it for official records.

Sarpanch usually has good reach to the offices of DC/ MLA/ MP and works accordingly. Better the Sarpanch's networking more are the benefits & more are the no. of schemes in the village.

BDO is generally well aware of the organization of the Gram Sabha,(very low people participation and the formality of signature of the people) but he is forced to implement whatever a Gram Sabha passes on the paper.

When asked about different developmental schemes being run in their village, the SC people (area where the survey team conducted the PRA) were unable to say anything because they had no information on the procedure, selection criteria and benefits offered by different schemes.

According to them the Gram Sabha meeting was held long back in the village. The SC community is dominated and suppressed by the Jats here. Their main demand is more BPL cards to be issued for the poor.

After visiting the Pinana village, one realizes there is lack of awareness programmes in village regarding various developmental schemes.

Shadipur

Village Shadipur is under Mirpur Panchayat. The village is very close to Sonipat city. It has a mixed population of Jats and Scheduled Caste people.

For the last 2 to 3 years, the village has not received any funds. The village has electricity but faces problem of proper drains for removal of waste water. The village also does not have a link road, the village colony is haphazardly formed and the road is disputed.

The Gram Sabha exists only on papers, the Sarpanch of the village wields considerable clout in politics. The condition of the village is absolutely bad during the rainy season.

The Patwari distributes Old Age Pension on a fixed day in village. Those who are able to receive it on the distribution day get it, others who miss it loose it for that month. The money, which remains undistributed, is squandered by the Sarpanch & Patwari team.

The money for the schemes generally remains with the Sarpanch. It is given to anybody whom the Sarpanch wants to get this money. The Sarpanch chooses the beneficiaries. His motto is increasing the work and to get new schemes.

Not a single year passes without the State getting its share of money for its developmental projects but, what is shown in the record books in the name of development & progress, need not match with what one sees at the grassroots/ village. The villagers do not have any information on the developmental schemes being implemented in the village. The report on implemented schemes can be regarded as no more than a piece of data - where one can comment "statistical data on schemes is very good but the results are zero.

Panchi Jatan

It is a big developed village of Gannaur block in Sonipat district. It is situated on Sonipat Gannaur road.

Population of this village is around 10,000. SC population is around 1,000.

The village has electricity, different shops selling essential commodities, transport facilities. Drinking water is available for about only 20% population.

The village is divided into two parts :-

- (i) The Upper Caste
- (ii) Lower Caste

Even the Upper Caste is divided into two divisions.

Through PRA, which was conducted in the village, following information was gathered. The people are generally not aware of all the schemes implemented/ running in the village. The implementing/ funding agency, the selection procedure/ criteria, benefits offered by the scheme are mostly never known to the villagers.

Scheduled Caste people allege that, different implemented schemes in the village are for the landlords and Upper Caste community people because they are the ones who get most of the benefits of these schemes.

People face problem of drinking water and it is more severe in SC areas. There is only one tube well in the village which is in the landlords area. SC people are not allowed to use that tube well for drawing drinking water from there.

Panchi Jatan faces one more problem, of not having any cremation ground in the village. The ground, where they used to perform the last rites of their relatives earlier, has been illegally encroached upon by a former Sarpanch of the village. Due to this, they are forced to conduct the funeral rites by the road side. The people of the village made an earnest plea to the Govt. to carry out awareness programmes in their village regarding different schemes.

Patti Brahmnan

The village is situated at a distance of 5 km in the interior. The village has a link road and has people of one community only. There is no common transport system here but every household has own individual conveyance. The village has facilities of electricity, drinking water drains, lanes etc. It also has public buildings. Most of the people are farmers.

People's main demand is that there should be an awareness programme on the schemes being implemented in villages. In the absence of such programmes, people are not able to take scheme benefits fully.

The benefits like lanes, drains, 'khadanjas' etc are mainly made in the areas of affluent people.

PROFILE OF SURVEYED VILLAGES (GURGAON)

Evaluation of rural development schemes in Mewat region (Gurgaon District)

During evaluation of various rural schemes, Mewat region of Gurgaon District was visited. Two blocks namely Nuh and Nagina were chosen both the Blocks fall in Mewat region with 78% population of Meo people. They follow Muslim traditions in fact they are all converted Muslims. The total literacy of these areas is around 34% where as the female literacy is just 10-12%. The Meos have not been included in the other backward caste category.

Akera

Akera is a big village, with a population around 7,000. 64-65% of the population is of Meos. Others include Scheduled Castes. Total number of BPL families living in this village is around 176.

It was observed that very little developmental work has been done in the village. Under Employment Assurance Scheme (EAS) some 'galis' and 'nalis' have been made. One retaining wall and one street was built (JGSY).

People of this village face an acute shortage of water here. The water supplied in the area is brackish. The water requirements of the village are fulfilled by few hand pumps in the area. These hand pumps are 2-3 km away from the main village and the water supplied by the Govt. is erratic and inadequate.

The investigating team's studies reveal that the villagers are not fully aware of Govt's rural developmental schemes. Particularly the Scheduled Castes people are totally ignorant of any of these schemes. However, they are not aware of Indira Awas Yojana (IAY) and pension schemes.

The contractor who brings his own labour for the work from outside carries out construction work.

Karamchandpur

Karamchandpur is one of the three villages which form the main panchayat. This village is about 4-5 km from the Panchayat village.

There are 70 households in this village and the total population is around 800. Most of the houses here are kuccha. Most of people are poor but still the BPL benefits under the developmental schemes are given to only 10 people in the village. One member of Panchayat is from this village. He is illiterate and does not have much say in Panchayat's working. Therefore, no funds are released for the village.

No developmental work seems to have been done in this village. During last 10-15 yrs, only one or two gali repairs have been undertaken. There is no Aanganwari center in this village, it is in other village, and due to distance, children from this village do not go to Aanganwari.

Most of the people interviewed seemed unaware of most of these schemes. They know only of Indira Awas Yojana. But no house has been built under IAY in this village. Few people are beneficiaries of pension scheme. But as per people, the village chowkidar takes bribe for entering their names in the pension scheme.

Nagina

Nagina is a big village and a Panchayat. Total population of village is around 10,000. Most of the people are Meo's. There are also 2000 Scheduled Caste people in this village. BPL families number is 157.

It is a well-developed village, and facilities like school, hospital and road are available here.

Some work under the developmental schemes seems to have been done in the village. Around 40 houses are constructed under IAY scheme. Most of the 'galis' in this village are pucca. People of the village are aware of rural developmental schemes being implemented. However, it was observed, people belonging to the general category are more aware of these schemes than the Scheduled Caste people. SC people know about only few schemes. SC people say the developmental work is done only in the area of Sarpanchs residence. There are complaints of pensions being given to the people who are not eligible. The Sarpanch clarifies that due to shortage of funds all the village work can not be done.

Aklampur

Aklampur is a small village and is situated in the interior. The village has a population of 700 people. All people are Meo's, most of them are poor and depend mostly on agriculture. Developmental work in the village is very marginal and is not sufficient.

Most of the people are unaware of the schemes being implemented. Those who are aware know of only few selected schemes. People complain about the insufficiency of funds and they say it is like a drop of water in the ocean.

An FIR against earlier Sarpanch is registered in the village. He had received Rs. 40,000/- for development in the village. But, he never completed these works. The BDO has sent a letter to newly elected Sarpanch to recover the money.

EXHIBIT 4.1

District Profile of Sonipat

Sonipat

District Sonipat consists of three main sub-divisions and seven blocks :

- Gannaur
- Sonipat
- Gohana

The blocks are Gannaur, Sonipat, Rai, Kharkhoda Gohana, Kathura and Mundlana.

Location and Area (Exhibit 4.1 (A))

Sonipat has an area of 2,13,080 hectare. It has south-eastern direction in the State of Haryana and has union territory of Delhi in the south. On other sides, it is bound by the Districts of Rohtak, Jind and Panipat. The district shares its inter-state boundary with District Meerut of Uttar Pradesh. Sonipat is the largest Tehsil in the District followed by Gohana.

Geographical description

Broadly speaking, the entire District is a part of the Punjab plain but the area is not leveled in some parts.

The District can be roughly divided into three regions.

1. **The Khadar:** - A narrow flood plain 2 to 4 miles wide, runs along the river Yamuna which flows along the eastern boundary of district. The flood plain is formed by the river along its course. The Khadar plain is 20-30 ft. lower than adjoining upland plain. It contains fine clay loam which the river deposits there during floods.
2. **The Upland plain:-** Sonipat tehsil lies west the Khadar and forms the most extensive area of the three regions. The upland plain is covered by alluvium, which is highly productive if irrigation is provided. Wide spread farming of crops, oil seeds, horticultural plants vegetables and flowers is undertaken in this region.

Aravalli's northern most extension is represented by the ridges in Gohana.
3. **Sandy Region:-** A very small part of the District is covered with soil comprising sand or sandy loam. Parts of the region have soils which show higher PH values.

Climate

Sonipat has a dry and extremely hot summer and a cold winter. The monsoon lasts from July-September. Winter starts in the later half of November when day and night temperature falls rapidly. Jan is the coldest month with average daily temperature 6-7⁰C. Maximum temperature during summer reaches 47⁰C.

Humidity is considerably low during greater part of the year. Minimum humidity (less than 20%) is found during April and May. During monsoon it rises rapidly.

The rainfall of the District varies from year to year, the maximum rainfall is recorded during the monsoon and its peak is recorded in the month of July. Monsoon accounts for 75% of annual rainfall in the District.

During the monsoon, winds are generally strong but become light during post-monsoon and winter months. It experiences high incidence of thunder squalls during the months from April to June.

Population

As per 1991 census, the population of Sonipat is 10,45,158 of this, the urban population constitutes a small part which is only 2,10,521. The District is mainly rural in nature and the main activity of people is agriculture. The rural population of the District is 8,34,637. The male and female ratio in the rural areas is 1:1 where as this ratio in the urban areas depicts a low ratio of female population as compared to men.

According to 1991 census, working population of Sonipat consists of 11,50,49 cultivators, 58,296 agricultural labourers.

Water Resources

The main river in Sonipat is river Yamuna and the canals flowing out of it. There are no perennial rivers in the District. The under-ground water resources show variation in different areas. The ground water level is found at a depth of 10 ft. in the Khader area along Yamuna. Where as in some of the western and south eastern parts of the District. The water table has a depth of 30-40 ft. The depth of ground water indicates, conditions of water logging in the eastern parts of District and occurrence of brackish water at other places.

EXHIBIT 4.1(A)

Sonapat is located on the Eastern part of Haryana. Main location is - Gannaur. District is well connected by Rail & Road Network.

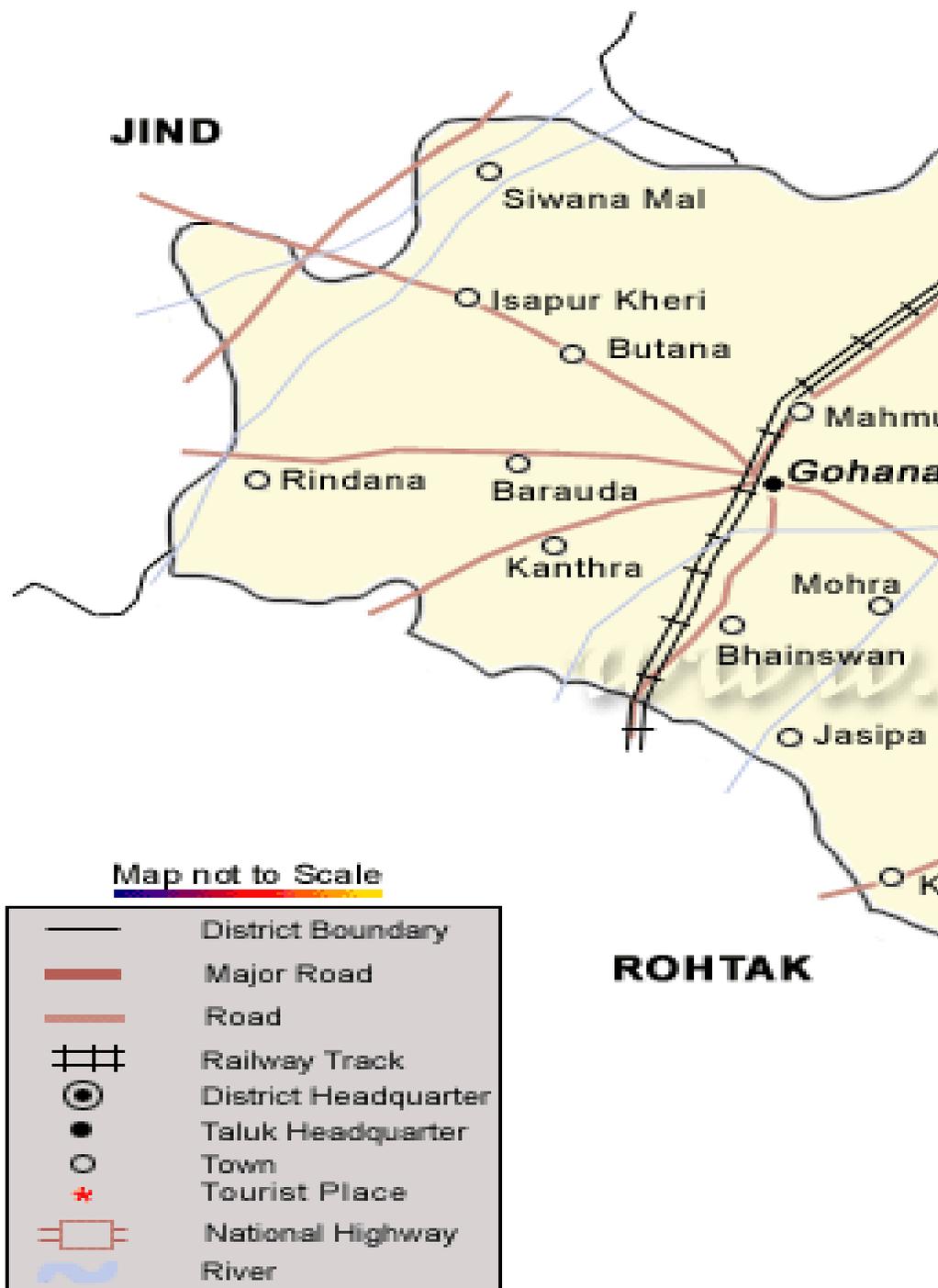


EXHIBIT 4.2

District Profile of Gurgaon

Gurgaon

The District is named after its headquarter town Gurgaon. It is said, the name Gurgaon is derived from 'Guru Gram' which means village of a spiritual leader. About 1.5 km. away from the Gurgaon city, lies a village of the same name. It is famous for its temple of Sitla Mata and a fair is held every Monday and Tuesday.

The Gurgaon District consists of Gurgaon, Pataudi, Nuh and Ferozpur Jhirka Tehsils.

Location of the area (Exhibit 4.2(A))

The District lies between 27°39' and 28°32'25" North Latitude and 76°20'45" East Longitude. On its north lie the District of Rohtak and Union Territory of Delhi. To its east is Faridabad district, on the south, it is separated from the states of Uttar Pradesh and Rajasthan. The west side of the Gurgaon District is bound by Rewari District and the state of Rajasthan.

Gurgaon District has 313 persons per km and ranks seventh among the twelve districts of Haryana state.

Climate

The District has a sub-tropical continental monsoon climate. The rainfall distribution as compared to the Western parts of Haryana is satisfactory.

Hot summer, cold winter and unpredictable rainfall pattern are some of the District features of the District.

Geographical description

Gurgaon is dominated by rolling plain topography followed by the Aravalli range extension. Aravalli shoots can be seen running along the western parts of the district and continue right up to the Union Territory of Delhi in north-east south-west direction. The hillocks are cut and fractured by monsoon water rivulets.

Gurgaon has light soils. Type of soils found are:-

- Sandy loam
- Medium soils particularly light loam (seoti) and loam (Bhangar and Nardak)
- Coarse loam (Dahar and Chaeknote) and rocky surfaces
- Rocky surfaces.

Underground water levels is relatively high in the district. Water table under the rocky surface is very deep.

ECONOMY

Economy of the District is primarily agriculture dependent. Most of the people are cultivators and agricultural labourers.

District's closeness to Delhi and availability of infrastructure facilities have naturally attracted a number of entrepreneurs.

There are a number of factories which manufacture metal products, non-metallic mineral products, cotton yarn, hardware, wrist watches, printing machines, oxygen gas, rubber products, motor vehicles, cars & motor cycles etc.

Population

As per 1991 census, the District has a total population of 1,146,090. About 27.75 per cent of the population has been calculated as main workers 53.88 per cent of its main workers are engaged in agricultural activities, which include cultivators and agricultural labourers.

The total population of Gurgaon District as per census reports 1991 was 11,460,900 and held 4th rank population wise in the state of Haryana and as per 2001 reports it stands at 16 57669. The male female ratio in the district as per 2001 census reports is 874: 1000 males.

The literacy rate of males in Gurgaon is 77.11 per cent where the female literacy rate is only 48.29% (census, 2001).

EXHIBIT 4.2(A)

Gurgaon is located on the South-East of Haryana. Main locations are - Pataudi & Firozpur Jhirka. District is well connected by the National Highway, Rail & Road Network. Tourist Places are - Badshahpur, Sohna & Sultanpur W.L.S.



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CONCLUSIONS & RECOMMENDATIONS

Poverty is a convoluted occurrence. It is closely connected with income where as social, political and environmental factors are the contributing factors. Functioning of not one but all these distinctive features creates poverty. Any attempt to eradicate poverty, thus needs cohesive action against each of the factors, which are basically responsible for creating it in the first place. Up gradation of economic means alone, does not necessarily give aspired results to alleviate poverty because the poor people feel defenseless against so many forces. These forces and constraints can be both external as well as internal. Their vulnerable position renders these forces uncontrollable for them. They are powerless, helpless but also insecure. They often do not get support and help from the government systems, which are expected to be independent, free from any preconceived notions and pro-poor recognizing their needs and exigencies. Following is a synthesis of information collected on various developmental schemes in the State of Haryana.

Conclusions

Based on the findings of project investigations, especially in the context of adequacy, impact with in the set guidelines vis-à-vis their present state of implementation of various rural development schemes in rural areas, following conclusions have been drawn.

There is no denying, the Government formulated various developmental schemes for rural areas to mitigate poverty and improve quality of living of rural poor and they have been successful to a large extent. From the situation of food shortage and insecurity in general we have become a food surplus country with large buffer stocks, overall employment has improved, incomes and economic status has improved and there has been an all round development in almost all spheres. However the cause of concern is that the pace of development has been rather slow and lacking development. In villages, we still find people who are unable to meet their two ends or have a square meal for themselves and their families. Thus, somewhere these schemes have failed to achieve their goals to the extent they were expected to achieve. The result, even today millions continue to live below poverty line not knowing where the next meal is going to come from.

The main problems that the rural people face is lack of employment, illiteracy, shelterlessness, unavailability of clean drinking water, health facilities, etc. Implementation of different rural developmental schemes has helped people in certain areas but has also widened the disparity among the people in the society. The benefits mostly have gone to the Upper Castes, landlords and politically influential people of villages. The rural poor, BPL families SC / ST people and other needy people still face hardships and have been benefited from these various schemes to the extent that they should have. At the same time the Govt. needs to launch awareness programmes on the schemes and reformulate schemes as per the needs of people and areas they reside. People's participation is equally important for successful implementation of all the developmental schemes. The pursuit needs a lot of honest action along with tons of loyalty.

One of the major lacunas, which have emerged from this survey, is the lack of awareness both amongst the intended beneficiaries as well as the implementing agencies and officials. It has been found that many of the functionaries and people responsible for implementing these schemes themselves are not aware of procedures involved in implementing these schemes or their nitty gritty. They seem rather

confused and not knowing what to do and when, how much to use and whom to select as beneficiaries. Further there is lack of integration in the overall approach to development. There are so many schemes with similar objectives, similar target beneficiaries, and similar objectives that both for the officials as well as the target beneficiaries, it is difficult to keep a track. Hence unless someone takes specific interest in some intervention, that intervention at times never sees the light of the day. The multiplicity and duplicity of the schemes has also led to confusion to a large extent. The norms for similar interventions and lack of interest to the interventions by the stakeholders due to their non participation at different stages is one of the major deterring factor for the overall and integrated development.

One of other important observations is that the approach still being followed in the implementation of the rural development schemes is top - bottom approach. The intended beneficiaries hardly have a say or a choice at any of the stages, be it planning, implementation, or anything else. On the other hand this has led to a great mismatch of the interventions being provided with that of needs and expectations of the villagers. It has also been found that at places where some intervention is required, it is not given while those interventions are given which are not in the priority list of the villagers.

In poverty alleviation process, women face a double disadvantage in our male dominated society. Firstly, it is due to their insufficient access to the available resources and secondly because of their weak voice and position in the society. Widespread social disparities have acutely marginalized women in different areas like education, employment, and even the ownership rights. Rural poor women face these discriminations even more because of strong gender bias which prevails in the rural areas this gender bias is amply displayed in the rural areas (poor women participation in PRA's), visited during the course of this study. There is an acute dearth of awareness programmes meant to elevate & help upgrade the status of poor women in Haryana. The women programmes and schemes do not seem to have been implemented in these areas. Some of the schemes, which were implemented, have not helped rural women, partly because they have their own social barriers like purdah system and their lack of education. There is certainly a huge need to make women of these areas aware of these Developmental programmes and importance of taking up self-generating employment schemes. If successfully implemented, the efforts can initiate a social and economic change improving quality of life of the rural poor women.

Last but not the least the survey findings have revealed that the release of funds most of the time is not timely. In fact both sides of the government, the giver and the receiver have their own foes. The Central Government which is responsible for timely release of funds have stated the main reason of delay in releases as the non-fulfillment of the conditions / criteria of the state government agencies. While the state government have projected these terms and conditions / criteria as too lengthy and cumbersome. The state government also feels handicapped to manage completing all the formalities for such a large number of developmental schemes whether big or small.

The specific conclusions for various sectors are as follows :

Poverty Alleviation and Employment Generation

All the self-employment schemes like IRDP, DWCRA, TRYSEM, SITRA etc. have been merged and are functional under a common heading Swarnajayanti Gram Samridhi Yojana (SGSY). Launched on April 1st 99. The programme replaces the earlier self-employment and allied programmes - IRDP, DWCRA, TRYSEM, and SITRA etc. The objective of SGSY is to provide sustainable income to the rural programme. The Swarnajayanti Gram Swarajgar Yojna (SGSY) is the single self - employment programme for the rural poor. SGSY takes into account all the strength & weakness of the earlier self-employment programmes.

The schemes for employment generation / self-employment have been successful to a large extent but have to still go a long way in eradicating poverty. Many of the people from surveyed areas of Sonapat and Gurgaon report that they are aware of such schemes but feel that these schemes have not been useful to them and have not been adequate in meeting employment demands of the rural poor due to lackadaisical approach in their implementation. As per the survey findings, the scheme has not benefited socially disadvantaged people. It has contributed precious little in contributing to alleviate poverty and reduce social and economic disparities. Inadequate infrastructure, improper selection procedure of the beneficiaries, members of the SHGs, insufficient funds and resources, poor management, lack of awareness and motivation are some of the reasons for slow paced growth from these interventions.

Integrated Rural Development Programmes (IRDP) and allied programmes are beneficiary oriented programmes, aimed at mitigating rural poverty through package of assistance. Since the scheme has been closed hence, no beneficiary under the scheme was found in any of the surveyed villages of Haryana State. Income Generating Schemes like TRYSEM under IRDP, SITRA and DWCRA schemes for women seem to have met the same fate in these villages. People have been unable to benefit from these schemes simply for the reason that they have no idea of such schemes' existence. Such schemes instead of providing employment opportunities to the rural poor have just remained on papers.

GENERAL CONSTRAINTS AFFECTING IMPLEMENTATION & SUCCESS/ FAILURE OF THESE PROGRAMS:

All the self-employment schemes like IRDP, DWCRA, TRYSEM, SITRA etc. have been merged and are functional under a common heading Swaranjayanti Gram Samridhi Yojana (SGSY). Launched on April 1st 99. The programme replaces the earlier self-employment and allied programmes - IRDP, DWCRA, TRYSEM, and SITRA etc. The objective of SGSY is provide sustainable income to the rural programme.

The Swaranjayanti Gram Swarojgar Yojna (SGSY) is the single self - employment programme for the rural poor. SGSY takes into account all the strength & weakness of the earlier self-employment programmes.

1. Weak forward and backward linkages. The amount of government assistance was too negligible as regards number of beneficiaries/ member of the group and the nature of income generating activity of is taken up.
2. Lack of supervisory staff at field. Absence (or insufficiently) of coordination with different authorities and communication was one of the major administrative problems. Lack/ insufficiency of supervisory staff and supervision is an important reason of failure.
3. Wrong selection procedure of beneficiaries to fulfill the target had led to inclusion of people who either did not deserve or did not put in effort in the group activities.
4. Funds were not released in time also. This forced the activities to be completed in a short span of time.
5. In one panchayat only one gram-sevak (panchayat secretary) is allotted the whole work of all the rural development schemes. They are not provided time-to-time training for up gradation of their knowledge, so they are not able to perform their duties efficiently and effectively.

6. There are very few number of NGOs in the districts/ state. Therefore it has not been possible to re-start the unsuccessful attempts or initiate non-performed activities of government machinery, by NGOs having experience and technical/ professional expertise. Further the void between people's expectation and government action has remained unfilled. The approach of government department is mostly with formal procedures and thus people feel alienated in the system. The informal method of approach is usually adopted by NGOs. Absence of sufficient NGO (and that too appropriate one) has created vacuum in the development process in the state.
7. Co-operative movement has never been strong in the state. This is because the value/ importance of co-operation is missing among people.
8. Among the BPL families, education and skill development initiatives are very less.
9. Non-awareness among people. There is no awareness generation/ awareness scheme for the people before the implementation of the scheme so that people can get some knowledge about the benefits of it, and can suitably take the benefits and make the scheme successful.
10. The selection procedure of the beneficiaries is totally biased and wrong. Mostly the Sarpanch gives favour to his friends or relatives or his group members even if they don't deserve it. The BPL & SC's are hardly given any chance. They are mostly deprived of the rights.
11. The flow of information is either very slow or late. The block level officers ask Sarpanch to arrange a particular no. of people for the distribution of tools to artisans in just two or three days. Sarpanch arranges the group in which most of the cases are non-deserving ones, due to lack of time for arranging deserving cases.
12. People are not involved in the selection procedure of items like diesel sets etc. they are supplied the sub-standard items for grabbing commission from the dealers. These items either don't work efficiently or work for some period only after that; villagers are left at the mercy of god.
13. The presence of male dominance inhibits females to participate in developmental schemes for women. They are not allowed to participate so no SHGs were formed by women.
14. Lack of initiative among people.
15. The schemes like EAS & JGSY are labour oriented schemes & provide only short-term employment to the poor people. And that also when the works are being done by the panchayat and not by the contractor & if contractor gets the work done then he brings his own labour from outside the village & the benefit does not reach the intended target people. These interventions are not available on a sustained or a continuous basis & also the villagers can't depend on them entirely. These schemes cater only to a small proportion of the village population. These benefits don't percolate & reach grassroot level if these schemes are not properly implemented.

The general impression of villagers about the scheme is that these schemes don't fulfill their needs to a large extent because of very less budgetary allocations in comparison to the population of the village. Also the wage payment made under these schemes is less than the local prevailing rates. These schemes / interventions only have a supporting role and act as additional source of income for the village.

Employment Assurance Scheme (EAS) and Jawahar Gram Samridhi Yojana (JGSY) are labour oriented schemes and provide short-term employment to the poor people and that too if the works are being done by the Panchayat and not by the contractor. If the contractor gets the work done, he arranges the labour from outside the village. After the scheme is over, the villagers are left again un-employed.

Rural Housing

Rural housing primarily provides shelter to the rural poor. Being a basic human requirement, the scheme is supposed to meet it on priority basis. It is an admitted fact that over the years, a number of areas have been covered under the Indira Awas Yojana - the main scheme under the housing sector. However, it is also a fact that the housing benefits have not percolated fully to the needy people in the rural areas. It is very evident from the individual interviews with the villagers of surveyed sample areas; PRAs held in these villages that not all the SC or BPL families in these areas have got benefit of Indira Awas Yojana. The number of beneficiaries under the scheme is certainly much below the expected results. A quick glance at the official data shows there is disparity between the official figures provided and the actual situation found in the villages. Villages like Shadipur in Sonapat District, Karamchandpur and Akhlimpur in Gurgaon District bear a testimony to the fact that during last few years IAY benefits have not reached all the poor, BPL, SC & other needy people in these villages. Though in other surveyed villages, some dwelling units have been given to people. It can be deduced that funds provided and the targets achieved over the years are not proportional to each other.

Similarly, whenever the houses are given, the beneficiaries have been provided with the building material by the Block authorities themselves that is contrary to the guidelines set under the scheme (as found at Murthal Khas, Sonipat). The beneficiaries as per scheme, should be given cash assistance and not the building material. Common complaints from the people, emphasizes the fact. The material given is of low quality. Such complaints have also been registered at other villages in Sonipat and Gurgaon in Haryana. The beneficiaries are not revealed the source of building material and there is no quality check on any of the materials bought, which in fact is resented by the beneficiaries. It is ironic that the target groups of the housing programme are SC, other needy and poor rural people, but these very people have reported that they have not got any housing benefit from this “shelter for all” scheme.

Social Security

The survey findings indicate that The National Social Assistance Programme has benefited some deserving people in the villages. On one hand genuine old people, and handicapped have benefited but on the other hand, this social security benefit has been extended to people who do not qualify for this benefit under the guidelines of programme. People’s opinion on the scheme is that wrong people are selected for the pension benefits. Physically fit people enjoy handicapped pension and not so old are selected for the old age pension.

Agriculture & Allied Sectors

Agricultural growth has a direct influence on the poverty removal programme. It plays a major role in our lives and overall national growth. Agriculture and villages are inseparable & are closely linked. Most of the agricultural area falls under rainfed areas in the villages. Different schemes related to improve agricultural output directly or indirectly, like Soil and Water Conservation, in the Project does not seem to have been working in the surveyed rural areas of Sonapat & Gurgaon Districts. There is lack of awareness programme to educate people on the benefits of such programmes. They are generally ignorant of soil conservation benefits from the schemes. Though these areas face acute shortage of water

yet it is unfortunate that no major development programmes have been implemented in the areas to cut down soil erosion, increase, vegetation cover and thereby increase / redeem water resources.

REASONS FOR NON- IMPLEMENTATION OF AGRICULTURAL PROGRAMS

The soil being sandy and water brackish is not suitable for agricultural purposes. The water level being low, there is no facility for irrigation. The people of the region are not aware about some alternative agricultural practices which needs less/ negligible water for growth. Govt. authorities are least interested in the development of backward areas and hardly pay any attention to it. People still rely on the age -old practices and tools of agriculture. No Govt. authority has taken any initiative in providing the modern tools and improved hybrid varieties of seeds to these villagers. During our survey we came to know that there are some regions like village Karamchandpur (Dist. Gurgaon, Block Nuh), Where no Govt. team has visited from the last 10-15 years. Our team (Santek Consultants Pvt. Ltd.) was the first team to visit that village. No developmental work has taken place in this village from the last 10-15 years. This village is about 4-5 Kilometers from the Panchayat village. One member of Panchayat is from this village. He is illiterate and doesn't have much say in the Panchayat working. Therefore no funds are released for the developmental work of the village.

Drinking Water

Higher priority is accorded to rural drinking water supply scheme and it being a State scheme is implemented by the State. Central Government only assists States in their endeavors. Our observations on the drinking water schemes in the surveyed villages of two of Haryana Districts reveal that these schemes have been successful only to some extent in providing potable water to the villagers.

The schemes created with much hype and introduced with great fan-fare are yet to be proven. People of these villages rely on erratic water supply, the supply has no fixed timings and rural women have to spend endless hours in waiting. The water supply is extremely thin and at some places water is brackish.

At many places, the water pipes have not even been laid; this problem is more conspicuous in poor and SC localities. There is caste disparity as far as the installation of taps and hand-pumps are concerned. The hand pumps are installed generally in the landlord's areas, which do not allow SC people from collecting water from their hand pumps. SC people, poor and BPL families face intense water hardships. Even today for their water requirements, they depend on village wells or fetch water from far of areas. The scheme has scope for vast improvements. The major problem facing the water scheme is not only due to depleted ground water resources & other resources but also improper planning, SC / landlord caste disparity, political influence, inadequate financial and unorganized assistance, lack of water harvesting and water conservation programmes. The Rural people, particularly the SC & BPL who should have been the major beneficiaries are yet to get this one of the most important essentials of life. The State Govt. needs to have a capable mechanism to maintain assets and should involve people at all stages of scheme implementation. It will help tide over problems of low-quality material usage and inferior construction. An absolute change is required in the implementation and also supervision.

Health & Sanitation

Some people in these villages have been benefited under the schemes for health and sanitation. But insufficiency of funds has prevented people of these villages from building sanitary toilets. In order to improve and enlarge the sanitation facilities in villages, quality material needs to be provided for toilet construction and funds increased to bring more people under the benefit bracket. An improvement in

the sanitary conditions will ultimately be helpful in bringing improvement in their health status as health and sanitation are intimately connected.

Education & Related Areas

Education forms the main tool which can liberate people from illiteracy and poverty, poverty cannot be alleviated if poor remain uneducated. In the light of observations made in the selected villages, it has been found that the educational facilities need to be spruced up. After visiting villages, one can conclude that the villages lack proper facilities for primary and middle level education and those villages which have these facilities are ill-equipped. Either the staff is absent or the school building is dilapidated posing danger to the students. At the primary level, the drop out rate is high particularly among the poor, SC & BPL students although it has helped the rural children in learning their basic elementary education.

Reasons for low literacy level in Mewat region: The total literacy in Mewat region is just 36-38% and for females it is 10-12 % only.

1. Large family size

The region being Muslim dominated with Muslim population more than 80%, there is a blind faith among people that person having more no. of children is more closer to God and is helping his community by increasing the population of his community. Most of the people are not aware about the family planning. Every family has 8 to 10 children with only one or two earning hands It becomes difficult and impossible for them to send such a large no. to the school.

2. Poverty

The large family size has added to their poverty. They have to work hard to make their both ends meet. The agricultural produce being low because of low rainfall & the soil being not so productive. They don't believe in getting education as they think, "it is wastage of time & they can rather earn bread by working in the fields than attending the school.

3. Male dominance

The purdah system inhibits women to get educated. The families being male dominated; women are not allowed to get education. They still have blind belief that the job of females is to rear the children, look after the household and work in the fields.

Lack of awareness among the people about the various benefits of literacy is one of the most important reasons for low literacy in Mewat region.

The functioning of DRDA and PRI as per the survey findings is given below:

- Due to lack of proper staff, District authorities are not able to work efficiently and effectively.
- They release funds timely and according to scheme criteria, but do not have a proper monitoring system to monitor the functioning of scheme after its implementation.
- Lack of coordination between district official of DRDA and PRI functionaries.
- Political interference involved in the allocation of funds

- District officials don't visit the field and visit records are not maintained properly
- Do not pay attention to the complaints of villagers/ Panchayat
- Lack of co-ordination between block staff and panchayat level staff (Panchayat secretary)
- Do not take adequate measures for proper participation of villagers in the implementation of schemes, mostly the officials are concerned about meeting the targets using short cut methods thus diluting/ deviating from the whole objectives of the scheme

Creation of assets

- The construction work of Galis and Nalis has been stopped inbetween which has resulted in the blockage of dirty water in the village.
- Not much attention has been paid to the infrastructure building. In some villages (Sadipur, Block Sonapat, Dist. Sonapat) even after various requests no funds were provided for the construction of school building, with the result the villagers had to make collections on their own and erect the building for this basic requirement of development i.e. education.
- There is no proper drainage facility in many villages.
- A lot of biasness was reported in the selection of beneficiaries by the Sarpanch and no proper building material has been provided.
- For getting cash assistance , beneficiaries have to bribe the authorities like Panchayat secretary, JE, BDO (village PanchiJatan, Dist. Sonipat)

Selection of beneficiaries

- Lack of awareness among beneficiaries about the benefits available under different schemes makes villagers much prone to exploitation and their share takes somebody else.
- In case of distribution of tool kits to artisans under SGSY (TRYSEM), Sarpanch gives favour to his friends and the deserving beneficiaries are hardly informed about such distribution. Sarpanch just performs the formality of fulfilling the target even if the targeted people are non- deserving cases.
- Under National Social Assistance Programme, the beneficiaries are mostly non- deserving. The deserving cases have to bribe the authorities (vil. Pati Brahmna, Dist. Sonapat) for getting pension.
- At some places, under Sanitation programme the benefit is provided to the landlords and the SCs, STs and other BPL families are not provided any material for the construction of toilets (vil. Sadipur, Dist. Sonapat)

Recommendations

In the light of observations made in the selected sample villages of the selected Districts areas, following recommendations are being made:

Poverty alleviation and employment generation

- In poverty alleviation process, special policies have been designed to protect women & their interests, their mainstreaming, economic and social empowerment. By paying more attention towards awareness generation and reduction of biasness in the selection procedure can help a lot in efficient implementation
- There should be an awareness programme before the implementation of the process/ scheme. This programme should include the benefits and proper route for approaching & getting these benefits. This can be achieved by having a proper display of the pictorial posters about the success stories, usefulness of the schemes. The written material should be in the language understandable to them. Most of the villagers are illiterate and they are not able to read the posters or hoarding, a massive publicity programme through different audio-visual aids whichever is easily understandable to villagers should be adopted. The best method of awareness generation of such people can be achieved through nukad-nataks, visiting some nodal villages and meeting people who have got benefited from this scheme.
- Local people should be always involved in the work (even if the work is not handled by the Sarpanch) under various employment schemes.
- The budgetary allocation for these schemes should be sufficient to provide genuine wage rates to the workers/ beneficiaries
- There should be no bottlenecks in the communication between the beneficiaries and the implementing agency. Sarpanch should arrange a meeting of villagers and the implementing authorities. This will enable to clear all the doubts from face to face discussion about the scheme implementation, benefits, time frame, funds available and ways of approaching for being a beneficiary under the scheme. This will create a sense of transparency in the minds of people and they will start trusting and participating in it.
- Inhibition of women beneficiaries by men for participation in different schemes can be removed to a large extent by involving female motivators from outside. These motivators should be trained or capable enough to remove the social/ cultural barriers from the minds of people like purdah system, belief that women should remain confined to the home only etc.
- There should be a proper display of the literature about the success stories of these schemes in other villages. This display of literature should be done in a language understandable to villagers.

Rural Housing

- To provide shelter to all BPL families, SC and other target groups, it should be ensured the proper quality of building material is supplied and in time or else there should be provision for cash assistance. The programmes for rural housing needs increased fund allocation. There should

be proper monitoring system for checking the quality of building material and a proper and effective source of building material should be fixed. Villagers should know this source so that a proper transparency is maintained.

Social Security

- There is need to take up extensive awareness camps for various social security schemes. Participatory approaches would be useful for making the beneficiary selection more transparent.
- Stringent rules must be passed to ensure that corrupt practices do not hamper and harass the bank loan seekers, old age and handicapped pensioners, and other recipients of bank assistance for small enterprises or other beneficiaries for other interventions. People found responsible for any deviations from the said guidelines should be punished/ penalized there only.
- Social audit, transparency and accountability must be ensured in implemented schemes. This will ensure a check in arbitrariness at the decision making level and the selection process for the beneficiaries of various developmental schemes.

Agriculture and allied sectors

- The authorities should take more responsive steps by visiting the rural areas and create awareness among people about different agricultural activities.
- Modern agricultural technologies should replace the age-old existing conventional methods so that produce can be increased.
- As the soil of the region is rocky and less fertile because of brackish water, alternative crop, which requires less water for growth and development should be sown.
- Villagers should be supplied hybrid seed varieties (disease resistant and high yielding) at subsidized rates.

Drinking Water

- For rural water supply, factors like peoples needs, the ground-water realities, geographical and geological features of the area should also be addressed. It should be ensured that there is no caste bias in installation of water hand pumps, taps and water pipes. In the case of SC localities more pipes should be laid and they should be provided separate water connections so that they don't have to fetch water from far off places. This will also save them from victimization of caste disparity, which they facing on fetching water from landlord's land.

Sanitation

- Selection of beneficiaries under this scheme should be fair without any biasness. This can be achieved by having periodic as well as surprise checks at the sites by the authorities, checking of the records and meeting the beneficiaries to make sure that the deserving cases have been selected. Any deviations found should be rectified and the person responsible should be penalized.
- The material supplied for the construction of toilets should be sufficient of good quality and should also be complete.

Education and related areas

- Appropriate steps should be taken to make the schools well equipped for providing the education to the BPL, SC and other needy people.
- Committees should be made (with the Sarpanch as head). The job of the committee should be to explore the reasons (behind early dropouts and reasons for not sending the children to schools) and take appropriate action like providing scholarships if money acts as an inhibiting factor,
- As Sarpanch has a say in the village, he can motivate people to send their wards to school. Sarpanch can take appropriate steps to help the villagers to overcome financial difficulties by making more funds allocated for scholarship distribution among deserving students. He should give more emphasis on infrastructure building like construction of school buildings, roads etc.
- Teachers should be motivated to deliver a lecture at the panchayat voluntarily about the benefits of the education so that they become aware of the usefulness of education.
- The schools need to be given additional funds for school buildings, staff, equipment, teaching aids, etc. Awareness campaigns for involvement of the girl child as well as adolescent girls in the education process needs immediate attention.
- Rural development can certainly be achieved through these sectorial schemes however; the implementing agencies and officials have to own more responsibility for effective, realistic planning, through proper and honest line of action.
- Involvement of the Panchayati Raj Institutions in the implementation of the various schemes / interventions must be encouraged and if possible made mandatory. They could be involved at all stages such as planning, selection of beneficiaries, and selection of location / site, disbursement, monitoring, etc. presence of accountability can improve the effective implementation process to a great extent periodic reports about the performance/ progress of schemes should be prepared by the Sarpanch and produce the reports before the higher authorities. Moreover there should be surprise checks by the authorities at the sites also.
- The implementation agencies must be trained to use participatory approaches for effective implementation of various interventions. Proper and periodic training programmes should be designed and made mandatory for all implementing authorities at the time of implementation of any developmental scheme. This will help in effective implementation of programme without any ambiguity about the schemes to be implemented. Moreover a special training programme (about the benefits and ways of approaching for being a beneficiary) should be designed for the villagers.
- Use of area based approach could prove very useful not only in targeting the interventions well but also in terms of optimizing the utilization of resources.
- Selection procedure of the beneficiaries should be more transparent and should be known to all. Before the selection of beneficiaries the Sarpanch should be given proper time by the

implementing authorities so that he can arrange the deserving cases only. Otherwise because of lack of time in the selection process he arranges non-deserving cases just for the sake of formality.

- Special efforts need to be made for involving the lower class beneficiaries in the development process, to enable them to receive the benefits of various interventions. This can be achieved by employing different NGO groups in the awareness programme about the benefits of schemes and the formalities to be completed for getting these benefits.
- The paper work involved in effecting the releases should be reduced to improve the efficacy and efficiency of the releases of funds from the Central Government. Some computerization is necessary for record maintenance, accounting, reporting, etc.
- The Central Government could come up with standardized and computerized formats and procedures for accounting, reporting, etc.
- The Central Government as well as State Government needs to give much more attention to monitoring and evaluation of the various schemes and interventions. Beneficiary participation should be encouraged even in monitoring and evaluation work. For monitoring the formats could be standardized and computerized. This would not only simplify the existing procedures but also would save a lot of time and effort and also ensure timely release of the funds.

Awareness Generation

- It is being observed that the caste divide is becoming more and more evident and prominent. Some long term and sound strategies need to be considered to mitigate this effect. No doubt this social evil can't be abolished in a single step but appropriate steps like providing education, developing lower caste people by making them aware about their rights and privileges provided to them under various rural development schemes.
- More emphasis needs to be given on the infrastructure building part such as roads, community centers, public health centers, schools, markets, etc., which in turn would catalyze the whole process of development.

Functioning of DRDA

- Sufficient staff should be recruited so that functioning can take place effectively and efficiently
- A proper monitoring system should be developed to monitor the functioning of various schemes so that loopholes if any found could be rectified there only to ensure maximum successfulness of these schemes.
- There should be a strong co-ordination between the district officials of DRDA and PRI functionaries.
- There should be no/ negligible political interference in allocation of funds or any of the functions of these institutions.

- There should be periodic/ regular field visits by the District officials, any deviation found should be rectified and records should be maintained properly.
- Proper attention should be paid to the complaints of villagers/ Panchayat and their requirements should be met immediately
- Effective awareness programmes about various schemes should be conducted so that villagers get to know about various benefits and the ways of approaching for getting these benefits.

Creation of assets

- More emphasis should be laid on the infrastructure building such as schools, connecting roads, Galis and Nalis etc.
- The existing school buildings should be repaired and fencing should be provided on all sides of the school.
- Complaint cells should be set where beneficiaries can complain against misdeeds like bribery, biasness etc. involved in getting the building material under I.A.Y . These cells should be empowered to take strict actions against the officials involved.
- For getting cash assistance, beneficiaries have to bribe the authorities like Panchayat secretary, JE, BDO (village Panchi Jatan, Dist. Sonipat)

Selection of beneficiaries

- A proper monitoring system after the implementation of the scheme can help a lot in the successfulness of the target achievement of these schemes. Periodic and surprise checks of the sites and the registers maintained should be done and checked for any misappropriations.
- Awareness generation programmes should be started both before and after the implementation of the schemes. The awareness should be done in a way, which is easily understandable to the local people. Different modes of awareness generation like nukad- nataks, visiting model towns and display of information regarding the time, mode and procedure of selection process of beneficiaries.

In addition to the above recommendations made on the basis of needs assessment the other problems/ of the villagers that should also be taken care of are:

Water

Proper drinking water arrangements. Wells and water pipes should be laid in Harijan areas also in addition to other areas of the villages of these two surveyed districts of Haryana. Storage facilities for drinking water of animals should be made/ constructed.

Health & Sanitation

Sufficient funds should be provided to the beneficiaries for the construction of toilets. Proper arrangements should be made for the dumping of garbage so that breeding of mosquitoes and foul smell is avoided in the village. Moreover there should be a periodic spray of insecticides so that villages can be kept clean.

Education

Proper and safe school buildings should be constructed and there should be a fencing wall around the school. These schools should be recognized by the Education department and provided with sufficient no. of teachers and other infrastructural facilities.

Housing

Proper monitoring system should be adopted so that nepotism can be checked to some extent. There should be a quality check on the building material supplied to the beneficiaries for the construction of houses under I.A.Y. Sufficient funds should be provided for construction purpose so that the construction work doesn't remain incomplete for want of funds.

Roads, Galis & Nalis

There should be a quality check on the quality of material used for the construction of Galis & Nalis in the village. Drains and Nalis should be constructed in Harijan localities also.

Social Benefits

Handicapped children should be provided some kind of financial assistance every month. For self-employment of ladies, sewing centers should be provided are needed. A proper monitoring system should be adopted so that the menace of bribery can be curbed to some extent.

Cremation Ground

There should be no encroachment of village graveyard land. A separate cremation ground should be provided to the villagers and it should not be used for the construction purpose under any scheme.

Others

Playground in the villages.

Irrigation canal from Akeda to Mau needed

Setting up of Animal dispensaries

Need of electric poles

Panchayat Bhavan in the village (village Pinana)

Cash assistance/ healthy milking cows should be provided.

A Nationalized Bank in the village to cater its large population (village Panchi Jatan) should be started.

The wages of workers under JRY/ JGSY/EAS etc. should be increased. The present district disparity between the wages they get and the market rate should be removed.