

QUICK EVALUATION OF BENEFICIARY ORIENTED (SC/ST) PROGRAM OF SGRY

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ABBREVIATIONS USED

A

AAP	Annual Action Plan
APL	Above Poverty Line
ADO	Assistant Development Officer

B

BPL	Below Poverty Line
BDPO	Block Development Project Officer
BDC	Block Development Committee
BDO	Block Development Officer

C

CJFS	Co-operative Joint Farming Societies
CEO	Chief Executive Officer
CBO	Community Based Organization
CC	Cement and Concrete (Roads)
Cm	Centimetre

D

DRDA	District Rural Development Agency
DC	District Collector

F

FCI	Food Corporation of India
FY	Finance Year

G

GP	Gram Panchayat
GoI	Government of India
IBO (S)	Individual Beneficiary Oriented Scheme
IB	Individual Beneficiary (Scheme/Programme)
IP	Intermediate Panchayat
IEC	Information Education and Communication

H

Ha	Hectare
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J

JE	Junior Engineer
----	-----------------

K

KBK	Koraput, Bolangir and Kalahandi (Area-Orissa)
Kg	Kilogram

L

LPG	Liquefied Petroleum Gas
LAD (P)	Local Area Development (Programme)

M

MoRD	Ministry of Rural Development
mm	Millimetre

N

NGO	Non Government Organisation
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O

OBC	Other Backward Castes
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P

PRI Panchayati Raj Institution

PDS Public Distribution System

S

SC/ST Scheduled Caste/Scheduled Tribe

SGRY Sampurna Grameen Rozgar Yojana

SGSY Swarnajayanti Gram Swarozgar Yojana

Sq km Square Kilometre

V

VP Village Panchayat

VDB Village Development Board

VMC Village Management Committee

Z

ZP Zilla Panchayat

PART ONE: ALL INDIA REPORT

EXECUTIVE SUMMARY

Under the Individual Beneficiary Oriented Scheme for SC/ST, 22.5 percent resources of Stream I of SGRY are earmarked for providing economic and social assets and for developmental works on individual lands of SC/ST families.

SPECIFIC OBJECTIVES

1. Assess the proportion of funds allocation and utilisation for the employment benefit of SC/ST
2. Quantify the Additional Wage Employment targeted and actually generated for SC/ST
3. Quantify the wages/income (kind and cash) earned by SC/ST beneficiaries
4. Analyse the food security achieved by the SC/ST beneficiaries through the scheme
5. Identify the types of assets created in general and the earmarked assets created in SC/ST habitations/wards (50 per cent under Stream II)
6. Quantify the resources (22.5 per cent of the first stream) used for individual beneficiary-oriented works for SC/ST families living below the poverty line (BPL) and the type of works undertaken
7. Ascertain the quality of assets created under the scheme, their utility, cost effectiveness and sustainability
8. Assess the addition to the annual income and employment of the SC/ST beneficiaries after the creation/acquisition of the assets

The study covers 15 states (Rajasthan is covered for both SC and ST). States having the proportion of SC or ST population of more than the national average and having more than 5 percent share of the total SC and ST population of the country were selected. The reference period for the evaluation study was the financial years 2002-03 and 2003-04.

METHODOLOGY

The evaluation includes primary data collected through field survey using structured schedules and secondary data from departmental records, reports and publications.

Sampling Plan

Two districts from each of the 15 states were selected - one with the highest proportion of SC/ST population in the state, and the other having the proportion of SC/ST population either equal or close to the state average. Three blocks from each district were selected at random. Ten Gram Panchayats (GPs) were selected per block where the largest numbers of individual beneficiaries are concentrated. Six beneficiaries were selected at random from each GP. Twenty assets per Block under individual assets earmarked for individual beneficiary schemes of SC/ST (10 from ZP fund and 10 from IP fund) were selected for evaluation through random sampling.

LIMITATIONS OF THE STUDY

Since separate allocation for Individual Benefit Program has not been done, performance of the program is also not reported. Due to this lack of separate record keeping and absence of reporting of the program performance, available information is very little. Thus it is very difficult to evaluate and assess the impact of the program accurately at all levels.

BENEFICIARY PROFILE

Beneficiaries were primarily males (75.5 percent). Women beneficiaries in Rajasthan ST districts, Rajsamond and Banswara, accounted for 74.7 percent and SC districts Ajmer and Ganganagar 59.2 percent. Majority of the beneficiaries (40.5 percent) were in the age group of 30-40 years, followed by 29.4 percent between the ages of 40-50 years.

The study covered 2540 SC beneficiaries and 2301 ST beneficiaries. (Chapter 3, Beneficiary Profile, Table 3.3)

SCHEME PERFORMANCE

The State Rural Development Department coordinates the implementation of the scheme at the State level. The funds released to Jharkhand, Gujarat, West Bengal and Nagaland were less than the funds allocated to these states in the year 2002-03. For other states, fund release exceeded fund allocation. Total available funds were more than the funds allocated for both the years except in case of Nagaland. Funds and foodgrains are allotted to the states on the basis of proportion of rural poor in a State to the total rural poor in the country. The States on an average take about 90 days after release of Central assistance to release its matching share of SGRY funds (cash) to DRDAs/Zilla Parishads. (Chapter 4, Allocation and Release of Funds, Table 4.1)

Allocation and Utilisation of Funds

The allocation of funds and foodgrains is made on the index of backwardness formulated on the basis of the proportion of rural SC/ST population in a district to the total SC/ST population in the state and inverse of per capita production of the agricultural workers in that district.

- Under-utilisation of funds for the specific components under stream I was observed in Orissa, Chhattisgarh, Andhra Pradesh, Bihar and Karnataka in 2002-03.
- Allocated funds for the individual SC/ST schemes in 2002-03 were under-utilised in the states Rajasthan, Jharkhand and Chhattisgarh among the selected Scheduled Tribes-dominated states. But in the successive year the amount was covered up in Rajasthan and Jharkhand. Chhattisgarh again observed low utilisation of funds in 2003-04 as well.
- Nagaland utilised its entire amount on the ST of the state but this 100 percent expenditure was made for the benefit of the ST community, the state upholds the community as a whole; and whatever benefits are received, they are utilised for the entire village and not for any single individual. (Chapter 4, Utilisation of Funds)

Works Taken Up

The various kinds of works taken up under stream I of SGRY varied from state to state and also district to district in a state.

- In Nagaland, the assets created are all community assets, which include assets like community hall, approach road or link road.
- In Rajasthan, only houses have been provided under individual oriented program of SGRY. In Andhra Pradesh, Nellore district funded a variety of works like paddy crop, brick units, fish/prawn ponds and borewell with power pump unit; while in Khammam district works were done taking in to account the local circumstances and needs of the people and in maximum of the cases people are given houses. In West Bengal, IBS funds were used for general works of SC/ST community, like building roads, culverts, etc., in addition to cycle rickshaw vans in Hooghly district; whereas in Coochbehar district, beneficiaries were given under IBS either cycle rickshaw van or sewing machine or goats etc. (Chapter 4, Details of Works)

Employment Generated

Data on employment generation under individual beneficiary schemes for SC/ST under stream I of SGRY are not generated by the implementing agencies. (Chapter 4, Employment Generated)

SCHEME IMPLEMENTATION AND ROLE OF PRIs

- The criterion of selection of beneficiaries from the BPL SC/ST was strictly adhered to in all the 30 districts across the selected states.

The funds were disbursed for asset creation or works for SC/ST individual beneficiaries, to village panchayats on the basis of BPL and SC/ST population (except Nagaland).

- In all the selected states, separate account for SGRY is maintained at district, block and village levels separately. However since there is no separate release of funds for Individual beneficiary programs for SC/ST (22.5 percent share of stream I), there is no separate account for this component.
- Almost 45 percent of the surveyed intermediate panchayats reported that the works/assets for individual beneficiary's programs are identified in the Annual Action Plan. (Chapter 5, Scheme Implementation and Role of PRIs, Table 5.1)

ASSETS CREATED

The economic assets and works like development of allotted land in the case of allottees of ceiling surplus land, Bhoodaan land and government land, social forestry works, such as fuel wood and fodder plantations on private lands belonging to SC/ST, agri-horticulture, floriculture, horticulture plantation on private lands belonging to BPL SC/ST, work sheds or infrastructure for any self-employment program, open irrigation wells/borewells for irrigation, pond excavation/re-excavation with primary support for pisciculture and other sustainable income generation assets can be taken up as per the guidelines of the scheme. In addition to these economic assets, dwelling units, houses, sanitary latrines and smokeless chullhas can be taken up for improving quality of life.

- 1589 beneficiaries (32.82 percent) acquired non-economic assets i.e. dwelling units, sanitary latrines, etc.
- The remaining 3252 (67.18 percent) were the beneficiaries of the economic asset.

Although as per the state and district authorities the assets and works were need based, firm adherence to the scheme guidelines was lacking in some districts of Orissa, Gujarat, Maharashtra and Uttar Pradesh. Under the individual beneficiary scheme, assets have been created on common land (Orissa), social forestry works are done on common lands (Maharashtra), etc.

- Maximum number of beneficiaries (28.88 percent) got dwelling units under the scheme followed by 'development of land' (21.67 percent).

No asset under agri-horticulture, floriculture, horticulture plantation on private lands belonging to BPL SC/ST was provided to any of the seven selected SC-dominated states. (Table 6.1)

- For types of assets provided, West Bengal has very encouraging results. In fact, it is the only state where more than 80 percent of the beneficiaries of the scheme were provided economic assets. Of the total beneficiaries, 35.83 percent beneficiaries received assets for sustainable income generation, like rickshaw vans, cycle rickshaws, sewing machines and dairy cattle.

- 10.4 percent beneficiaries stated that the value of their assets was between Rs.2001-5000. 15 percent of the assets for development of land were valued between Rs.20000-50000. 22.6 percent of the assets like work sheds/infrastructure for self-employment program were of the highest value between Rs.50001-100000. The value of works for non-economic asset dwelling units/ upgradation of houses varied from Rs.1000 to more than Rs.50000. However, sanitary latrines (13.1 percent) were of the lowest value of upto Rs.1000.
- Majority of the assets provided in Tamil Nadu were of the highest value ranging from Rs.20000 to more than Rs.100000. These assets were the group houses given to the beneficiaries. 25.4 percent and 18.6 percent of the beneficiaries in Maharashtra received assets of value between Rs.20000 to 50000 and Rs.50001 to 100000 respectively. Maximum assets of the lowest value of upto Rs.1000 were sanctioned in Chhattisgarh (18.1 percent) and West Bengal (16.1 percent).

The study observed that of the total beneficiaries who could state the value of the asset provided to them, 20.5 percent (maximum) reported the value of their assets between Rs.2000 to 5000. More than half of these assets were agri-horticulture plantations. (Chapter 6, Types of Assets, Value of Assets Created).

Of the 1676 assets verified, 6.4 per cent were related to land development, 2.8 per cent were social forestry works, 2.4 per cent were agri-horticulture, 2.2 per cent were work sheds for self employment programme, 16.8 per cent were wells/bore wells, 5.6 per cent were pond excavation / re-excavation, 11.3 per cent were other income generating activities, 21.5 per cent were dwelling units, 2.4 per cent were sanitary latrines and the remaining 26.8 per cent were other kind of assets like roads, drainages, culverts, LPG stoves, etc. Remaining 29 assets could not be classified as they were not clearly named. (Table 6.6)

IMPACT ON BENEFICIARIES

Increase in Employment

4331 of the total 4841 (89.46 percent) sample beneficiaries did not benefit any increased employment from the asset created under the scheme. Of the 510 beneficiaries who gained additional employment:

- 46.7 (238 beneficiaries) benefited an increased employment of upto 30 days.
- Another 20.39 percent (104 beneficiaries) have increased employment of upto 60 days in a year.
- 61 beneficiaries claimed to having gained additional employment for more than six months in a year due to the scheme.
- None of the beneficiaries from Rajasthan (ST) and Madhya Pradesh reported increase in employment. Beneficiaries from other states

however stated of some increased employment. (Chapter 7, Extent of Increase in Employment, Table 7.1)

Increase in Income

More than 89 percent of the beneficiaries reported no increase in income. Remaining 10.78 percent reported an increase in income from various assets. Of the 10.78 per cent who affirmed increase in income, maximum respondents (almost 47 percent) reported that their income increased up to Rs.500 per annum. Another 20 percent reported an increase in income between Rs.501 to Rs.1000 per annum. There were cases where respondents confirmed increasing their income by more than Rs.5000 per annum as a result of the asset created under the scheme. (Table 7.4)

There was no increase in income in Madhya Pradesh and Rajasthan (ST). (Table 7.3)

- All the beneficiaries (100 percent) of pond excavation/re-excavation with primary support for pisciculture have increased their income: 32.30 percent beneficiaries who acquired various sustainable income generating assets e.g. sewing machines, rickshaw vans, cattle, etc., confirm an increase in their income; 18.54 percent beneficiaries of the total who were sanctioned for open irrigation wells, borewells for irrigation could increase their income as an outcome of the asset. Some of the beneficiaries (15.3 percent) who were sanctioned the scheme for agri-horticulture, floriculture and horticulture plantations also registered some increase in income. (Table 7.5)
- Majority of the beneficiaries (21.7 percent of the total 4841 interviewed beneficiaries for all the various assets) had acquired assets for development of allotted land, surplus land, Bhoodaan land and government land. But only 8.2 percent claim to have an additional income through these assets.
- Of the beneficiaries who got assets like work sheds/infrastructure for self employment programs, only 6.8 percent reported increase in income. Social forestry works were given to 108 respondents (104 in Maharashtra alone). Of these only about 1 percent reported increase in income (Madhya Pradesh).

In Jharkhand, maximum number of respondents (54.16 percent) reported no increase in income: 8.6 percent beneficiaries who have increased their income in the range of Rs.501 to 1000 per annum earn from borewells and open irrigation wells provided under the scheme.

In Orissa, only 20 (5.6 percent) beneficiaries reported increase in income. 18 out of 20 beneficiaries who received assets/works for land development reported increase in income up to Rs.2000 per annum.

In Gujarat, 210 beneficiaries (54.16 percent) did not have any increase in their income from the scheme assets. 29.91 percent and 8.8 percent beneficiaries reported increased income upto Rs.1000 per annum from the assets for

sustainable income generation and assets for irrigation respectively. 4.16 percent beneficiaries who received assets/works of agriculture/horticulture/floriculture have increased their income upto Rs.3000 per annum.

In Maharashtra, 78.2 percent (2219 out of 280) did not report any increase in income. Majority of the beneficiaries (37) had an increased income from assets provided under development of land. Of these, 24 beneficiaries reported increased income of more than Rs.4000 per annum. 11 out of 20 beneficiaries who received income gain from assets like borewells and open irrigation wells claimed to have an increased income of over Rs.5000 per annum.

In Uttar Pradesh, though 52.6 percent beneficiaries have been provided with economic assets like borewells and open wells, ponds excavation and re-excavation, they have not reported any increase in income.

West Bengal is the only state where majority of the beneficiaries (37 percent) have reported increased income in various income groups ranging from Rs.500 to more than Rs.5000 per annum depending on the type of assets they have acquired.

In Andhra Pradesh, maximum beneficiaries (233 out of 360) have acquired assets for land development. Out of them, 90.9 percent have not increased their income and remaining 9.1 percent increased it upto Rs.5000 per annum. 27.9 percent of those beneficiaries who affirmed increase in income due to the assets acquired for sustainable income generation have increased their income above Rs.5000 per annum. Twenty two percent claimed of having additional income in the range of Rs.2501-3000 per annum.

Only 10 beneficiaries (2.78 percent) have increased their income upto Rs.500 per annum from assets for land development. Although beneficiaries in the state had acquired other economic assets like borewells, open irrigation wells also, they did not report any increase in income.

As many as 34.17 percent and 12.22 percent beneficiaries of the total sample of 360 in Tamil Nadu acquired group houses/dwelling units and sanitary latrines respectively under the beneficiary oriented SC/ST program. However, these were the assets for improving quality of life and not economic assets for income generation. Only seven beneficiaries reported increase in income upto Rs.2000 per annum.

Beneficiaries in Bihar were given various assets under the scheme, such as work sheds/infrastructure for self employment program, borewells, open irrigation wells and pond excavation/re-excavation and support for pisciculture but no beneficiary has had any additional gain in their income. (Chapter 7, Asset-wise Increase in Income)

With the exception of Bihar, interviewed beneficiaries in all other states reported that they were given food grains as wages (though their number was as low as three in Tamil Nadu). So, the programme addresses the issue of food security too to an extent. However, the focus of the programme should be on income generating assets. (Chapter 7, Food Security)

Unit Cost of the Assets

Of the 3172 individual beneficiary assets, total value of assets was Rs 6,89,01,636. Average value which is the unit value was calculated at Rs.21,721.83.

- The overall unit cost of the assets provided under the scheme was Rs.21721.83.
- Average value of all the assets in Chhattisgarh was lowest at Rs.2167.09 only
- Average value of all the assets in Tamil Nadu was highest at Rs.57139.36. (Chapter 7, Unit Cost of Assets, Table 7.6)

Per Unit of Asset Increase in Income

- Overall increased income per unit of asset was Rs.1752.91
- Increased income from per unit of the asset was lowest in MP (at Rs.40.91 only) and highest in Maharashtra (at Rs.7376.23). (Table7.7)

Increase in Employment per Unit of Asset

A total of 35965 mandays employment was generated for 510 individual beneficiaries the assets provided.

- Overall per unit of the asset increase in sustainable employment was 70.52 mandays.
- In Karnataka the increase in employment from each unit of asset was lowest (7 mandays) followed by Jharkhand (21 mandays).
- Highest increase in employment from each unit of asset (122.78 mandays) was in West Bengal.

On an average, an asset of Rs.21,721.83 value provided to the individual beneficiaries has generated 70.52 mandays employment and an income of Rs.1752.91 per year. (Chapter 7, Increase in Employment per Unit of Asset, Table 7.8)

PROBLEMS

Lack of Awareness about the Scheme Guidelines

Need for specific awareness about Individual Beneficiary oriented programs for SC/ST under SGRY among the panchayats was apparent. In the absence of BDPO, the staffs at the block level were not able to inform and explain the survey team of the beneficiaries. Elected PRI leaders and officials at Zilla Parishad, block and village level are not aware of the guidelines of the Individual Benefit Oriented Program of SGRY. Awareness of the beneficiaries about the program content is also poor.

Construction of Community Assets Instead of Individual Assets

Funds of Individual Beneficiary Oriented Programs have been utilised in creating community assets like roads, drains, culverts or tree plantation on community land, etc. The program guidelines for selection of works have been overlooked and it has been implemented in accordance with the general SGRY works.

Lack of Monitoring

Internal monitoring of the program by the state, block or village panchayat is abysmal.

Lack of Reporting of the Performance of Individual Beneficiary Programs

There is no separate format for details of expenditure on the beneficiary oriented programs. Therefore it is difficult to elicit the actual amount allocated to this component and expenditure on these assets/works. Due to lack of these separate records and in the absence of reporting of the program, it is very difficult to ascertain its performance/impact.

Improper Selection of Assets/Works

Sarpanch and panchayat secretaries are not fully involved in the spirit of the scheme. Their only concern is to carry out the works – maintaining/constructing assets. The prime objective of providing economic asset is ignored. As a result, the assets and works sanctioned are not fulfilling the objective of providing income generating economic assets. (Chapter 8, General Problems)

STATE SPECIFIC PROBLEMS

Andhra Pradesh

Due to political interference, district authorities are not able to implement the program as per the guidelines. In Nellore district, the Beneficiary Oriented Program of SGRY has not been implemented for the year 2002-03. Implementing authorities are not properly aware of the guidelines of the program. The elected representatives and officials of the implementing agencies have not been imparted any training program.

Bihar

The procedure for getting the assistance is quite difficult. In order to get the assistance, beneficiaries had to approach the block/ZP officials many times. Construction of the assets is not cost-effective. Assets sanctioned are not need based. Village panchayats face political influence in implementation of the schemes. Benefit of the program has not reached the needy. Beneficiaries are paid less than the prescribed wages. In the panchayats, the number of aspirants

is too high where as the allocation made for the panchayats is highly insufficient. Lack of planning is reported from Saharsa district.

Chhattisgarh

Food grains do not reach in time. ST beneficiaries in Dantewada district are reportedly not much interested in the programme.

Gujarat

Land development works have been provided to the beneficiaries. They do not get immediate income benefit out of these, as either the land is hilly and unproductive or irrigation facility is not available. Machines and contractors have been employed in executing the works. Workers were also hired from outside of the panchayats. Nothing has been done to provide marketing facilities to the beneficiaries who have taken up income generating activities. NGOs were involved in carrying out the works but the village panchayats are not satisfied with their performance. Allocated amount has not been disbursed to the panchayats in time.

Jharkhand

Beneficiaries had to approach the block officials a number of times and in many cases they paid bribes. The final instalment of the assistance has still not been paid to the beneficiaries. They had to invest own money to construct assets, as the assistance provided was inadequate. PRIs do not exist in Jharkhand, as the election of PRIs is yet to take place. Therefore, village panchayats have no role in implementation of SGRY. Block level officials are implementing the program. Beneficiaries' selection was not strictly need-based. Interference of middlemen and contractors is reported from Gumla district.

Contractors have been involved in creation of the assets and poor quality material has been used. As a result constructed assets were of substandard quality.

Karnataka

Village panchayat functionaries do not help people in forwarding their names to the block and DRDA for approval of the assistance. The amount sanctioned is highly inadequate to construct the assets completely. Hence assets were incomplete and those completed were of poor quality. Delayed fund disbursement was a major constraint for the panchayats in timely assisting the beneficiaries.

Madhya Pradesh

Assets for irrigation and land development have been provided to the people but the people are not aware of water conservation and methods of recharging the water bodies, which makes these assets ineffective for income generation. In some of the cases, village panchayats have executed the works and machines have been used which is why the people could not get employment. Wages are

paid late. Irregularities in beneficiary selection are reported from Barwani district.

Maharashtra

Social forestry works have been carried out under the Individual Beneficiary Oriented Program. Tree plantation has been done on community land. Through these, the beneficiaries can get the income only after six-seven years. Therefore tree plantation works do not help in fulfilling the income generation objective of the scheme.

Orissa

Due to delay in the disbursement of funds works have not been completed. The beneficiaries were paid after construction of the asset/carrying out the works.

Rajasthan

Employment generation is the major need of the people in the state. But houses have been provided to the people under the program, which does not help in providing income and employment. Arbitrary modifications and amendments in AAP due to political pressure are reported from Banswara district.

Tamil Nadu

The assets, like hand pumps etc, created under the program are not in working condition and consequently they have not made any perceptible difference in the living conditions of the beneficiaries. Allocation under the program is low while the number of aspirants is very high. With this very limited allocation, it becomes difficult to satisfy all the eligible people.

Uttar Pradesh

In Sonbhadra district, the works carried out for general castes have been shown as for SC/ST. Individual assets like sanitary latrines have not been constructed completely and quality of assets is also poor. Village panchayats face political influence in selection of beneficiaries. Zilla Parishad and BDC members interfere in beneficiary selection.

West Bengal

In West Bengal majority of the SC are landless, therefore it is difficult to provide them land-based benefits.

Nagaland

Panchayats do not exist in Nagaland. Village Development Committee and Village Council execute development works. No individual work has been carried out in any of the panchayats. Funds of 22.5 percent component has been utilised for community assets. Wages have not been paid for the construction of these assets. People have worked voluntarily and the money has

been given either to the needy or distributed equally among all the households. (Chapter 8, State Specific Problems)

SUGGESTIONS

- Guidelines of the program may be changed to overcome the ambiguities in its execution and to realize the spirit of the program. Or, instead of executing as a separate program component, the Individual Beneficiary Oriented Program may be merged with the general SGRY.
- Implementation of the IBO program is not as per the guidelines. States are free to decide the types of assets to be given to the beneficiaries. Strict monitoring is required for the effective implementation of the programme. Monitoring committees could be made functional at district and block levels.
- People are not aware of this program. Funds should be earmarked for awareness generation among them.
- The funds of Individual Benefit Oriented Program for SC/ST of SGRY are being used for creating community assets, overlooking the objective of providing sustainable source of employment and income to the poor SC/ST people. Focus should be on providing assets which generate income for years.
- Presently, the 22.5 per cent component is executed by ZPs and IPs. During the field survey, it was found that ultimately this component is executed by village panchayats. Many state-level officials are of the view that this component be handed over to village panchayats. If it is handed over to GPs for execution, the amount available with them will be too low to create any meaningful income generating asset. However, as the ground reality varies from state to state, state governments should be free to decide the quantum of funds to be earmarked to ZPs, IPs and village panchayats.
- The program funds may be dovetailed with SGSY to provide income generating assets for larger number of beneficiaries.
- Sarpanchs should be paid reasonable perks/salary/honorarium. This would help the effective implementation of the programme.

CHAPTER 1

INTRODUCTION

The mounting population and subsequent higher growth of labour force has led to an increase in the volume of unemployment and under-employment. To make a dent on the prevailing poverty and unemployment, creation of employment opportunities with food security has been one of the important objectives of developmental planning in India.

Larger and efficient use of available human and other resources is the most effective way of alleviating poverty, reducing inequalities and sustaining a reasonably high pace of economic growth. The Government of India aims at bringing employment through wage and self employment into a larger focus, with the goal of reducing unemployment and under-employment to a negligible level, to providing food security against hunger and to improve nutritional levels. A demand-driven infrastructure at the village level becomes essential to facilitate faster growth in rural areas and also to increase opportunities of employment through access to the market oriented economy.

SAMPOORNA GRAMEEN ROZGAR YOJANA (SGRY)

To provide a greater thrust to additional wage employment, infrastructural development and food security in the rural areas, the ambitious new scheme Sampoorna Grameen Rozgar Yojana was launched with effect from 25 September 2001, with an annual outlay of Rs.10000 crore. The scheme was formulated by merging the earlier Employment Assurance Scheme (the only Additional Wage Employment Scheme for rural areas) and Jawahar Gram Samridhi Yojana (a Rural Infrastructure Development Scheme). It envisages generation of 100 crore mandays of employment every year and gives thrust to additional wage employment, infrastructure development and food security. It is implemented with the primary objective of providing additional wage employment in all rural areas, thus providing food security and improving nutritional level. The secondary objective of the scheme includes creation of durable community, social and economic assets and infrastructure development in rural areas.

The scheme, self-targeting in nature, is open to all rural poor who are in need of wage employment and desire to do manual and unskilled work in and around their village/habitat. For wage employment, preference is given to agricultural wage earners, non-agricultural unskilled wage earners, marginal farmers, women, members of SC/ST families, parents of child labour withdrawn from hazardous occupations, parents of handicapped children, and adult children (above the age of 16 years) of handicapped parents who are desirous of working for wage employment.

The scheme, until 2004, was implemented in two streams:

- **The First Stream implemented at District and Intermediate level Panchayats**
- **The Second Stream implemented at the Village Panchayat level**

SGRY has special safeguards for the weaker sections of the community i.e. the Scheduled Castes and the Scheduled Tribes. Resources are earmarked under both the streams for taking up activities exclusively for SC/ST families and communities. The first stream reserved 22.5 percent of the total allocated funds for individual beneficiary programs and 50 percent must be utilised under the second stream for taking up activities in the SC and ST habitations.

The scheme is being implemented as one from 2004-05.

INDIVIDUAL BENEFICIARY ORIENTED SCHEMES

Under the First Stream, 22.5 percent of the resources are earmarked for the individual beneficiary programs for SC/ST for providing economic and social assets, and for developmental works on individual lands of SC/ST families.

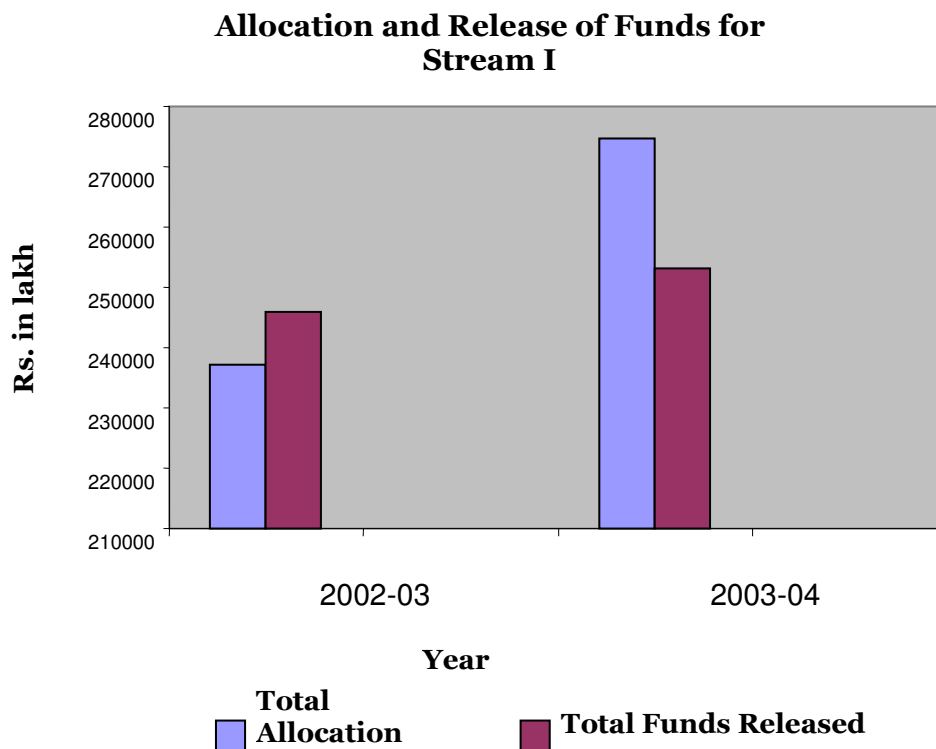
The economic assets/works that can be taken up for the benefit of identified individuals belonging to SC/ST are as under:

1. Development of allotted land in the case of allottees of ceiling surplus land, Bhoodaan land and government land
2. Social forestry works, such as fuel wood and fodder plantations on private lands belonging to SC/ST
3. Agri-horticulture, floriculture, horticulture plantation on private lands belonging to BPL SC/ST
4. Work sheds or infrastructure for any self-employment program
5. Open irrigation wells/borewells for irrigation
6. Pond excavation/re-excavation with primary support for pisciculture
7. Other sustainable income generation assets
8. Dwelling units
9. Sanitary latrines and smokeless chullhas

ACHIEVEMENTS

As against the budgetary outlay of Rs.14070 crore to the Ministry of Rural Development, Rs.19228 crore was released during 2003-04, which included Rs.6990 crore released under special component of SGRY towards the value of foodgrains.

- The total fund released under SGRY I and II during the year 2002-03 was 3.11 percent more than the total fund allocation, whereas on the contrary, it was short by 7.65 percent during 2003-04.



The expenditure pattern or the utilisation of the funds under the two streams for the two years also varied. In 2002-03

- 76.47 percent of the total available funds under Stream I and 79.55 percent of the total available funds under Stream II were utilised.

According to the SGRY guidelines, 22.5 percent of the total funds under Stream I are earmarked for the SC/ST individual benefits.

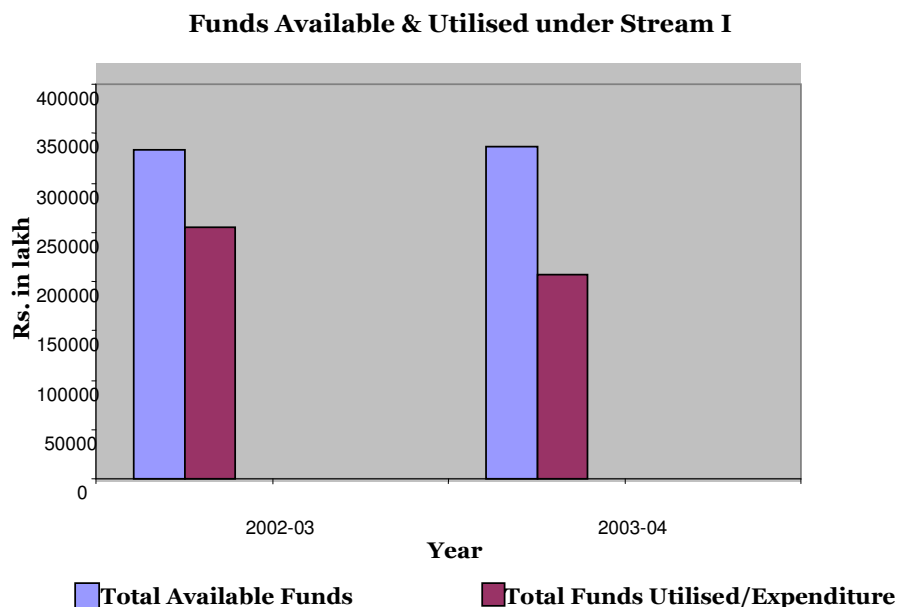
- The expenditure on SC/ST activities alone was 25.92 percent of the total utilised amount under SGRY I.

In 2003-04, the utilisation of funds (expenditure) was comparatively low.

- Only 61.69 percent and 64.14 percent of the total available funds under Stream I and Stream II respectively, were utilised.

But the percentage expenditure on SC/ST activities alone under Stream I was more than the percentage as per the guidelines.

- Percentage expenditure on SC/ST to total expenditure for the year was 27.12 percent under Stream I.



Since the inception of the SGRY and upto March 2004, about 20723.16 lakh mandays were generated against an expenditure of Rs.14560.65 crore under both the streams of the scheme¹. In 2002-03,

- A total of 2083.32 lakh mandays employment was generated for SC/ST alone, which was about 55 percent of the total mandays generated under Stream I.
- Employment generation for SC/ST under Stream II of SGRY for the year was 2062.81 lakh mandays, about 56 percent of the total.

Similarly, works completed exclusively for SC/ST under Stream I and II were:

- 44.6 percent and 38.79 percent respectively in 2002-03 and
- 52.32 percent and 33.75 percent respectively in 2003-04

It is evident that the percentage of works completed exclusively for SC/ST to the total works completed under Stream I was higher in the year 2002-03.

¹ Annual Report 2003-04, Ministry of Rural Development, GOI

Table 1.1: All India Financial Performance of SGRY I and II

FINANCIAL PERFORMANCE (Rs. In lakh)			2002-03		2003-04	
			SGRY I	SGRY II	SGRY I	SGRY II
1	Opening Balance as on 1 st April		78052.92	58253.84	74400.05	56199.23
2	Allocation	Centre	177875.02	177378.00	205995.00	206030.00
3		State	59235.26	59021.72	68599.66	68555.50
4		Total	237110.28	236399.72	274594.66	274585.50
5	Funds released	Centre	184753.67	183709.91	206156.30	205947.49
6		State	61242.85	58551.09	46930.10	48130.14
7		Total	245996.52	242261.00	253086.40	254077.63
8	Other Receipts		9167.27	7706.35	8676.95	10016.50
9	Total Available Funds		333216.71	308221.19	336163.40	320293.36
10	Total Funds Utilised/Expenditure		254798.15	245203.31	207386.12	205446.36
11	% Expend. to Total Available Funds		76.47	79.55	61.69	64.14
12	Expenditure on SC/ST Activities	Total (SC+ST)	66046.31	94512.45	56240.65	83843.17
13		% to Total Expend.	25.92	38.54	27.12	40.81

The figures above indicate that although only 76.47 percent of the funds were utilised to the total available funds, expenditure under SGRY I on SC/ST activities to total expenditure, for both the years, was higher (25.92 percent in 2002-03 and 27.12 percent in 2003-04) than as established 22.5 percent in the guidelines.

Similarly, the employment generated for SC and ST (combined) under SGRY I was 54.66 percent and 55.75 percent of the total employment generated in the years 2002-03 and 2003-04 respectively.

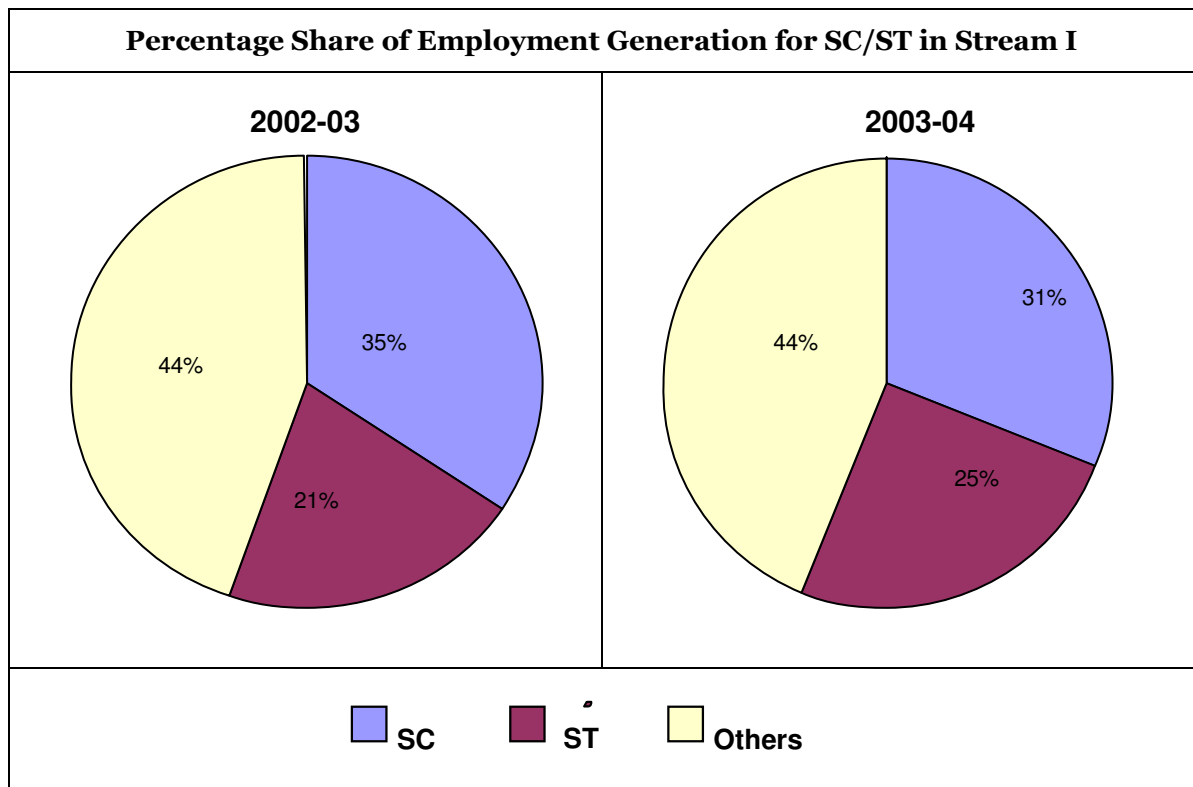


Table 1.2: All India Physical Performance of SGRY I and II

PHYSICAL PERFORMANCE			2002-03		2003-04	
			SGRY I	SGRY II	SGRY I	SGRY II
1	Employment Mandays Generated (in lakh)	SC	1300.48	1338.35	974.56	984.33
2		ST	782.84	724.46	776.87	885.44
3		Others	1681.70	1596.85	1375.79	1348.03
4		Total	3811.48	3671.45	3141.32	3217.80
5	% Employment Mandays Generated for SC		34.12	36.45	31.02	30.59
6	% Employment Mandays Generated for ST		20.54	19.73	24.73	27.52
7	Status of Works (in numbers)	Works Completed	414465	1001631	431592	614997
8		Works under Progress	169984	274042	254336	367447
9		Total works	584449	1275673	685928	982444
10		Works comp. exclusively for SC/ST	184771	388507	225829	207584
11	% of Works comp. exclusively for SC/ST		44.58	38.79	52.32	33.75

CHAPTER 2

OBJECTIVES, METHODOLOGY & LIMITATIONS

The study specifically aims to highlight one of the important targets under the Scheme's broad outline and objectives, i.e., the Scheduled Castes and Scheduled Tribes and the Beneficiary-Oriented Individual Programs intended for them.

OBJECTIVES OF THE STUDY

1. To examine whether the benefits of the scheme are accrued to SC/ST beneficiaries
2. Kinds of works taken up
3. The extent of food security and utilization of funds under the scheme

Specific Objectives

4. Assess the proportion of funds allocation and utilisation for the employment benefit of SC/ST
5. Quantify the Additional Wage Employment targeted and actually generated for SC/ST
6. Quantify the wages/income (kind and cash) earned by SC/ST beneficiaries
7. Analyse the food security achieved by the SC/ST beneficiaries through the scheme
8. Identify the types of assets created in general and the earmarked assets created in SC/ST habitations/wards (50 per cent under Stream II)
9. Quantify the resources (22.5 per cent of the first stream) used for individual beneficiary-oriented works for SC/ST families living below the poverty line (BPL) and the type of works undertaken
10. Ascertain the quality of assets created under the scheme, their utility, cost effectiveness and sustainability
11. Assess the addition to the annual income and employment of the SC/ST beneficiaries after the creation/acquisition of **the assets**

COVERAGE

All those states having the proportion of SC or ST population more than the national average and having more than 5 percent share of the total SC and ST population of the country were selected.

Table 2.1: Selected States & Districts with Proportion of SC and ST Population

SN	States & Proportion of SC/ST		Criteria for selection	
	<i>Scheduled Tribes Dominated States</i>	<i>Proportion of ST (State %)</i>	<i>District having Highest Proportion of ST (%)</i>	<i>District with proportion of ST Nearest to State Average (%)</i>
1	Rajasthan	12.56	Banswara (72.27)	Rajsamond (13.08)
2	Jharkhand	26.30	Gumla (68.35)	Purbi Singhbhum (27.84)
3	Orissa	22.13	Malkangiri (57.42)	Balangir (20.62)
4	Chhattisgarh	31.75	Dantewada (78.51)	Raigarh (35.37)
5	Madhya Pradesh	20.27	Barwani (67.01)	Sheopur (21.53)
6	Gujarat	14.76	Dangs (93.76)	Sabarkant (20.17)
7	Maharashtra	08.85	Nandurbar (65.53)	Nanded (08.81)
8	Nagaland	89.14	Phek (96.47)	Kohima (90.54)
	<i>Scheduled Castes Dominated States</i>	<i>Proportion of SC (State %)</i>	<i>District having Highest Proportion of SC</i>	<i>District with proportion of SC Nearest to State Average (%)</i>
9	Rajasthan	17.15	Ganganagar (33.71)	Ajmer (17.70)
10	Uttar Pradesh	21.14	Sonbhadra (41.91)	Bijnor (20.94)
11	West Bengal	23.01	Coochbehar (50.11)	Hugli (23.58)
12	Andhra Pradesh	16.19	Nellore (22.00)	Khammam (16.54)
13	Karnataka	16.20	Kolar (26.49)	Shimoga (16.40)
14	Tamil Nadu	19.00	Thiruvarur (32.35)	Virudhunagar (18.97)
15	Bihar	15.72	Nawada (29.64)	Saharsa (16.09)

Seven states were covered for the beneficiary schemes for Scheduled Castes:

1. Rajasthan
2. Uttar Pradesh
3. Bihar

- 4. West Bengal**
- 5. Andhra Pradesh**
- 6. Karnataka**
- 7. Tamil Nadu**

Eight states were covered for beneficiary schemes for Scheduled Tribes:

- 8. Rajasthan**
- 9. Jharkhand**
- 10. Orissa**
- 11. Madhya Pradesh**
- 12. Chhattisgarh**
- 13. Maharashtra**
- 14. Nagaland (as a northeast state)**
- 15. Rajasthan**

Thus the study covers 15 states (Rajasthan is covered for both SC and ST).

REFERENCE PERIOD

The reference period for the evaluation study was the financial years 2002-03 and 2003-2004. The projects sanctioned only during these two financial years were assessed.

METHODOLOGY

The evaluation includes primary data collected through field survey using structured schedules and secondary data from departmental records, reports and publications.

Primary data was collected using six categories of schedules as indicated below:

- 1. District Schedule**
- 2. Intermediate Panchayat Schedule**
- 3. Gram Panchayat/Village Panchayat Schedule**
- 4. Asset Schedule for Officials**
- 5. SC/ST Beneficiary Schedule**
- 6. Non-Beneficiary Schedule**

A **State Checklist** was also administered at the state level for each of the states covered in the study.

SAMPLING PLAN

Within the state, multi-stage sampling was used to select the sampling units, namely, districts, blocks, Gram Panchayats (GPs), SC/ST beneficiaries and SC/ST non-beneficiaries.

Selection of Districts

Two districts from each of the 15 states were selected - one with the highest proportion of SC/ST population in the state, and the other having the proportion of SC/ST population either equal or close to the state average.

Selection of Blocks

Three blocks from each district were selected at random.

Selection of Gram Panchayats

SGRY is implemented at three levels: District, Block and Gram Panchayat. At the district level, the Zilla Panchayat is the implementing agency, while at the block level it is the Intermediate Panchayat. For the years 2002-03 and 2003-04, the funds for the district and block levels were allocated separately through Stream I, and the implementing agencies at district and block levels selected the works to be undertaken in selected Gram Panchayats through their funds. Hence the funds of the district and block would have been utilised only in a few selected Gram Panchayats. In contrast, the funds of Stream II were distributed to all the Gram Panchayats directly from the district and the Gram Panchayats themselves undertook works.

Ten Gram Panchayats (GPs) were selected per block where the largest number of individual beneficiaries is concentrated. Care was taken to select those GPs that implement the individual oriented schemes under SGRY that were funded from both the Zilla Panchayats and Intermediate Panchayats.

Selection of Beneficiaries

Six beneficiaries were selected at random from each GP who availed benefits during 2002-03 and 2003-04, under 'Individual beneficiary schemes of SC/ST families'.

Selection of Non-beneficiaries

In each GP, two SC/ST non-beneficiaries were selected at random who are eligible for benefits under SGRY, but have not yet availed/received benefits.

Selection of Assets

Twenty assets per Block under individual assets earmarked for individual beneficiary schemes of SC/ST (10 each from ZP fund and IP fund) were selected for evaluation through random sampling.

The assets were evaluated based on the responses given by the Junior Engineer, Sarpanch or the Secretary for each asset separately.

Thus the quick evaluation study of Beneficiary Oriented SGRY Schemes for SC/ST is based on the secondary data and information gathered at state, district, block and GP/VP levels, and primary data generated at the various

kinds of beneficiary and non-beneficiary levels in the villages. In addition to these, details of the individual assets created/works done are analysed through asset schedules.

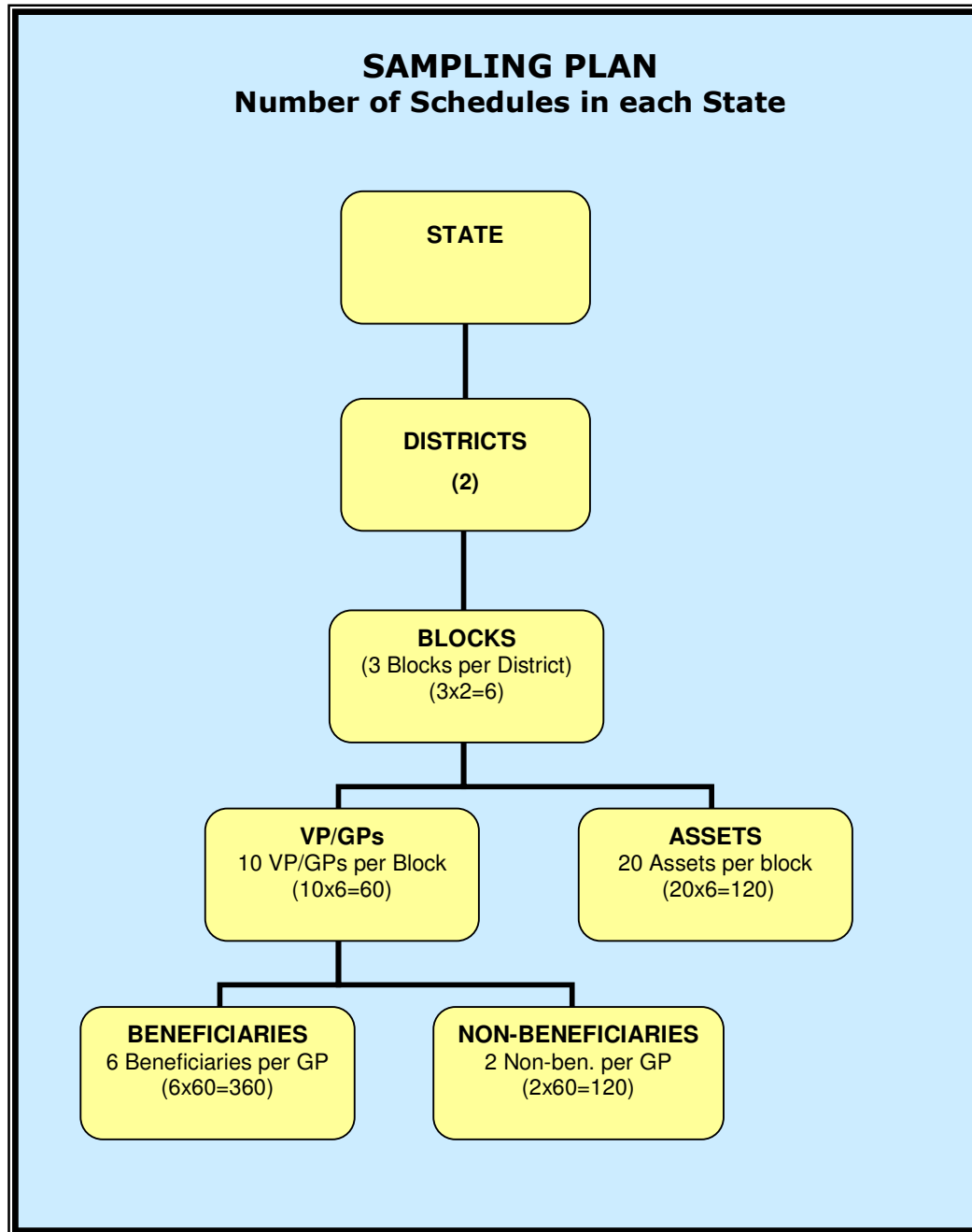


Table 2.2: Number of Schedules Canvassed

SN	States	Blocks	VPs	Ben.	Non-Ben.	Assets
ST States						
1	Rajasthan	6	60	360	120	120
2	Jharkhand	6	0	320	104	104
3	Orissa	6	60	360	120	120
4	Chhattisgarh	4	40	360	120	120
5	MP	6	60	300	120	120
6	Gujarat	4	60	360	120	120
7	Maharashtra	6	60	280	120	120
8	Nagaland	7	60	0	0	120
SC States						
9	Rajasthan	6	60	360	120	120
10	UP	6	60	340	120	106
11	WB	6	60	360	120	120
12	AP	6	60	360	120	120
13	Karnataka	6	60	360	120	25
14	Tamil Nadu	6	60	360	120	120
15	Bihar	6	60	360	120	120

LIMITATIONS OF THE STUDY

Following limitations were brought to light during the course of study.

- Since separate allocation for Individual Beneficiary Program has not been done, performance of the program is also not reported. Due to this lack of separate record keeping and absence of reporting of the program performance by the implementing agencies, information available is very little. Thus it is very difficult to ascertain the performance / impact of the program accurately at all levels.
- The sample sizes were not uniform in all the districts covered by the report. This was because of the various reasons in different states.
 - Maharashtra: The total ST beneficiary coverage in the three ST dominated blocks in Nanded and Nandurbar districts of Maharashtra do not accomplish the required sample size of beneficiaries. Hence, only 105 beneficiaries were covered in Nanded and 175 in Nandurbar as per their availability.

- Nagaland: There are no individual beneficiaries at all under SGRY in the entire Nagaland. The customary law of Nagaland upholds the community as a whole and all the benefits received are utilised for the entire village and not for any single individual. The assets are created by the community and for the community. The Individual Beneficiary funds (22.5 percent) are merged with the rest of 77.5 percent of Stream I fund and treated as a single allocation. In this background, the samples of beneficiary schedules and non-beneficiary schedules could not be covered in Nagaland.
 - Again a sample of individual beneficiary assets was required as per the sampling methodology. But the customary law sees community as a whole and all the development funds are utilised for the village as a whole. Thus the assets created are all community assets. Therefore, in the absence of the individual assets, the community assets created with funds under Individual Beneficiary component under Stream I have been covered in the study.
 - Gujarat: District Dangs in Gujarat has only one block – Ahwa. Therefore, only one block could be covered in the district as against the required three as per the methodology.
 - Uttar Pradesh: There were not enough beneficiaries and assets under the Individual Beneficiary scheme for SC/ST in the 30 GPs covered and hence, only 160 beneficiaries and 46 assets could be covered for the study in district Bijnor as against the targeted 180 beneficiaries and 60 assets.
 - Jharkhand: There are no Village panchayats in the State. Therefore,
 - No VP schedule could be administered due to its complete absence in both the districts.
 - Only 20 beneficiaries were covered from block Ghatshila in district Purbi Singhbhum (as against 60 in a block as per the methodology), because the block and district officials could provide a list of just 20 beneficiaries.
 - Only 4 non-beneficiary schedules and asset schedules (as against 20) were canvassed in the same block.
 - Since GP/VP is not working in both the districts, no GP/VP schedule could be canvassed.
 - Chhattisgarh: Data for only two IPs were available in district Dantewala, as per the methodology. Hence, only 5 IPs and 50 Village Panchayats could be covered in the state for the study.
- Eliciting data from the officials was extremely difficult. This was because of

- Poor maintenance of records at the village and block level, and
 - Lack of knowledge about the scheme and prescribed procedures.
- The village panchayats were selected on the basis of maximum concentration of the beneficiaries. In each panchayat as per the scheduled methodology six beneficiaries and two non-beneficiaries were to be interviewed. However, wherever required six beneficiaries and two non-beneficiaries were not available, they were covered from other panchayats.

CHAPTER 3

AREA AND BENEFICIARY PROFILES

The Quick Evaluation Study of Beneficiary Oriented (SC/ST) Program of SGRY focuses on all those states of the country that have an SC or ST population of more than 5 percent. In this attempt it covers eight states for ST and seven States for the SC population. The tables below provide the socio-demographic characteristics of the selected states.

Table 3.1: Demography of the Selected States

SN	STATES	Total Population	% Male Popu.	% Female Popu.	% of Rural popu. to T.Popu.	% of urban popu. to T.Popu.	% SC population	% ST population
ST States								
1	Rajasthan	56,507,188	52.06	47.94	76.61	23.39	17.16	12.56
2	Jharkhand	26,945,829	51.53	48.47	77.76	22.24	11.84	26.30
3	Orissa	36,804,660	50.70	49.30	85.01	14.99	16.53	22.13
4	Chhattisgarh	20,833,803	50.28	49.72	79.91	20.09	11.61	31.76
5	MP	60,348,023	52.10	47.90	73.54	26.46	15.17	20.27
6	Gujarat	50,671,017	52.07	47.93	62.64	37.36	7.09	14.76
7	Maharashtra	96,878,627	52.02	47.98	57.57	42.43	10.20	8.85
8	Nagaland	1,990,036	52.62	47.38	82.77	17.23	0	89.15
SC States								
9	Rajasthan	56,507,188	52.06	47.94	76.61	23.39	17.16	12.56
10	UP	166,197,921	52.69	47.31	79.22	20.78	21.15	0.06
11	WB	80,176,197	51.72	48.28	72.03	27.97	23.02	5.50
12	AP	76,210,007	50.55	49.45	72.70	27.30	16.19	6.59
13	Karnataka	52,850,562	50.90	49.10	66.01	33.99	16.20	6.55
14	Tamil Nadu	62,405,679	50.32	49.68	55.96	44.04	19.00	1.04
15	Bihar	82,998,509	52.10	47.90	72.18	27.82	15.72	0.91
	ALL INDIA	1,028,610,328	51.74	48.26	72.18	27.82	16.20	8.20

Table 3.2: Literacy Levels

States		Total Literacy rate (%)	Total Female Literacy rate (%)
ST States			
1	Rajasthan	60.4	43.9
2	Jharkhand	53.6	38.9
3	Orissa	63.1	50.5
4	Chhattisgarh	64.7	51.9
5	Madhya Pradesh	63.7	50.3
6	Gujarat	69.1	57.8
7	Maharashtra	76.9	67.0
8	Nagaland	66.6	61.5
SC States			
9	Rajasthan	60.4	43.9
10	Uttar Pradesh	56.3	42.2
11	West Bengal	68.6	59.6
12	Andhra Pradesh	60.5	50.4
13	Karnataka	66.6	56.9
14	Tamil Nadu	73.5	64.4
15	Bihar	47.0	33.1
	ALL INDIA	64.8	53.7

BENEFICIARY PROFILE

Beneficiary gender profile in the surveyed states varied to a great extent.

- Women beneficiaries in Rajasthan ST Districts, Rajsamond and Banswara, accounted for 74.7 percent and SC districts Ajmer and Ganganagar 59.2 percent.

Table 3.3: Gender Profile

SN	STATES	Males (%)	Females (%)
ST STATES			
1	Rajasthan	25.3	74.7
2	Jharkhand	95.6	4.4
3	Orissa	87.8	12.2
4	Chhattisgarh	83.6	16.4
5	MP	96.3	3.7
6	Gujarat	93.3	6.7
7	Maharashtra	82.9	17.1
8	Nagaland		
SC STATES			
9	Rajasthan	40.8	59.2
10	UP	88.2	11.8
11	WB	86.4	13.6
12	AP	60.6	39.4
13	Karnataka	60.6	39.4
14	TN	66.4	33.6
15	Bihar	96.9	3.1
	TOTAL	75.5	24.5

In all, beneficiaries were primarily males (75.5 percent)

- Majority of the beneficiaries (40.5 percent) were in the age group of 30-40 years followed by 29.4 percent between the age of 40-50 years.

Table 3.4: Age Profile

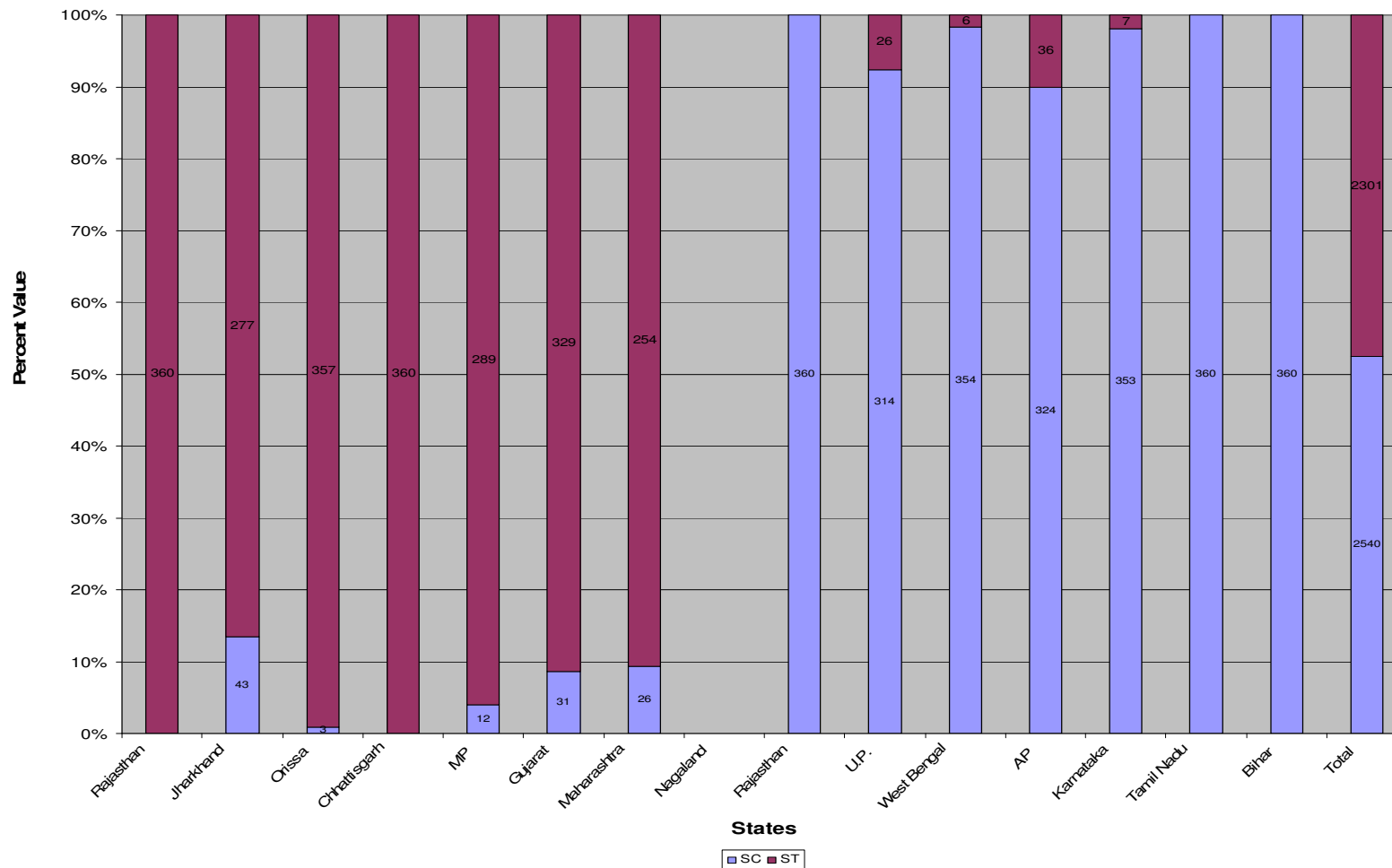
SN	States	Age groups (in years)					
		< 30	31-40	41-50	51-60	>60	No Response
ST STATES							
1	Rajasthan		66.4%	32.5%			1.1%
2	Jharkhand	29.1%	48.1%	18.1%	3.4%	1.3%	
3	Orissa	6.1%	39.4%	45.0%	8.3%	1.1%	
4	Chhattisgarh	8.9%	43.9%	32.5%	12.2%	2.5%	
5	MP	17.3%	43.2%	28.9%	8.6%	2.0%	
6	Gujarat	8.3%	27.8%	32.5%	22.8%	8.6%	
7	Maharashtra	8.9%	31.4%	26.8%	18.2%	13.9%	.7%
8	Nagaland						
SC STATES							
9	Rajasthan	22.5%	38.9%	22.8%	11.1%	4.7%	
10	UP	17.1%	36.8%	21.5%	16.2%	7.1%	1.5%
11	WB	23.3%	40.6%	28.1%	6.7%	1.4%	
12	AP	22.2%	42.5%	24.2%	8.3%	2.8%	
13	Karnataka	4.4%	30.6%	38.9%	17.2%	7.2%	1.7%
14	TN	19.7%	36.7%	30.6%	11.4%	1.4%	.3%
15	Bihar	20.6%	40.6%	26.4%	10.6%	1.9%	
	Total	14.8%	40.5%	29.4%	11.0%	3.9%	.4%

The SC dominated states have more SC beneficiaries and ST dominated states more ST beneficiaries. This was because of the adopted methodology for selection of beneficiary respondents.

- **The study in all covered 2540 SC beneficiaries and 2301 ST beneficiaries.**

The following chart shows the caste category/social status of the beneficiaries.

Social Category



DISTRESS AREAS

- Both the surveyed districts in Rajasthan (ST), MP, Karnataka AP and Bihar, faced distress situations. Banswara and Rajsamond districts in Rajasthan were affected with drought.
- District Ajmer (Rajasthan SC) has been under severe drought for the past four years – adverse affect on farming, employment and income.
- Both the districts, Malkangiri & Bolangir of Orissa are drought prone and very poor (as per 1997 BPL survey these districts have 81.88 percent and 61.06 percent BPL rural families respectively)
- Pussaur block in district Raigarh of Chhattisgarh was affected by floods - houses were drowned and damaged.
- Sabarkantha in Gujarat is a drought prone district.

Table 3.5: Distress Districts

States	Distress Districts	Non-distress Districts
ST STATES		
Rajasthan	Banswara Rajsamand	
Jharkhand		E-Singhbhum Gumla
Orissa	Malkangiri	Bolangir
Chhattisgarh	Dantewada Raigarh	
MP	Barwani Sheopur	
Gujarat	Sabarkantha	Dangs
Maharashtra		Nanded Nandurbar
Nagaland		Kohima Phek
SC STATES		
Rajasthan	Ajmer Shriganganagar	
UP		Bijnor Sonbhadra
West Bengal		Cooch Behar Hooghly
AP	Khammam Nellore	
Karnataka	Kolar Shimoga	
Tamil Nadu	Thiruvarur	Virudhunagar
Bihar	Saharsa	Nawada

CHAPTER 4

SCHEME PERFORMANCE

Swarnajayanti Gram Rozgar Yojana is implemented as a centrally sponsored scheme on cost sharing basis between the Centre and States in the ratio of 75:25 of the cash component of the program. Beneficiary Oriented Programs for SC and ST are taken up under stream I of the Yojana as Individual Beneficiary Schemes for SC/ST. Hence, this chapter covers only the stream I of the SGRY.

ALLOCATION AND RECEIPT OF FUNDS

The surplus in all India total funds released as against the total funds allocated for Stream I of SGRY in 2002-03 is perceptibly reflected in the allocation and release of funds to the selected states for the study.

Table 4.1 below indicates that the funds released to states Jharkhand, Gujarat, West Bengal and Nagaland were less than the funds allocated to these states in the year 2002-03. For other states fund release exceeded the fund allocation.

- Total available funds were more than the funds allocated for both the years except in case of Nagaland.

The State Rural Development Department coordinates the implementation of the scheme **at the State level.**

- Funds and foodgrains are allotted to the States on the basis of proportion of rural poor in a State to the total rural poor in the country.
- The States on an average take about 90 days after release of Central assistance to release its matching share of SGRY funds (cash) to DRDAs/Zilla Parishads.

At the district level,

- The allocation of funds and foodgrains is made on the index of backwardness formulated on the basis of the proportion of rural SC/ST population in a district to the total SC/ST population in the state and inverse of per capita production of the agricultural workers in that district.

Table 4.1: Allocation and Receipt of Funds under Stream I

2002-03										
SN	STATES	Opening Balance as on 1 April 2002	Allocation			Funds released			Other Receipts	Total Funds Available
			Centre	State	Total	Centre	State	Total		
States (ST)										
1	Rajasthan	2468.46	5419.58	1806.53	7226.11	7641.87	2179.85	9821.72*	0.00	12290.18
2	Jharkhand	7029.71	12035.69	4011.9	16047.59	8688.60	4605.41	13294.01	107.72	20431.44
3	Orissa	2079.39	10810.67	3603.56	14414.23	14072.61	3044.44	17117.05*	24.29	19220.73
4	Chhattisgarh	1028.18	5334.11	1778.04	7112.15	6819.08	2610.83	9429.91*	172.35	10630.44
5	Madhya Pradesh	2447.06	10359.77	3453.26	13813.03	12674.74	3978.93	16653.67*	153.46	19254.19
6	Gujarat	1941.87	3557.65	1185.88	4743.53	2936.50	0.00	2936.50	0.00	4878.37
7	Maharashtra	2401.27	14108.67	4702.89	18811.56	13724.74	5966.1	19690.84*	1302.9	23395.01
8	Nagaland	89.34	660.99	220.33	881.32	356.70	70.00	426.70	0.00	516.04
States (SC)										
9	Rajasthan	2468.46	5419.58	1806.53	7226.11	7641.87	2179.85	9821.72*	0.00	12290.18
10	Uttar Pradesh	21430.03	31940.91	10646.97	42587.88	33630.78	11210.29	44841.07*	1680.74	67951.84
11	West Bengal	11339.6	12013.9	4004.63	16018.53	9937.03	3312.35	13249.38	315.55	24904.53
12	Andhra Pradesh	1619.69	9451.48	3150.49	12601.97	12663.57	3128.07	15791.64*	45.74	17457.07
13	Karnataka	2850.44	7137.2	2379.07	9516.27	8880.42	2721.78	11602.20*	130.72	14583.36
14	Tamil Nadu	238.90	8357.28	2785.76	11143.04	10936.45	3451.99	14388.44*	200.56	14827.90
15	Bihar	10975.76	18926.54	6308.85	25235.39	13497.24	6788.10	20285.34	119.46	31380.56
ALL INDIA		78052.92	177875.02	59235.26	237110.28	184753.67	61242.85	245996.52*	9167.27	333216.71

2003-04										
SN	STATES	Opening Balance as on 1 April 2003	Allocation			Funds Released			Other Receipts	Total Funds Available
			Centre	State	Total	Centre	State	Total		
States (ST)										
1	Rajasthan	1351.59	6276.45	2092.15	8368.60	6839.00	2427.56	9266.56*	0.00	10618.15
2	Jharkhand	6169.05	13938.61	4646.2	18584.81	12534.80	182.9	12717.70	35.7	18922.45
3	Orissa	2054.69	12519.90	4173.30	16693.20	12646.73	4838.65	17485.38*	0.00	19540.07
4	Chhattisgarh	1481.1	6177.47	2059.16	8236.63	6628.71	1921.05	8549.76*	95.12	10125.98
5	Madhya Pradesh	930.15	11997.72	3999.24	15996.96	12550.76	3077.39	15628.15	415.20	16973.5
6	Gujarat	1564.07	4120.14	1373.38	5493.52	4166.53	1202.36	5368.89	0.00	6932.96
7	Maharashtra	3720.66	16339.34	5446.45	21785.79	15415.69	4092.33	19508.02	403.88	23632.56
8	Nagaland	46.78	765.38	255.13	1020.51	562.83	9.09	571.92	0.00	618.70
States (SC)										
9	Rajasthan	1351.59	6276.45	2092.15	8368.60	6839.00	2427.56	9266.56*	0.00	10618.15
10	Uttar Pradesh	21682.76	36990.97	12330.32	49321.29	32147.19	7398.2	39545.39	0.00	61228.15
11	West Bengal	10708.11	13913.37	4637.79	18551.16	9605.24	2435.95	12041.19	230.11	22979.41
12	Andhra Pradesh	988.72	10945.80	3648.60	14594.4	11846.34	3019.29	14865.63*	15.70	15870.05
13	Karnataka	1969.61	8265.64	2755.21	11020.85	9640.95	2234.24	11875.19*	304.24	14149.04
14	Tamil Nadu	299.76	9678.62	3226.21	12904.83	11505.68	3857.33	15363.01*	158.76	15821.53
15	Bihar	10388.53	21918.95	7306.32	29225.27	18096.75	4695.64	22792.39	175.72	33356.64
	ALL INDIA	74400.05	205995	68599.66	274594.66	206156.3	46930.1	253086.4	8676.95	336163.4

* Annual Report 2003-04, MoRD, GOI

UTILISATION OF FUNDS

22.5 percent of the total amount is the amount allocated for the expenditure exclusively on SC/ST i.e. on the individual beneficiary schemes.

- Under-utilisation of funds for the specific components of activities on SC/ST under stream I was observed in Sheopur in Madhya Pradesh, Nawada in Bihar and Nanded in Maharashtra.
- Figures for utilisation of funds on SC/ST activities in Nandurbar in Maharashtra, Thiruvavur in Tamil Nadu, Shimoga in Karnataka, Khammam in Andhra Pradesh and Sonbhadra in Uttar Pradesh were far above the earmarked share.

Nagaland utilised its entire amount on the ST of the state but it may be noticed that although all these 100 percent expenditure were made for the benefits of the ST community, the state upholds the community as a whole and whatever benefits are coming; they are utilised for the entire village and not for any single individual.

Table 4.2: Utilisation of Funds for IBS for SC/ST in ST States

States	Districts	2002-03			2003-04		
		% Utilisation on IBP at ZP	% Utilisation on IBP at IP	% Total Utilisation on IBP	%Utilisation on IBP at ZP	%Utilisation on IBP at IP	% Total Utilisation on IBP
Rajasthan	Banswara	21.16	22.94	22.19	24.41	26.74	25.81
	Rajsamand						
Jharkhand	Gumla						
	E-Singhbhum	10.18			13.21		
Orissa	Malkangiri	22.68	22.68	22.68	23.08	23.08	22.81
	Bolangir	33.96	39.98	39.80	23.42	23.42	23.42
Chhattisgarh	Dantewada						
	Raigarh	0.00	0.00	0.00	0.22	4.06	2.35
Madhya Pradesh	Sheopur	21.20	22.14	21.76	24.31	22.98	23.49
	Barwani						
Gujarat	Sabarkantha	29.16			39.72		
	Dangs	22.50	22.50	22.50	13.36	22.50	18.28
Maharashtra	Nanded	17.67	17.14	17.35	19.88	19.88	19.88
	Nandurbar	17.90	29.88	24.73	36.75	33.59	34.63
Nagaland	Kohima						
	Phek	0.00	11.97	11.97	0.00	15.76	15.76

Table 4.3: Utilisation of Funds for IBS for SC/ST in SC States

States	Districts	2002-03			2003-04		
		% Utilisation on IBP at ZP	% Utilisation on IBP at IP	% Total Utilisation on IBP	% Utilisation on IBP at ZP	% Utilisation on IBP at IP	% Total Utilisation on IBP
Rajasthan	Ajmer						
	Ganga Nagar	25.36	25.36	25.36	25.32	25.33	25.32
Uttar Pradesh	Bijnor	22.50	22.50	22.50	34.65	26.93	29.34
	Sonbhadra	38.20	71.43	63.60	22.50	22.50	22.50
West Bengal	Coochbehar			22.60			22.50
	Hooghly	25.20	25.20	25.20	24.95	24.95	24.95
Andhra Pradesh	Nellore						
	Khammam			100.00			97.91
Karnataka	Shimoga	16.31	16.30	16.31	30.69	30.69	30.69
	Kolar	20.00	20.00	20.00	21.66	23.96	22.98
Tamil Nadu	Thiruvarur	22.50	22.50	22.50	77.50	22.50	44.50
	Virudhunagar	0.00	0.00	0.00	0.00	0.00	0.00
Bihar	Saharsa	22.50	22.50	22.50			
	Nawada	12.78	13.70	13.51		17.85	

DETAILS OF WORKS

At the all India level more than 44 percent works of the total completed works were for the Scheduled Castes and Scheduled Tribe beneficiaries under stream I in 2002-03.

- The lowest percentage of works completed for SC/ST in the same financial year was in Bihar and Jharkhand (18.08 percent and 15.05 percent).
- Madhya Pradesh completed more than 85 percent of the total completed works exclusively for SC and ST in the state.

The various kinds of works taken up under stream I of SGRY varied from state to state and also district to district in a State.

- In Nagaland, the assets created are all community assets, like community hall, approach road or link road.
- In Rajasthan, houses have been provided under individual oriented program of SGRY.
- In Andhra Pradesh, Nellore district funded a variety of works like paddy crop, brick units; fish/prawn ponds and borewell with power pump unit while in Khammam district works were done taking in to account the local circumstances and needs of the people and in maximum of the cases people are given houses.
- In West Bengal, IBS funds were used for general works of SC/ST community like building roads, culverts, etc. in addition to cycle rickshaw vans in Hooghly district, whereas in Coochbehar district, beneficiaries were given under IBS either cycle rickshaw van or sewing machine or goats etc.

The following table provides the state figures for status of works for SC/ST under stream I, including the individual beneficiary scheme.

Table 4.4: Status of Works (in Numbers) for SC/ST under Stream I

	STATES	2002-03					2003-04				
		Works Completed	Works under Progress	Total works	Works comp. exclusively for SC/ST	% of Works comp. exclusively for SC/ST	Works Completed	Works under Progress	Total works	Works comp. exclusively for SC/ST	% of Works comp. exclusively for SC/ST
ST STATES											
1	Rajasthan	24832	9914	34746	12958	52.18	30482	12977	43459	19671	64.53
2	Jharkhand	5429	9424	14853	817	15.05	1621	8388	10009	579	35.72
3	Orissa	37022	9557	46579	10156	27.43	28428	19231	47659	10432	36.70
4	Chhattisgarh	12474	5486	17960	4602	36.89	14230	14398	28628	8451	59.39
5	MP	62762	23635	86397	53346	85.00	50096	44183	94279	43372	86.58
6	Gujarat	6545	4294	10839	3446	52.65	9533	6291	15824	5003	52.48
7	Maharashtra	15985	17806	33791	3281	20.53	14370	23212	37582	5528	38.47
8	Nagaland	474	190	664	NA	NA	NA	NA	NA	NA	NA
SC STATES											
9	Rajasthan	24832	9914	34746	12958	52.18	30482	12977	43459	19671	64.53
10	UP	36318	24368	60686	10025	27.60	23194	19388	42582		
11	WB	18432	6763	25195	6052	32.83	22991	13286	36277	10497	45.66
12	AP	32220	6546	40766	10487	32.55	25061	10956	36017	8799	35.11
13	Karnataka	49483	8422	57905	22349	45.17	31480	18829	50309	11210	35.61
14	TN	34434	3323	37757	19608	56.94	79431	6463	85894	54682	68.84
15	Bihar	12597	14807	27404	2278	18.08	14811	17975	32786	4405	29.74
	ALL INDIA	414465	169984	584449	184771	44.58	431592	254336	685928	225829	52.32

* Annual Report 2003-04, MoRD, GOI.

EMPLOYMENT GENERATED

The following table provides a broad picture of employment generated exclusively for SC/ST under stream I which includes the individual beneficiary scheme. No separate records are maintained for Employment generation under the Beneficiary Oriented Schemes for SC/ST under stream I.

Table 4.5: Employment Generated Exclusively for SC/ST under Stream I

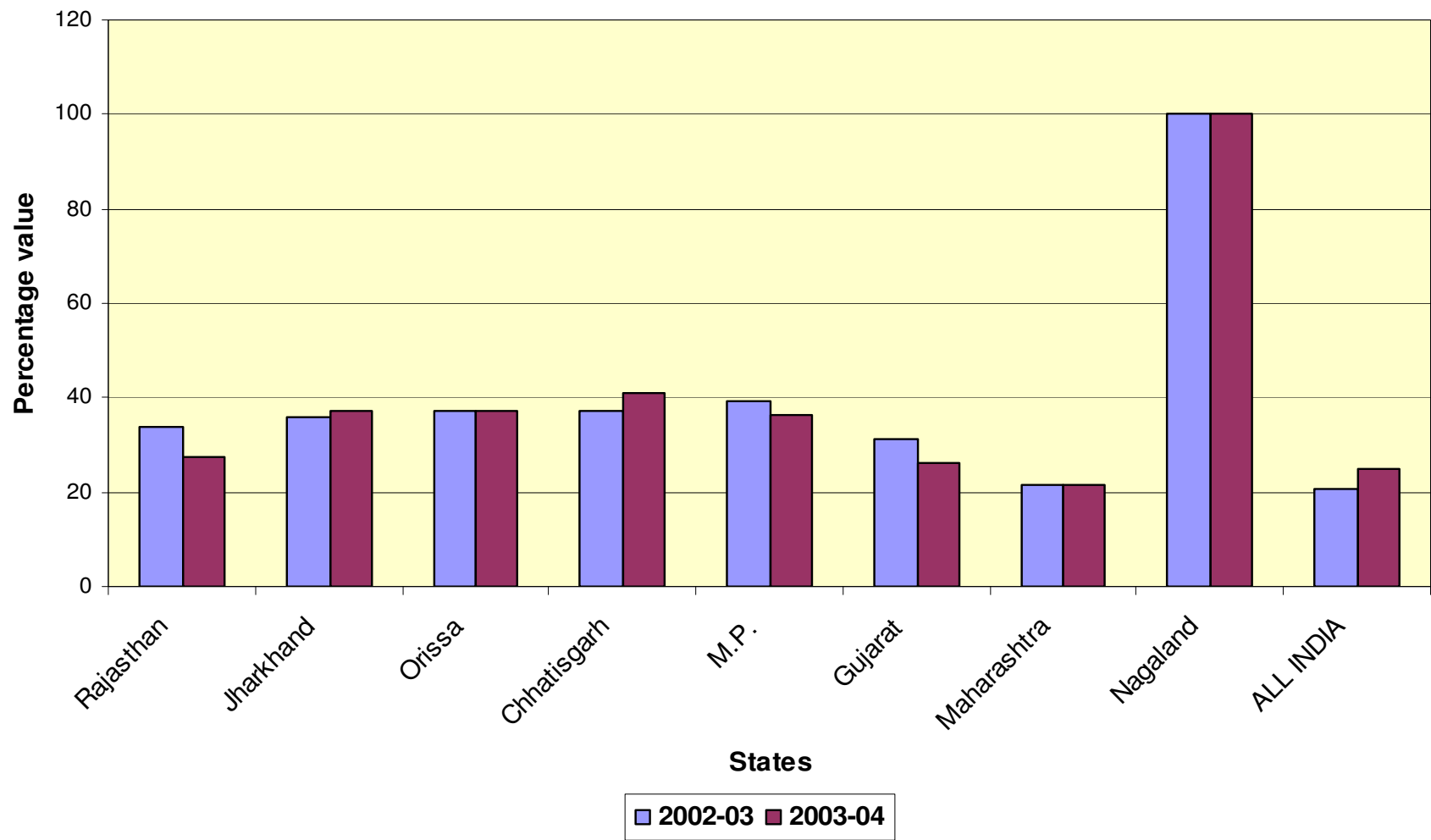
SN	Year	2002-03			2003-04		
	ST STATES	Employment generated for ST (mandays in lakh)	Total employment generated (mandays in lakh)	% share of employment generated for ST	Employment generated for ST (mandays in lakh)	Total employment generated (mandays in lakh)	% share of employment generated for ST
1	Rajasthan	67.27	199.38	33.74	35.06	128.20	27.35
2	Jharkhand	50.85	141.37	35.97	8.45	22.69	37.24
3	Orissa	108.23	291.35	37.15	87.30	234.13	37.29
4	Chhattisgarh	103.12	277.16	37.21	63.54	155.51	40.86
5	MP	106.32	270.62	39.29	65.79	181.68	36.21
6	Gujarat	35.58	113.91	31.24	39.07	149.04	26.21
7	Maharashtra	51.56	239.06	21.57	42.64	197.74	21.56
8	Nagaland	13.33	13.33	100.00	221.89	221.89	100.00
	ALL INDIA	782.84	3811.48	20.54	1156.79	4463.43	25.92
	SC STATES	Employment generated for SC (mandays in lakh)	Total employment generated (mandays in lakh)	% share of employment generated for SC	Employment generated for SC (mandays in lakh)	Total employment generated (mandays in lakh)	% share of employment generated for SC
9	Rajasthan	67.75	199.38	33.98	47.31	128.20	36.90
10	UP	372.35	658.86	56.51	222.33	419.12	53.05
11	WB	66.6	171.20	38.90	63.54	162.95	38.99
12	AP	51.39	190.91	26.92	44.74	188.89	23.69
13	Karnataka	65.91	243.47	27.07	56.09	203.94	27.50
14	TN	124.19	251.09	49.46	113	241.81	46.73
15	Bihar	117.93	238.19	49.51	95.25	193.73	49.17
	ALL INDIA	1300.48	3811.48	34.12	1413.69	4463.43	31.67

There is no specific format for collecting information regarding employment generation exclusively from individual beneficiary schemes for SC/ST under Stream I of SGRY.

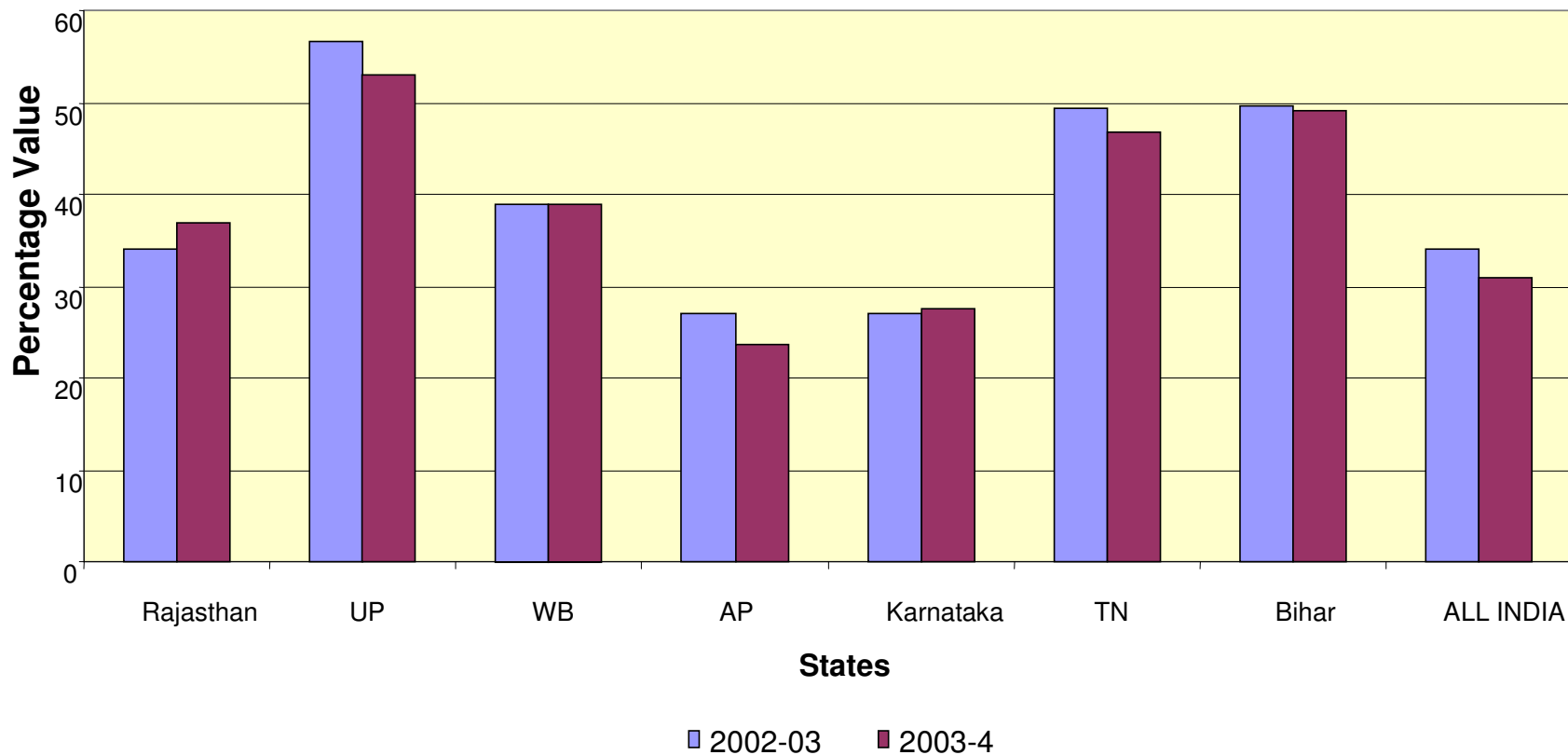
The primary objective of SGRY is to provide additional wage employment in all the rural areas. Accordingly the individual beneficiary scheme of 22.5 percent fund allocation under stream I also generates employment for the rural poor as a part of the Yojana.

Nagaland is the only state where employment generation under SGRY Stream I was cent percent for the ST. This is in view of the fact that the state has almost 90 percent ST population.

Percentage Share of Employment Generated for STs under Stream I



Percentage Share of Employment Generated for SC under Stream I



CHAPTER 5

SCHEME IMPLEMENTATION AND ROLE OF PRIs

SELECTION OF BENEFICIARIES

As stated in the guidelines of the SGRY, the target group of the individual beneficiary scheme should cover only the BPL Scheduled Castes and Scheduled Tribe rural poor.

- The criterion of selection of beneficiaries from the BPL SC/ST was strictly adhered to in all the 30 districts across the selected states.

The beneficiary oriented programs under stream I of the SGRY are implemented by both district and block. According to the guidelines of SGRY scheme, 22.5 percent of the SGRY funds are to be utilised for the creation of assets for individual beneficiaries and to be implemented by the district and block agencies. However,

According to the Guidelines of SGRY scheme Stream-I is to be implemented by the ZP and IP, with the funds distributed in the ratio of 40-60 between ZP and IP.

- However in Nagaland, all the funds of Stream I and Stream II are released to villages directly.

In Stream I there are no separate allocations from DRDA and IP for Individual beneficiaries. It is given as single allocation and is implemented by the Village directly. The DRDA and Block Development Office have no role in implementation and they confine their role to allocation and disbursement of funds besides monitoring.

- In all the examined districts across all 14 states (except Nagaland), the funds are disbursed for asset creation or works for SC/ST individual beneficiaries, to ZP/IP on the basis of BPL and SC/ST population.

However, according to the respondents at block level, in some of the cases there is political interference also.

BANK ACCOUNT

In all the selected states, separate account for SGRY is maintained at district, block and village levels separately.

- However since there is no separate release of funds for Individual beneficiary programs for SC/ST (22.5 percent share of stream I), there is no separate account for this component.

ANNUAL ACTION PLAN

Almost 45 percent of the surveyed intermediate panchayats reported that the works /assets for individual beneficiaries programs are identified in the Annual Action Plan.

Table 5.1: Assets /Works taken up by IP as per AAP

States	Assets/Works as per AAP (%)	Not as per AAP (%)
Rajasthan	83.3	16.7
Jharkhand	50.0	50.0
Orissa	100.0	
Chhattisgarh	40	60.0
MP		100.0
Gujarat	25.0	75.0
Maharashtra	83.3	16.7
Nagaland		71.4
Rajasthan	66.7	16.7
UP	33.3	33.3
West Bengal	33.3	66.7
AP	57.1	42.9
Karnataka	33.3	66.7
Tamil Nadu		100.0
Bihar	83.3	16.7
Total	44.9	55.1

INVOLVEMENT OF BENEFICIARIES IN SELECTION OF ASSETS

All the surveyed intermediate panchayats, except Nagaland (since no individual beneficiary has been benefited), reported that the beneficiaries are involved in the process of their selection for the benefit.

The same issue was also raised with the beneficiaries.

77.9 percent of the beneficiaries affirmed that the selection of assets under the IB scheme was of their choice.

Only 19.6 percent beneficiaries from MP and 48.89 percent from Karnataka stated that the assets were selected as per their choice.

Table 5.2: Choice of Assets

States	Beneficiary choice		Officials' choice		Total
	No.	%	No.	%	
ST STATES					
Rajasthan	360	100	0	0	360
Jharkhand	296	92.5	24	7.5	320
Orissa	309	85.83	51	14.2	360
Chhattisgarh	341	94.72	19	5.28	360
MP	59	19.6	242	80.4	301
Gujarat	315	87.5	45	12.5	360
Maharashtra	252	90	28	10	280
Nagaland					
SC STATES					
Rajasthan	338	93.89	22	6.11	360
UP	237	69.71	103	30.3	340
West Bengal	331	91.94	29	8.06	360
AP	224	62.22	136	37.8	360
Karnataka	176	48.89	184	51.1	360
Tamil Nadu	215	59.72	145	40.3	360
Bihar	317	88.06	43	11.9	360
Total	3770	77.88	1071	22.1	4841

CHAPTER 6

ASSETS CREATED

The broad outline and objectives of the SGRY scheme encompasses special safeguards for the weaker sections of the society i.e. SC/ST. Under Stream I of the scheme, economic assets and assets for improving the quality of life are to be taken up for the benefit of identified individuals belonging to SC/ST category.

TYPES OF ASSETS

The economic assets and works like development of allotted land in the case of allottees of ceiling surplus land, Bhoodaan land and government land, social forestry works, such as fuel wood and fodder plantations on private lands belonging to SC/ST, agri-horticulture, floriculture, horticulture plantation on private lands belonging to BPL SC/ST, work sheds or infrastructure for any self-employment program, open irrigation wells/borewells for irrigation, pond excavation/re-excavation with primary support for pisciculture and other sustainable income generation assets can be taken up as per the guidelines of the scheme. In addition to these economic assets, dwelling units, house, sanitary latrines and smokeless chullhas could also be taken up for improving the quality of life. However emphasis was on the economic assets and other assets are to be considered under special circumstances.

A wide variation as regards to the selection of assets/works was observed across the selected states.

- **1762 beneficiaries (36.39 percent) acquired non-economic assets i.e. dwelling units, sanitary latrines, etc.**
- **41 beneficiaries (0.85 percent) did not acquire any individual economic asset (they were involved in creation of community assets).**
- **The remaining 3038 (62.76 percent) were the beneficiaries of the economic assets.**

Although as per the State and district authorities the assets and works were need based, firm adherence to the scheme guidelines was lacking in some districts of Orissa, Gujarat, Maharashtra, Uttar Pradesh, etc.

Under the individual beneficiary scheme, assets have been created on common land (Orissa), social forestry works are done on common lands (Maharashtra), etc.

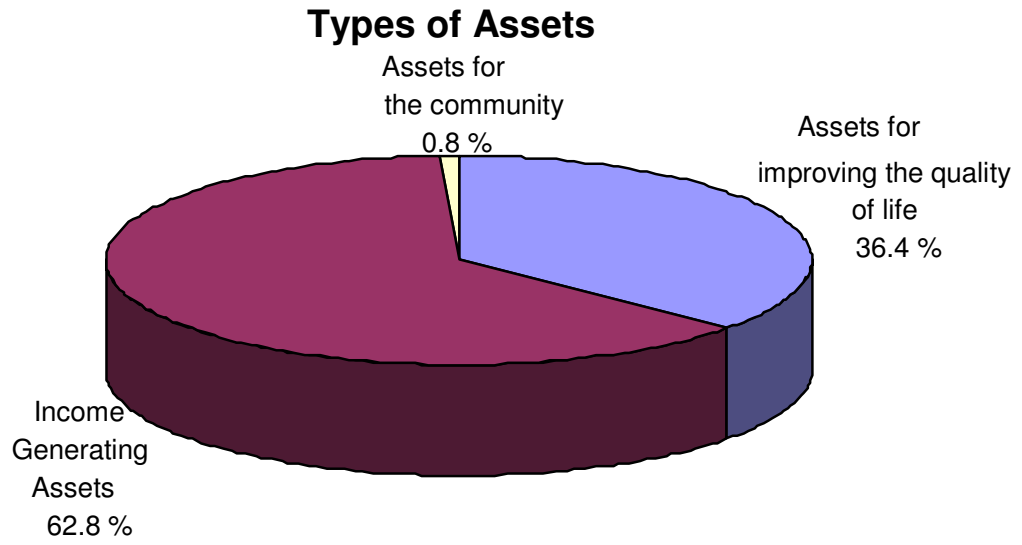
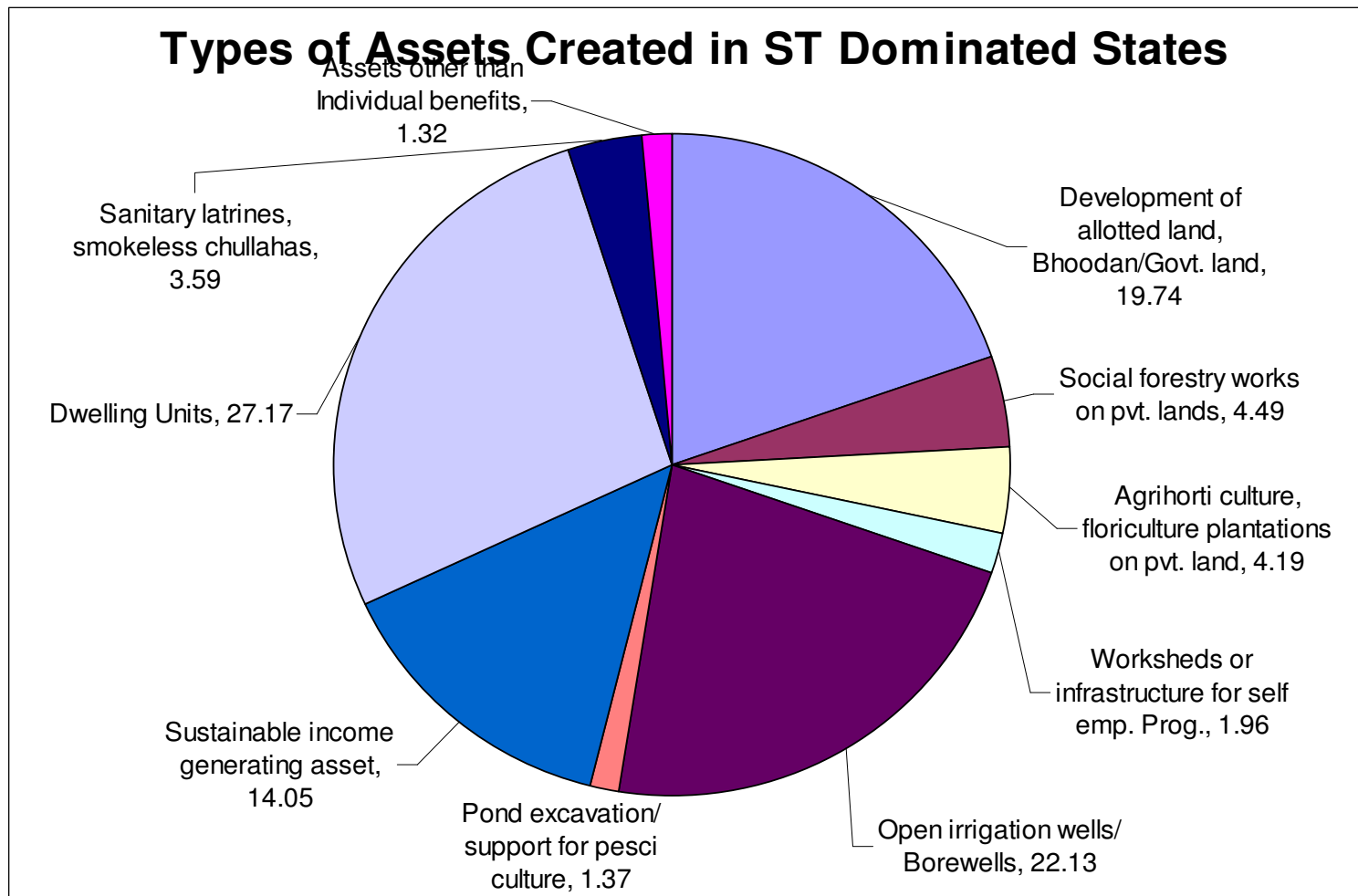


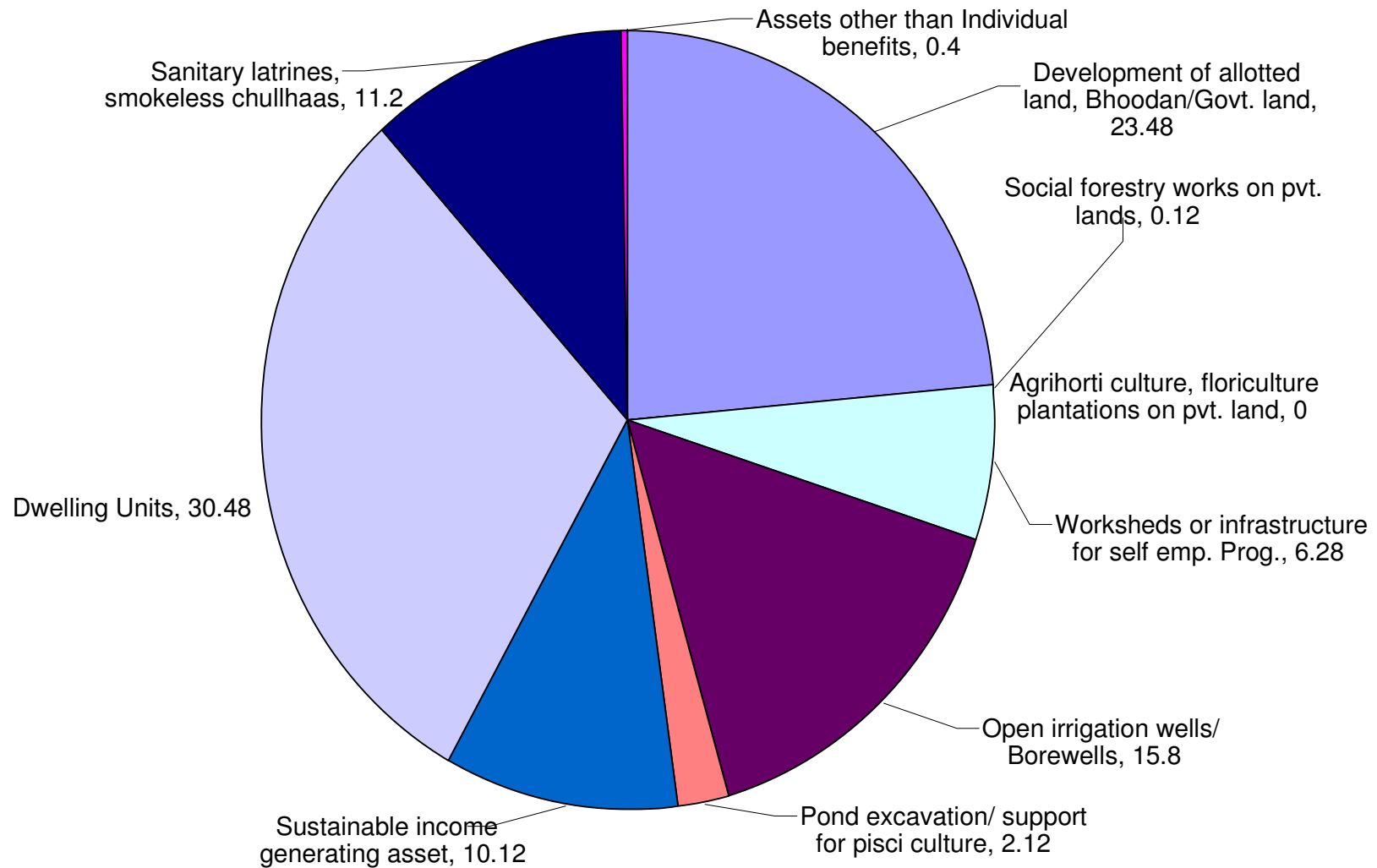
Table 6.1: Types of Assets Created

ST STATES											
S N	States	Dev. of allotted land, Bhoodan/Go vt. land	Social forestry works on pvt. lands	Agri-horti culture, floriculture plantations on pvt. land	Work-sheds or infrastructure for self emp. Prog.	Open irrigation wells/ Borewells	Pond excavation / support for pisci culture	Other Sustainable income generating asset	Dwelling Units	Sanitary latrines, smokeless chulhaas	Assets other than Individual benefits
1	Rajasthan	-	-	-	-	-	-	-	360 (100%)	-	-
2	Jharkhand	-	-	1 (0.31%)	46 (14.38%)	239 (74.69%)	20 (6.25%)	10 (3.13%)	-	3 (0.94%)	1 (0.31%)
3	Orissa	93 (25.83%)	-	-	-	34 (9.44%)	4 (1.11%)	-	228 (63.33%)	1 (0.28%)	-
4	Chhattisgarh	55 (15.27%)	-	50 (13.89%)	-	5 (1.38%)	-	169 (46.94%)	-	80 (22.22%)	1 (0.28%)
5	MP	247 (82.06%)	1 (0.33%)	17 (5.65%)	-	-	-	-	7 (2.33%)	-	29 (9.64%)
6	Gujarat	-	-	30 (8.33%)	-	180 (50%)	-	150 (41.67%)	-	-	-
7	Maharashtra	67 (23.93%)	104 (37.14%)	-	-	60 (21.43%)	8 (2.86%)	-	41 (14.64%)	-	-
8	Nagaland	-	-	-	-	-	-	-	-	-	-
A	Total ST	462 (19.74%)	105 (4.49%)	98 (4.19%)	46 (1.97%)	518 (22.13%)	32 (1.37%)	329 (14.05%)	636 (27.17%)	84 (3.59%)	31 (1.32%)

SC STATES											
	States	Dev. of allotted land, Bhoodan/ Govt. land	Social forestry works on pvt. lands	Agri-horti culture, floriculture plantations on pvt. land	Work-sheds or infrastructure for self emp. prog.	Open irrigation wells/ Borewells	Pond excavation / support for pisci culture	Sustainable income generating asset	Dwelling Units	Sanitary latrines, smokeless chullhaas	Assets other than individual benefits
9	Rajasthan								360 (100%)		
10	UP					99 (29.12%)	16 (6.67%)	64 (18.82%)	65 (18.84%)	95 (27.94%)	1 (0.29%)
11	WB	36 (10%)	3 (0.83%)		22 (6.11%)	78 (21.67%)	23 (6.39%)	129 (35.83%)	30 (8.33%)	39 (10.83%)	
12	AP	233 (64.7%)				17 (4.72%)	1 (0.28%)	58 (16.2%)	50 (13.89%)		1 (0.28%)
13	Karnataka	315 (87.50%)				13 (3.61%)			1 (0.28%)	23 (6.38%)	8 (2.22%)
14	TN					20 (5.56%)			252 (70%)	88 (24.44%)	
15	Bihar	3 (0.83%)			135 (37.5%)	168 (46.66%)	13 (3.61%)	2 (0.56%)	4 (1.11%)	35 (9.72%)	
B	Total SC	587 (23.48%)	3 (0.12%)		157 (6.28%)	395 (15.8%)	53 (2.12%)	253 (10.12%)	762 (30.48%)	280 (11.2%)	10 (0.4%)
	Total (A+B)	1049 (21.67%)	108 (2.23%)	98 (2.02%)	203 (4.19%)	913 (18.86%)	85 (1.76%)	582 (12.02%)	1398 (28.88%)	364 (7.52%)	41 (0.85%)



Types of Assets Created in SC Dominated States



From the list of assets to be created and works to be taken up under the Beneficiary oriented programs for SC and ST, given in the guidelines of the SGRY,

- Maximum number of the beneficiaries (28.88 percent) got dwelling units under the scheme followed by 'Development of land' (21.67 percent).
- Under development of land works were to be done on private lands or Bhoodaan lands of the individual beneficiaries. But beneficiaries were given this scheme under this asset creation and development of land was actually done on common land in states like Maharashtra, Orissa, and Gujarat.
- No asset under agri-horticulture, floriculture and horticulture plantation on private lands belonging to BPL SC/ST was provided to any of the seven selected SC dominated states.

West Bengal figures for various types of assets provided show very encouraging results. In fact,

- **West Bengal is the only state where more than 80 percent of the beneficiaries of the scheme were provided economic assets.**

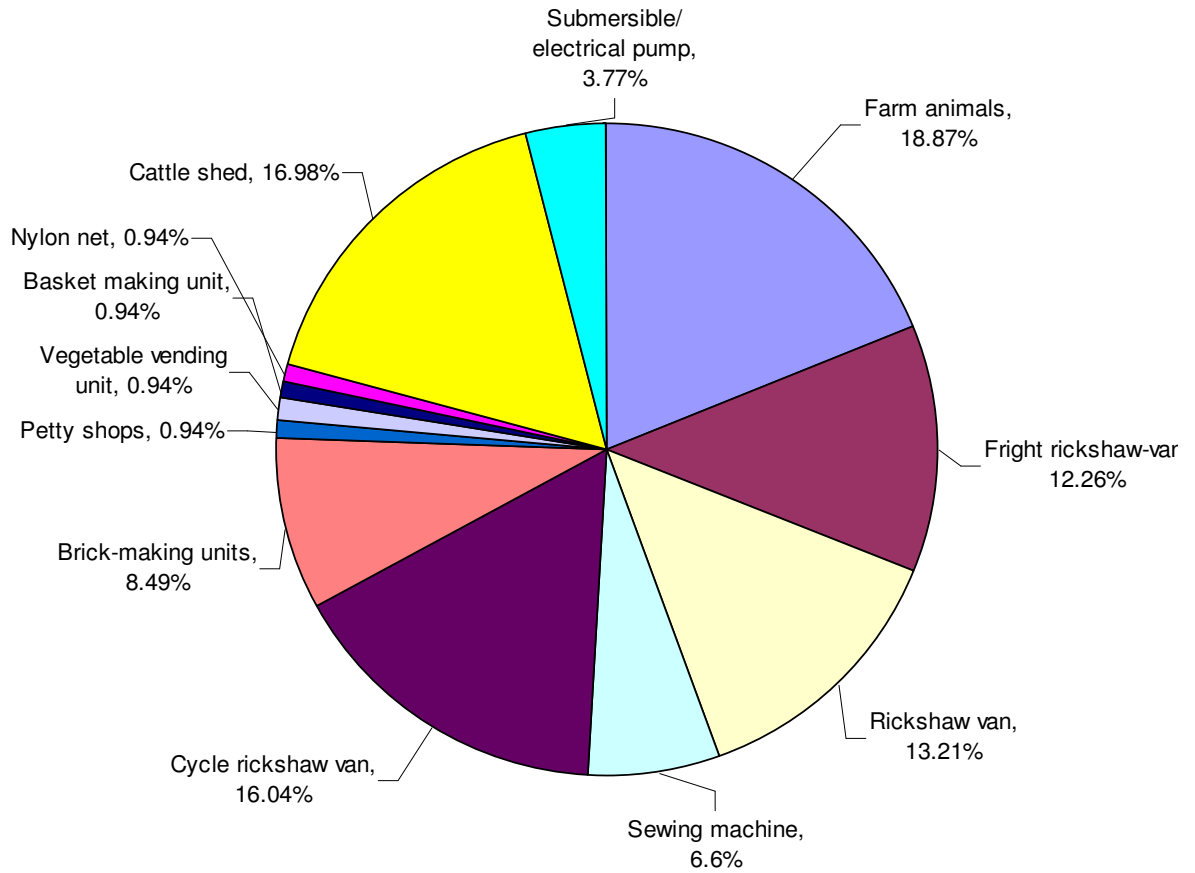
Of the total beneficiaries in West Bengal, 35.83 percent beneficiaries received assets for sustainable income generating assets like rickshaw vans, cycle rickshaws, sewing machines and dairy cattle.

OTHER SUSTAINABLE INCOME GENERATING ASSETS

Among the various types of assets created across all the states, about 12 percent were in the category of other sustainable income generating assets. Assets in the category of other sustainable income generating assets were further explored. It was discovered that,

- 18.87 percent of the assets sanctioned are livestock and farm animals like goat and buffalo.
- 16.98 percent of the total sample assets were sheds for farm animals.
- Other very popular assets sanctioned under other sustainable income generating asset category are the cycle rickshaw-vans (16.04 percent), rickshaw-van (13.21 percent) and freight rickshaws (12.26 percent). These assets were sanctioned in West Bengal.

Types of Other Sustainable Income Generating Assets



The other assets in the category of sustainable income generating assets are like sewing machines, petty shops, basket making units, brick-making units and vegetable vending units.

Table 6.2: Other sustainable Income Generating Assets

Types of Other Sustainable Income Generating Assets	Percentage Value
Farm animals	18.87
Fright rickshaw-van	12.26
Rickshaw van	13.21
Sewing machine	6.60
Cycle rickshaw van	16.04
Brick-making units	8.49
Petty shops	0.94
Vegetable vending unit	0.94
Basket making unit	0.94
Nylon net	0.94
Cattle shed	16.98
Submersible/electrical pump	3.77
Total	100

VALUE OF ASSETS CREATED

As many as 49.3 percent of the total beneficiaries could not state the value of the asset they received.

- 10.4 percent beneficiaries stated that the value of their assets was between Rs.2001-5000.
- 15 percent of the assets for development of land valued between Rs.20000-50000.
- 22.6 percent of the assets like work sheds/infrastructure for self employment program were of the highest value between Rs.50001-100000.
- The value of works for non-economic asset dwelling units/upgradation of houses varied from Rs.1000 to more than Rs.50000. However, sanitary latrines (13.1 percent) were of the lowest value up to Rs.1000.

Major reasons for high value of the assets are:

- Construction of community assets instead of providing assets to the individual beneficiaries under the program.
- The beneficiaries have invested money from their own sources in non-economic assets like dwelling units/upgradation of houses.

Table 6.3: Value and Type of Assets Created

(Beneficiary responses)

Types of assets	No response	1-1000	1001-2000	2001-5000	5001-10000	10001-15000	15001-20000	20001-50000	50001-100000	above 100000
Dev. of allotted land, Bhoodan/Govt. land	53.8%	7.1%	6.5%	2.4%	8.8%	0.6%	2.5%	15.0%	3.4%	0.1%
Social forestry works on pvt. lands	3.7%		3.7%	5.6%	18.5%	30.6%	21.3%	16.7%		
Agri-horti culture, floriculture plantations on pvt. land	21.4%	5.1%		51.0%	1.0%	21.4%				
Work-sheds or infrastructure for self emp. prog.	63.0%	3.0%	1.1%	2.3%	1.5%	0.4%		6.0%	22.6%	
Open irrigation wells/ Borewells	57.5%	0.3%	3.0%	21.6%	4.0%	3.3%	0.6%	3.6%	6.0%	0.1%
Pond excavation/ support for pisci culture	56.5%			9.4%	1.2%	18.8%	1.2%	9.4%	3.5%	
Sustainable income generating asset	14.6%	2.1%	32.3%	20.3%	4.1%	25.4%		1.2%		
Dwelling Units	67.0%	0.5%	0.2%	0.3%	1.1%	0.2%	22.0%	8.5%	0.2%	
Sanitary latrines, smokeless chulhas	27.8%	13.1%	25.0%	27.8%	5.3%	0.3%	0.6%			
Assets other than Individual benefits*					3.4%			71.2%	13.6%	11.9%
TOTAL	49.3%	3.1%	7.7%	10.4%	4.4%	5.4%	6.9%	8.9%	3.6%	.3%

* These were the community assets (not as per the guidelines)

Table 6.4: State-wise Value of Assets Created

(Beneficiary responses)

States	Don't know	Up to 1000	1001-2000	2001-5000	5001-10000	10001-15000	15001-20000	20001-50000	50001-100000	above 100000
ST STATES										
Rajasthan	100.0%									
Jharkhand	80.6%			0.3%		0.6%		16.6%	1.9%	
Orissa	0.3%			0.3%	24.2%	8.9%	62.2%	4.2%		
Chhattisgarh	0.3%	18.1%	61.1%	20.0%	0.3%				0.3%	
MP	47.5%			0.3%	4.3%	0.3%	4.0%	33.6%	9.6%	0.3%
Gujarat	1.1%	1.7%	5.6%	44.4%	0.8%	46.4%				
Maharashtra	11.4%		1.4%	2.1%	7.1%	14.3%	19.6%	25.4%	18.6%	
Nagaland										
SC STATES										
Rajasthan	94.4%	0.3%		0.6%			2.5%	1.9%	0.3%	
UP	63.5%		2.4%	23.5%			7.9%	2.1%	0.3%	0.3%
WB	10.0%	16.1%	19.7%	35.6%	12.2%	3.6%	1.4%	1.1%	0.3%	
AP	64.7%	1.9%	13.6%	11.7%	5.0%	1.1%		0.6%	1.4%	
Karnataka	91.7%	3.6%	0.3%	0.6%	2.5%		1.1%	0.3%		
TN	20.8%			1.9%	5.0%			47.2%	21.1%	3.9%
Bihar	100.0%									
TOTAL	49.3%	3.1%	7.7%	10.4%	4.4%	5.4%	6.9%	8.9%	3.6%	0.3%

Respondents of Bihar and Rajasthan (ST) did not respond when asked about the value of the assets.

- Majority of the assets provided in Tamil Nadu were of the highest value ranging from Rs 20000 to more than Rs.100000. These assets were the group houses given to the beneficiaries.
- 25.4 percent and 18.6 percent of the beneficiaries in Maharashtra received assets of value between Rs.20000 to 50000 and Rs.50001 to 100000 respectively.
- Maximum assets of the lowest value of up to Rs.1000 were sanctioned in Chhattisgarh (18.1 percent) and West Bengal (16.1 percent)

The study observed that of the total beneficiaries, who could state the value of the asset provided to them, 20.5 percent (maximum) reported the value of their assets between Rs.2000 to 5000. More than half of these assets were agri-horticulture plantations.

PHYSICAL VERIFICATION OF ASSETS

The assets created through the Individual Beneficiary Scheme funds were also verified for its quality, durability usefulness and sustainability.

Assets under the individual assets earmarked for Individual Beneficiary Schemes of SC/ST were selected for evaluation through random sampling. The assets were evaluated based on the responses given by the Junior Engineers or Sarpanch/Secretary and investigators observation for each asset separately.

Table 6.5: Number of Assets Verified

Types of Assets	No. of Assets	Percentage
Ind. Ben. Assets	1210	72.24
Community assets	467	27.76
Total verified assets	1677	100

In all the study states, 1677 assets were physically verified. These assets also included some community assets along with the individual beneficiary asset.

- In Nagaland all the 120 assets were the community assets.

There are no individual beneficiaries at all under SGRY in the entire Nagaland. The customary law of Nagaland upholds the community as a whole and all the benefits received are utilised for the entire village and not for any single individual. The assets are created by the community and for the community. The Individual Beneficiary funds (22.5 percent) are merged with the rest of 77.5 percent of Stream I fund and treated as a single allocation. In this background, the samples of beneficiary schedules and non-beneficiary schedules could not be covered in Nagaland. Other states however have a mix of both.

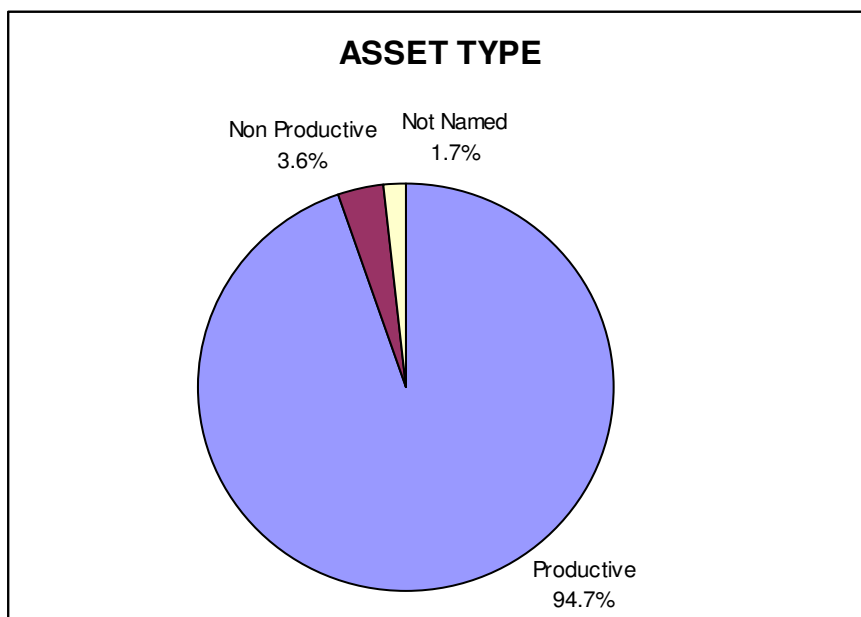
Classification of Assets

Attempts were made to classify the assets verified based on the type of assets listed in the guidelines (page 9) of the SGRY Programme. Of the 1676 assets, 108 (6.4 per cent) were related to land development, 47 (2.8 per cent) were social forestry works, 41 (2.4 per cent) were agri-horticulture, 37 (2.2 per cent) were work sheds or infrastructure for self employment programme, 281 (16.8 per cent) were wells / bore wells, 94 (5.6 per cent) were pond excavation / re-excitation, 190 (11.3 per cent) were other income generating activities, 360 (21.5 per cent) were dwelling units, 40 (2.4 per cent) were sanitary latrines and the remaining 449 (26.8 per cent) were other kind of assets like roads, drainages, culverts, LPG stoves, etc. Remaining 29 assets could not be classified as they were not clearly named. Following table features this information.

Table 6.6: Asset Classification

S N	Type of Asset	Number of Assets	Percent
1	Land Development	108	6.4
2	Social Forestry	47	2.8
3	Agri-horticulture	41	2.4
4	Work Sheds	37	2.2
5	Wells / Bore Wells	281	16.8
6	Pond Excavation / Re-excitation	94	5.6
7	Other Sustainable Income Generating Assets	190	11.3
8	Dwelling Units	360	21.5
9	Sanitary Latrines	40	2.4
10	Others	449	26.8
11	Not Named	29	1.7
Total		1677	100.0

Verified assets were further classified into productive and non productive by the research team. Majority of the assets, 1587 accounting for 94.6 per cent of the total, were found to be productive. Sixty-one assets (3.6 per cent) were found to be non productive, while 29 could not be classified.



Current Status of Assets

The study revealed that more than 80 percent of the assets were in use.

Table 6.7: Current Status of Assets Verified (in %)

Status	Ind. Ben. Assets	Community Assets	Total
Completed and in Use	75.3	93.8	80.5
Completed but not in use	8.2	1.3	6.3
Ongoing	10.2	5.0	8.7
Abandoned	6.3	0	4.5

About 8.7 percent assets were being created/constructed but 4.5 percent were abandoned. 6.3 percent of the assets were completed but not in use.

Assets as per Annual Action Plan

In all 80.8 percent of the assets were as part of the Annual Action Plan. 94.6 percent of the community assets undertaken from the individual beneficiary scheme funds were as part of the Annual Action Plan.

Table 6.8: Assets as per Annual Action Plan (in %)

AAP	Ind. Ben. Assets	Community Assets	Total
Assets part of AAP	75.5	94.6	80.8
Assets not a part of AAP	12.9	5.2	10.7
Not aware	11.6	0.2	8.4

Construction of Assets

No contractors are permitted to be engaged for execution of any works and no intermediate agencies employed for executing works under SGRY. This is because the full benefit in terms of wages to be paid should at all times reach the workers/beneficiaries. The community assets under SGRY are undertaken by the implementing agency or the panchayats themselves.

- More than 75 percent of the community assets were constructed by the implementing agency.

Table 6.9: Construction of Assets (in %)

Assets Construction	Ind. Ben. Assets	Community Assets	Total
By beneficiaries themselves	51.3	8.7	41.1
Implementing agency	21.9	75.3	34.7
Contractor	13.2	16.0	13.9
Others	13.6	0	10.4

Only 50 percent of the individual assets were constructed or created by the beneficiaries themselves.

Labour Employed

83.8 percent of the labour employed in creation of assets was local labour.

Table 6.10: Labour Employed in Construction of Assets (in %)

Locality	Ind. Ben. Assets	Community Assets	Total
Same locality/neighbourhood	82.0	88.8	83.8
Far-off locality	18.0	11.2	16.2

16.2 percent of the labour was not from the locality.

Table 6.11: Reasons for Outside Labour (in %)

Reason	Ind. Ben. Assets	Community Assets	Total
Local labour unavailable	11.4	0.9	8.5
Local labour not willing to work	13.8	0	10.0
Wages too little	2.2	0.4	1.7
Other reasons	28.3	34.6	30.1

The reasons for the labour from far off locality were that either the local labour was not willing to work, or wages were too little for local labour, etc.

Use of Low-cost Material

While there is no ceiling on the cost of works to be taken up, efforts should be made to use local material for low cost.

Table 6.12: Use of Low Cost Materials (in %)

Low-cost Material	Ind. Ben. Assets	Community Assets	Total
Low cost materials used	21.4	1.2	16.3
Low cost materials not used	62.5	90.4	69.5
Not aware	16.1	8.4	14.2

For majority of the works, almost 70 percent, locally available low cost materials for creation of the assets were not used.

Use of Low-cost Technology

Table 6.13: Use of Low Cost Technology (in %)

Low-cost Technology	Ind. Ben. Assets	Community Assets	Total
Low cost technology used	29.2	10.1	24.4
Low cost technology not used	51.8	80.6	59.1
Not aware	19.0	9.3	16.5

Again as per the responses given by the Junior Engineer, or sarpanch or secretary of the village, as many as 59 percent of the assets created did not involve low cost technology.

Quality of Assets

Table 6.14: Quality of Assets Created (in %)

Quality of Assets	According to JE responses			Investigator's Observation		
	Ind. Ben. Assets	Community assets	Total	Ind. Ben. Assets	Community Assets	Total
Good	45.2	48.9	46.3	38.9	45.8	40.8
Satisfactory	46.2	50.4	47.4	49.7	52.9	50.6
Poor	8.6	0.6	6.3	11.4	1.3	8.6

According to the Junior Engineer,

- About 94 percent of the assets created were of good or satisfactory quality. However, 6.3 percent assets were not of good quality

As per the investigators observation,

- About 92 percent of the assets were either of good quality or satisfactory.

There is not much variation among the JE's and investigator's opinion.

Utility of Assets

Table 6.15: Utility of Assets Created (in %)

Utility of Assets	According to JE Responses			Investigator's Observation		
	Ind. Ben. Assets	Community Assets	Total	Ind. Ben. Assets	Community Assets	Total
Fully	70.8	88.4	75.7	63.2	86.5	69.8
Partially	16.8	10.3	15.0	23.0	11.8	19.8
Not at all	12.4	1.3	9.3	13.8	1.7	10.4

Only about nine to ten percent of the assets did not have any utility. This was because these assets were either incomplete or were of poor quality.

Sustainability of Assets

Table 6.16: Sustainability of Assets Created (in %)

Utility of assets	Ind. Ben. Assets	Community Assets	Total
Sustainable	59.9	80.1	65.3
Not sustainable	17.3	7.3	14.6
Sustainable to some extent	22.8	12.6	20.1

According to the investigators, about 60 percent of the individual beneficiary assets and 80 percent of the community assets created were sustainable.

CHAPTER 7

IMPACT OF THE PROGRAM

IMPACT ON EMPLOYMENT AND INCOME

SGRY gives thrust to employment and infrastructure development. The scheme is implemented with the primary objective of providing additional wage employment in all rural areas, and secondary objective of the scheme includes creation of durable community, social and economic assets and infrastructure development in rural areas.

The scheme has special safeguards for the weaker sections of the community i.e. the Scheduled Castes and the Scheduled Tribes. Resources are earmarked under both the streams for taking up activities exclusively for SC/ST families and communities. Under the First Stream of SGRY, 22.5 percent of the resources are earmarked exclusively for the Individual Beneficiary Oriented Programs for SC/STs for providing economic and social assets, and for developmental works on individual lands of SC/ST families. However, priority has to be given to provide economic assets to individual beneficiaries for sustainable employment.

The Individual Beneficiary Oriented program under SGRY was earmarked Rs.749.74 crore in 2002-03 and Rs.756.37 crore in 2003-04.

SUSTAINABLE INCREASE IN EMPLOYMENT

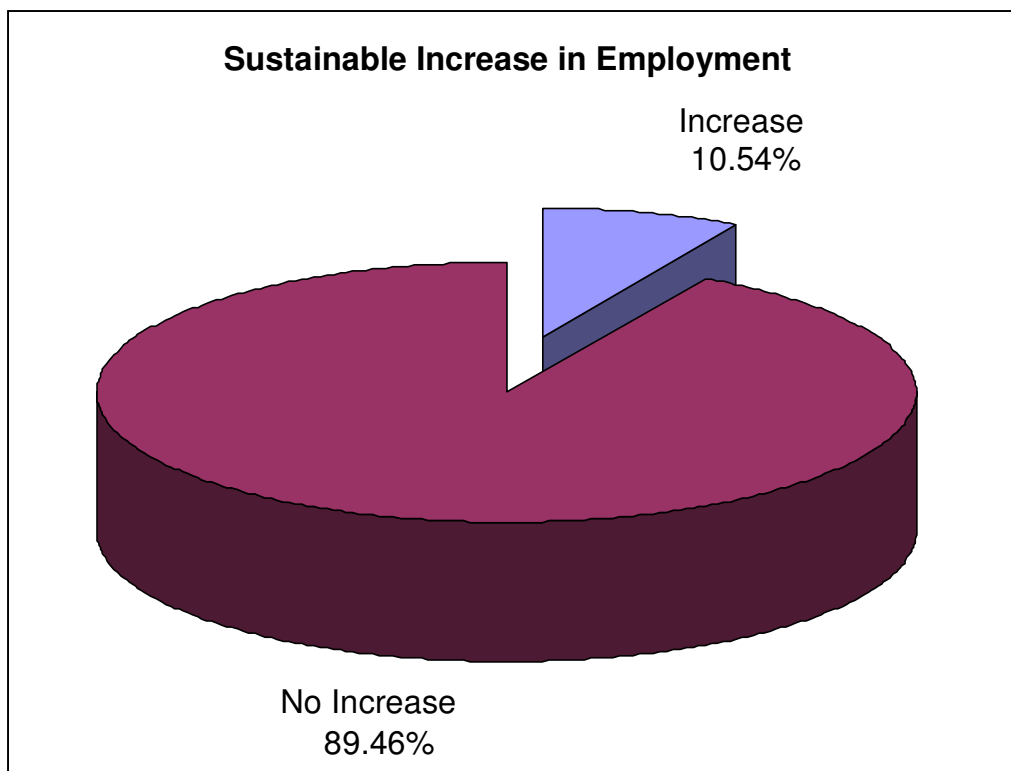
The scheme visualizes a sustainable increase in employment of the rural poor SC/ST beneficiaries through economic assets created under the individual beneficiary oriented scheme. Alarming, only

- **510 of the total 4841 sample beneficiaries reported sustainable increase in employment as an outcome of the scheme / asset created.**
- **Only 10.54 percent of the sample SC/ST scheme beneficiaries had sustainable increase in employment from the asset created under the scheme.**

One of the reasons for this very low increase in income is the types of assets created. Of the total assets created, almost 29 percent were the dwelling units and almost 8 percent were sanitary latrines and smokeless chullhas. **All these assets are the assets for improving the quality of life and not employment generation.**

As per the scheme guidelines, priority should be given to providing economic assets to individual beneficiaries for sustainable employment. Assets such as dwelling units, sanitary latrines, smokeless chullhas, etc. may be given lesser priority and should be considered under exceptional circumstances.

- The study reveals that almost 39 percent of the assets provided under the scheme were assets that do not provide sustainable employment.
- Beneficiary respondents from states like Rajasthan (ST) and Madhya Pradesh stated that there was no sustainable increase in employment.



EXTENT OF INCREASE IN EMPLOYMENT

The 10.54 percent respondents, who had an increase in employment, were further asked to reveal the extent of sustainable employment they have or they would achieve through the acquired asset under the program.

- The sustainable increase in employment days per year in various states under study was wide-ranging from 30 days per annum to all the year round.

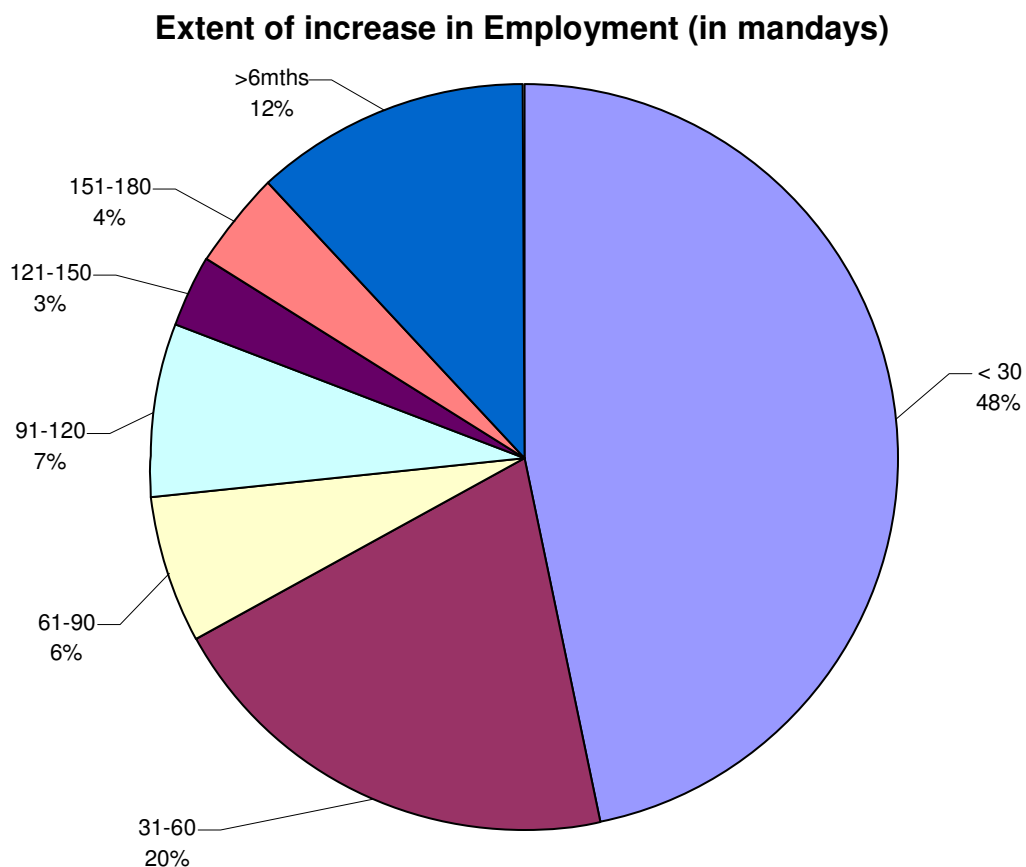
A negligible number of respondents had a very little increase in sustainable employment in states such as Jharkhand, Orissa, Chhattisgarh, Gujarat, Rajasthan (SC), Andhra Pradesh, Karnataka and Tamil Nadu.

Table 7.1: State-wise Extent of Sustainable Increase in Employment

		<30	31-60	61-90	91-120	121-150	151-180	>6mths	No increase	Total ben.
1	Rajasthan								360	360
									100.0%	100.0%
2	Jharkhand	2							318	320
		0.6%							99.4%	100.0%
3	Orissa	3							357	360
		0.8%							99.2%	100.0%
4	Chhattisgarh		2	3		1			354	360
			0.6%	0.8%		0.3%			98.3%	100.0%
5	MP								300	300
									100.0%	100.0%
6	Gujarat	84	25	3					248	360
		23.3%	6.9%	0.8%					68.9%	100.0%
7	Maharashtra	33	12	4					231	280
		11.8%	4.3%	1.4%					82.5%	100.0%
8	Nagaland								0	0
9	Rajasthan	4	10						346	360
		1.1%	2.8%						96.1%	100.0%
10	UP	7	4	1	1				327	340
		2.1%	1.2%	0.3%	0.3%				96.2%	100.0%
11	West Bengal	34	40	18	31	14	21	60	142	360
		9.4%	11.1%	5.0%	8.6%	3.9%	5.8%	16.7%	39.4%	100.0%
12	AP	14	4						342	360
		3.9%	1.1%						95.0%	100.0%
13	Karnataka	1							359	360
		0.3%							99.7%	100.0%
14	Tamil Nadu	5							355	360
		1.4%							98.6%	100.0%
15	Bihar	51	7	3	6	1		1	291	360
		14.7%	1.9%	0.8%	1.7%	0.3%		0.3%	80.8%	100.0%
Total		238	104	32	38	16	21	61	4331	4841
		5.3%	2.1%	0.7%	0.8%	0.3%	0.4%	1.2%	89.5%	100%

- 510 beneficiaries (10.54 percent) of the total 4841, from various states, claim to have a sustainable increase in their employment days in a year.
- Of these 510 beneficiaries who have gained sustainable increase in employment:

- 46.7 percent (238 beneficiaries) benefited an increased sustainable employment of up to 30 days.
- Another 20.39 percent (104 beneficiaries) have increased employment of up to 60 days in a year.
- 61 beneficiaries claimed of having got sustainable employment for more than six months in a year due to the scheme.



None of the beneficiaries from Rajasthan (ST) and Madhya Pradesh stated sustainable increase in employment. Beneficiaries from other states however stated some increased employment.

- **In West Bengal, almost 60.56 percent beneficiary claim of sustainable increased employment varying from a month to round the year.**

As per the guidelines, the economic assets/works are to be taken up for the benefit of identified individuals belonging to SC/ST whereas social assets for increasing quality of life may be taken up only under exceptional circumstances.

The data for the increase in employment of the individual beneficiaries of the scheme was further analysed with the various types of assets.

The study revealed that,

- **1762 beneficiaries (36.39 percent) acquired non-economic assets i.e. the dwelling units, sanitary latrines etc.**
- **41 beneficiaries (0.85 percent) did not acquire any individual economic asset**
- **Only 3038 (62.76 percent) were the beneficiaries of the economic assets.**

It is understandable that the non-economic assets would not yield any sustainable increase in employment.

But some increased employment is expected from at least the various economic assets created under the scheme. Even these figures are not very encouraging.

This was scheme was tampered and moulded by the States according to their own requirements, a totally distorted version of the scheme was perceived.

Different states have different reasons. Works done in the name of development of land were done on community or village land that was common to all.

The following table shows the employment gained from various assets.

Table 7.2: Types of Assets vs. Increase in Employment

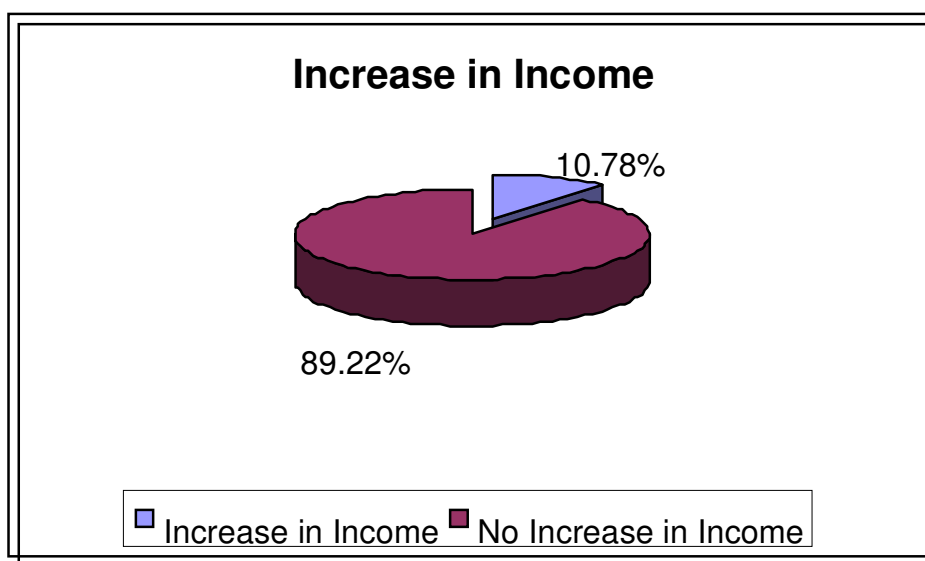
	Various Types of Assets	Increase in employment (no. of days per year)						No increase	
		< 30	31-60	61-90	91-120	121-150	151-180		Above 180
1	Dev. of land, etc.	0.2%	0.1%		0.1%				99.6%
2	Social forestry, etc.	0.9%						1.9%	97.2%
3	Agri-horticulture, floriculture, etc	12.2%	1.0%	2.0%					84.7%
4	Worksheds, infrastructure for self emp. prog., etc		0.8%	1.9%	0.4%	1.5%	0.8%	01.5%	93.2%
5	Open irrigation wells, borewells for irrigation	4.5%	2.3%	0.8%	2.0%	0.6%	0.6%	1.1%	88.2%
6	Pond excavation, support for pisciculture, etc.	5.9%	2.4%	2.4%	2.4%	3.5%	3.5%	7.1%	72.9%
7	Other sustainable income generating assets	12.7%	7.4%	1.4%	1.5%	0.3%	1.9%	6.5%	68.2%
8	Dwelling units, houses	0.5%	0.9%						98.7%
9	Sanitary latrines, smoke-less chullhas	0.3%				0.3%			99.4%
10	Community works/assets*	4.2%							95.8%
11	NA								100%
	Total	3.0%	1.7%	0.5%	0.6%	0.3%	0.4%	1.2%	92.2%

* These works/ assets are the community works and assets like culverts, CC roads, drains, etc., for which the funds of the individual beneficiary oriented scheme were utilised and beneficiaries were given employment.

SUSTAINABLE INCREASE IN INCOME

To make a dent on the prevailing poverty and increase the pace of growth in the rural economy, SGRY was launched with a greater thrust to provide additional employment and create infrastructure. The Individual Beneficiary oriented Programs under SGRY-I offer economic assets to individual beneficiaries for sustainable employment, which consequently leads to sustainable increase in income as well.

- **10.78 percent of the total beneficiaries confirmed of increase in income from various assets.**
- **About 89.22 percent of the total beneficiaries had no increase in income.**



Beneficiaries reported increase in income from various assets. This increase was further classified in income groups for all the states.

Analysis of types of assets created indicate that 36.39 percent acquired non-economic assets i.e. the dwelling units, sanitary latrines etc. and 0.85 percent did not acquire any individual economic asset (these got the benefit of community asset.

- **Only 62.76 percent were the beneficiaries of the economic assets.**

Further analysis of the income of the beneficiaries who received economic generation reveals that

- Out of the beneficiaries who had acquired economic asset, only 15 percent confirm of sustainable increase in income.

EXTENT OF INCREASE IN INCOME

Of the 10.78 percent of the total beneficiaries who affirmed increase in income,

- 47 percent have increased their income up to Rs.500 per annum.
- Another 20 percent reported increase in their incomes between Rs.501 to Rs.1000 per annum
- There were cases where respondents confirmed of increasing their income more than Rs.5000 per annum as a result of the asset created under the scheme.
- In Chhattisgarh only one respondent reported increase in income of up to Rs.500 per annum.

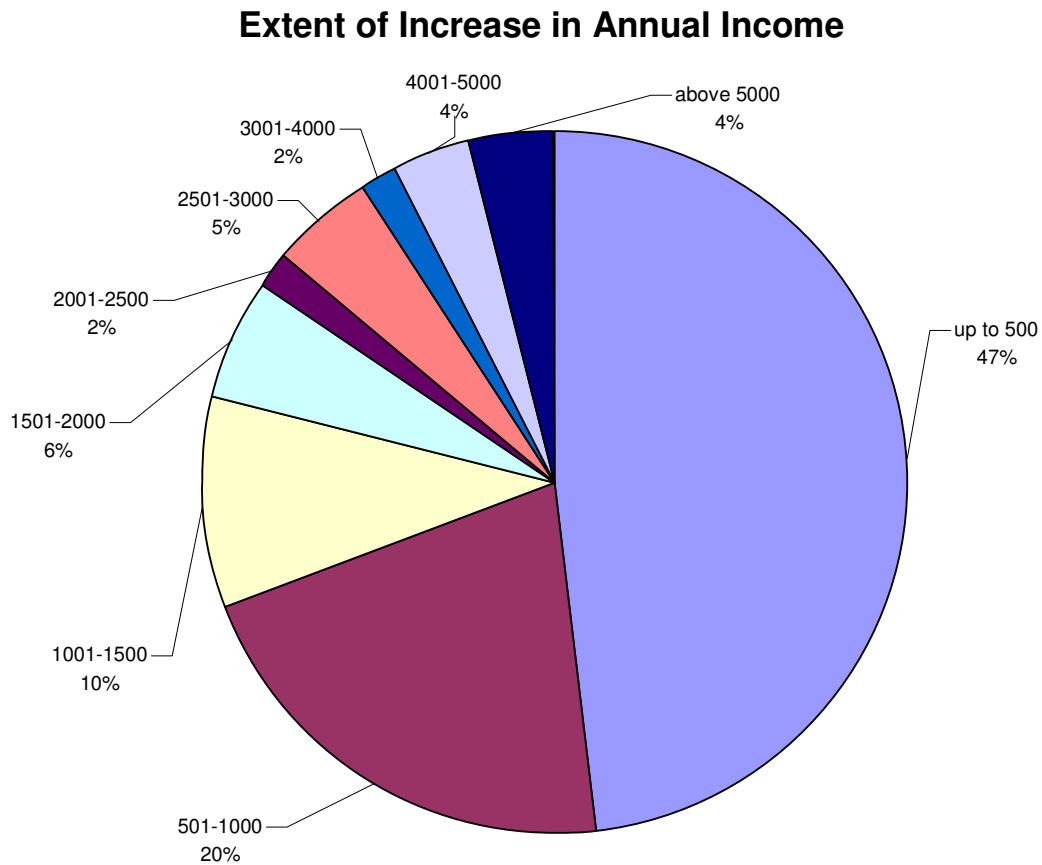


Table 7.3: State-wise Extent of Increase in Annual Income (%)

		No Increase	Upto 500	501-1000	1001-1500	1501-2000	2001-2500	2501-3000	3001-4000	4001-5000	above 5000
1	Rajasthan	100.00									
2	Jharkhand	84.70	6.60	4.70	2.20	0.60	0.60	0.30	0.30		
3	Orissa	94.40	1.70	1.40	1.40	1.10					
4	Chhattisgarh	99.70	0.30								
5	MP	96.33	3.67								
6	Gujarat	58.30	19.70	14.70	5.00	1.70	0.30	0.30			
7	Maharashtra	78.20		1.40		1.10		1.80	2.50	6.10	8.90
8	Nagaland										
9	Rajasthan	93.60	3.30		0.30	0.60	0.30	0.80		1.10	
10	UP	99.42				0.29					0.29
11	West Bengal	63.10	5.30	13.60	10.60	4.20	1.70	0.80	0.30	0.60	
12	AP	81.10	0.80	1.90	0.80	2.50	0.30	4.20	0.60	2.50	5.30
13	Karnataka	97.20	2.80								
14	Tamil Nadu	98.10	1.40			0.60					
15	Bihar	66.95	21.66	7.23	2.50	1.11				0.55	
	Total	89.22	5.50	2.15	0.8	0.60	0.10	0.40	0.20	0.45	0.40

ASSET-WISE INCREASE IN INCOME

- Of the total sanctioned assets, only 10.78 percent beneficiaries had increased income from various assets.

Table 7.4: Asset-wise Extent of Increase in Annual Income (%)

Type of Assets	Increase in Income (in Rs.)										Total
	No Increase	Upto 500	501-1000	1001-1500	1501-2000	2001-2500	2501-3000	3001-4000	4001-5000	above 5000	
Dev. Of land, etc.	19.89	0.35	0.20	0.16	0.22	0.02	0.14	0.14	0.30	0.20	21.66
Social forestry, etc.	2.21									0.02	2.23
Agri-horticulture, floriculture, etc	1.71	.016	0.08	0.02	0.02		0.02				2.02
Worksheds, infrastructure for self emp. prog., etc	5.10	0.10	0.06	0.06	0.02	0.06	0.02	0.02	0.02		5.47
Open irrigation wells, borewells for irrigation	15.24	0.86	1.12	0.74	0.24	0.10	0.04	0.04	0.08	0.22	18.71
Pond excavation, support for pisciculture, etc.	1.56	0.02	0.08	0.04			0.02			0.02	1.75
Other sustainable income generating assets	8.13	1.19	1.13	0.43	0.24	0.02	0.26	0.02	0.16	0.39	12.02
Dwelling units, houses	25.51	0.35	0.06	0.02	0.06	0.02	0.06		0.08	0.04	26.21
Sanitary latrines, smoke-less chullhas	6.58				0.02						6.61
Community works/assets*	2.39				0.04						2.43
NA	0.84										0.84
Total	89.21	3.05	2.74	1.48	0.89	0.23	0.57	0.23	0.66	0.90	100

Assets sanctioned for improving quality of life like dwelling units, sanitary latrines and smokeless chullhas have shown no increase or marginal increase in the incomes of the beneficiaries.

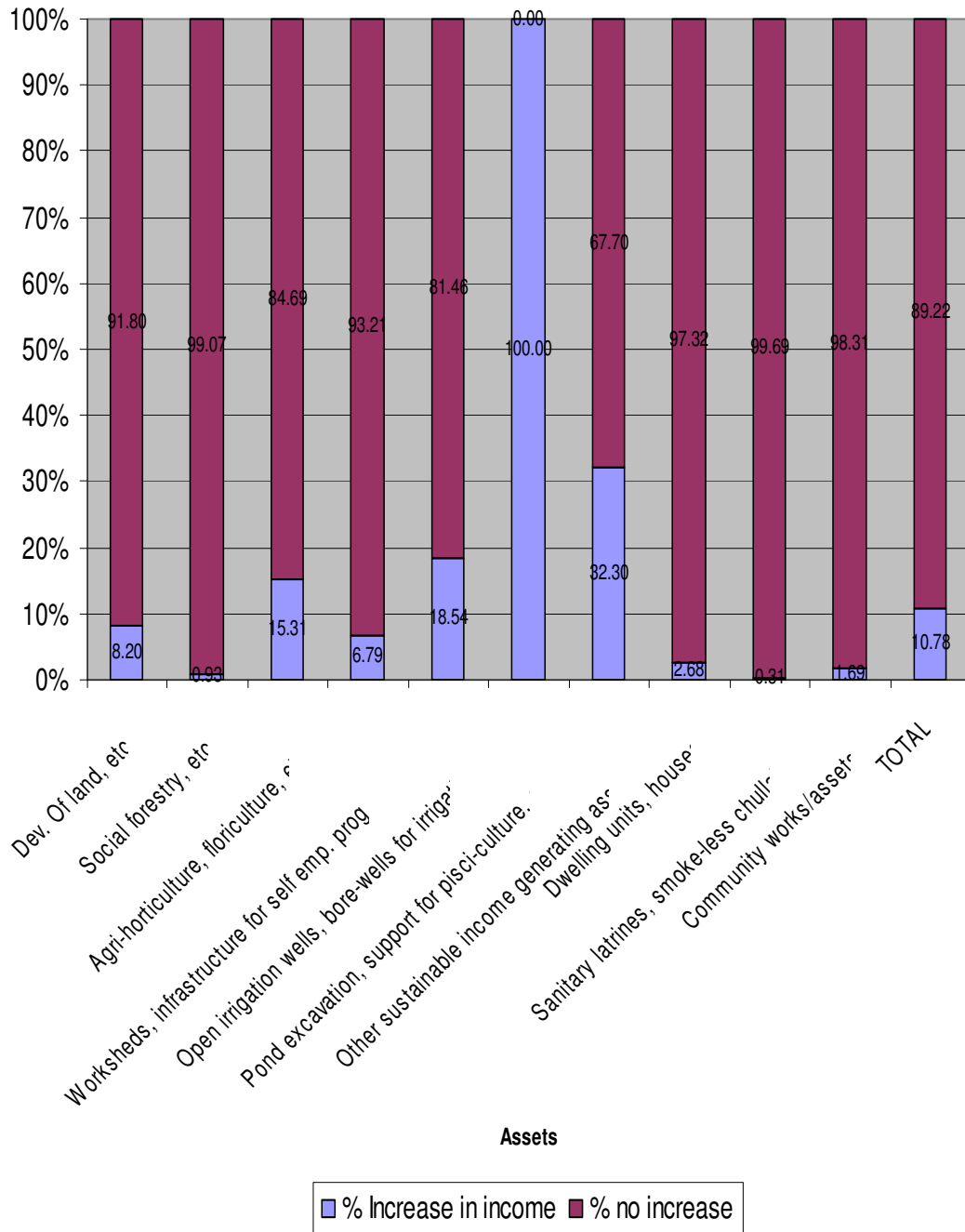
Table 7.5: Asset-wise Increase in Annual Income

	Type of Assets	Increase in Income (%)	No Increase (%)
1	Dev. Of allotted, surplus, Bhoodan, Govt. land	8.20	91.80
2	Social forestry works like fuel wood & fodder plantations	0.93	99.07
3	Agri-horticulture, floriculture, horticulture plantations	15.31	84.69
4	Work sheds, infrastructure for self employment programs	6.79	93.21
5	Open irrigation wells, borewells for irrigation	18.54	81.46
6	Pond excavation/re-excavation for support for pisciculture	100.00	0.00
7	Other sustainable income generating assets	32.30	67.70
8	Dwelling units, houses	2.68	97.32
9	Sanitary latrines, smoke-less chullhas	0.31	99.69
10	Community works/assets*	1.69	98.31
	TOTAL	10.78	89.22

* Works taken up were not as per the stated guidelines of the scheme

- All the beneficiaries (100 percent) of pond excavation/re-excavation with primary support for pisciculture have increased their income.
- 30.30 percent beneficiaries who acquired various sustainable income generating assets e.g. sewing machines, rickshaw vans, cattle, etc., confirm of increase in their income.
- 18.54 percent beneficiaries of the total who were sanctioned for open irrigation wells, borewells for irrigation could increase their income as an outcome of the asset.
- Some of the beneficiaries (15.3 percent) sanctioned the scheme for agri-horticulture, floriculture and horticulture plantations also registered some increase in income.

Asset-wise Increase in Income



- Majority of the beneficiaries (21.7 percent of the total 4841 interviewed beneficiaries for all the various assets) had acquired assets for development of allotted land, surplus land, Bhoodaan land and government land. But only 8.2 percent claim to have an additional income through these assets.
- Of the beneficiaries who got assets like work-sheds/infrastructure for self-employment programs, only 6.8 percent reported increase in income.
- Social forestry works were given to 108 respondents (104 in Maharashtra alone). Of these only about 1 percent reported increase in income (Madhya Pradesh).
- In Jharkhand majority of the respondents reported no increase in income. Only 8.6 percent beneficiaries reported an increase in their income in the range of Rs 501 to 1000 per annum. They got assets such as borewells, open irrigation wells, etc.
- In Orissa, only 20 (5.6 percent) beneficiaries reported increase in income. 18 out of 20 beneficiaries who received assets/ works for land development affirmed of increase in income up to Rs 2000 per annum.
- In Gujarat 210 beneficiaries (54.16 percent) did not have any increase in their income from the scheme assets. 29.91 percent and 8.8 percent beneficiaries reported increased income up to Rs.1000 per annum from the assets for sustainable income generation and assets for irrigation respectively. 4.16 percent beneficiaries who received assets/works of agriculture/ horticulture/floriculture have increased their income up to Rs.3000 per annum.
- In Maharashtra 78.2 percent (2219 out of 280) did not report any increase in income. Majority of the beneficiaries who reported increase in income had it from assets provided under development of land. Of these, 24 beneficiaries reported increased income of more than Rs.4000 per annum. Twenty beneficiaries received income gains from assets like borewells and open irrigation wells. Of these, 11 beneficiaries claimed to have an increased income of over Rs.5000 per annum from these assets.
- Although all the beneficiaries of the scheme in Rajasthan (SC) state received dwelling units under the scheme, about six percent reported of some increase in income. This is due to improved security for family which enable them to venture out for work.
- In Uttar Pradesh, though 52.6 percent beneficiaries have been provided with economic assets like borewells and open wells, pond excavation and re-excavation, they have no increase in income. This is so because the beneficiaries were selected under the individual beneficiary scheme but the assets created were community assets. Others, however, have got assets for improving the quality of life such as dwelling units and sanitary latrines.

- In West Bengal 37 per cent of the beneficiaries reported increased income in various income groups ranging from Rs.500 to more than Rs.5000 per annum depending on the type of assets they have acquired.
- In Andhra Pradesh majority of the beneficiaries (233 out of 360) have acquired assets for land development. Out of them 90.9 percent have not increased their income and remaining 9.1 percent increased it up to Rs.5000 per annum. 27.9 percent of those beneficiaries who affirmed increase in income due to the assets acquired for sustainable income generation have increased their income above Rs.5000 per annum. Twenty two percent claimed of having additional income in the range of Rs.2501-3000 per annum.
- Only ten beneficiaries (2.78 percent) in Karnataka have increased their income up to Rs.500 per annum from assets for land development. Although beneficiaries in the state had acquired other economic assets like borewells, open irrigation wells also but they did not acknowledge of any increase in the income.
- As many as 34.17 percent and 12.22 percent beneficiaries of the total sample of 360 in Tamil Nadu acquired group houses/dwelling units and sanitary latrine respectively under the beneficiary oriented SC/ST program. However, these were the assets for improving the quality of life and not economic assets for income generation. Only seven beneficiaries reported of increase in income up to Rs.2000 per annum in the state.
- Beneficiaries in Bihar were given various assets under the scheme like work sheds/infrastructure for self employment program, borewells, open irrigation wells and pond excavation/re-excavation and support for pisciculture. However, no beneficiary has had any additional gain in his or her income.

FOOD SECURITY

Data on food grains paid as wages was generated and analysed. State wise information is as follows.

Andhra Pradesh

- Of the 360 beneficiaries interviewed, 181 (50.3 per cent) did not get food grains as wages.
- The remaining reported that they got food grains varying from 42 kg to 234 kg.

Bihar

- Food grains were not distributed in the state under the programme.

Chhattisgarh

- 55 (15.3 per cent) interviewed beneficiaries reported that they got food grains.

Gujarat

- 129 (35.8 per cent) beneficiaries reported that they did not get any food grains as wage. The remaining beneficiaries got food grains varying from 5 kg to 360 kg.

Jharkhand

- 122 beneficiaries (38.1 per cent) reported that they did not get food grains. The remaining 238 beneficiaries (61.9 per cent) reported getting food grains varying from 6 kg to 10 quintal.

Karnataka

- 207 beneficiaries (57.5 per cent) reported that they did not get any food grains. The remaining 153 (42.5 per cent) reported getting food grains varying from 50 kg to 7 quintal.

Madhya Pradesh

- All the 301 beneficiaries interviewed reported that they got food grains, its quantity varying from 3.1 kg to 17 quintal.

Maharashtra

- Of the 279 beneficiaries interviewed, 186 (66.7 per cent) did not get food grains. The remaining said they got good grains varying from 5 kg to 9.2 quintal.

Orissa

- 283 (78.6 per cent) beneficiaries reported that they did not get food grains. The remaining 109 (21.4 per cent) reported getting food grains varying from 1.2 quintal to 9.8 quintal.

Rajasthan

- Of the 720 beneficiaries interviewed, 306 (42.5 per cent) did not get food grains. The remaining 414 (57.5 per cent) got food grains under the programme.

Tamil Nadu

- Only three beneficiaries, of the 360 interviewed, reported that they got grains as wages.

Uttar Pradesh

- Of the 340 beneficiaries interviewed, 60 (17.65 per cent) reported that they got food grains.

West Bengal

- 105 (29.2 per cent) interviewed beneficiaries got food grains as wage. The quantity varied from 5 kg to 200 kg.

As is evident, the Individual Beneficiary Oriented Programme provides food security too to the beneficiaries. With the exception of Bihar, the interviewed beneficiaries in all other states reported that they were given food grains as wages (though their number was as low as three in Tamil Nadu). However, the thrust of the programme should not be on making grains available to the target groups. It must be on providing income generating assets, so that the beneficiaries can afford to pay not only for food grains but for education and health care too. At the same time attention should be paid to implementing schemes, such as food for work programme, that are aimed at ensuring food security of the weaker sections.

COST-BENEFIT ANALYSIS

Unit Cost of Assets

The Individual Beneficiary Oriented program under SGRY was earmarked more than Rs.749.74 crore in 2002-03 and 756.37 crore in 2003-04². With such a substantial amount, the policymakers and the planners might have envisaged enormous enhancement of the SC/ST community in economic terms. However, the results in spite of such sizeable expenditure in the programs have not shown encouraging results in terms of additional sustainable employment and income generation from the individual assets.

Table 7.6: Unit Value of the Asset

States	No of assets	Total assets value (Rs.)	Average value of assets (Rs.)
Rajasthan	360	8945300	24848.06
Jharkhand	62	1771627	28574.63
Orissa	359	6179460	17212.98
Chhattisgarh	359	777985	2167.09
MP	158	6628000	41949.37
Gujarat	356	2686990	7547.72
Maharashtra	248	7839597	31611.28
Nagaland	-	-	-
Rajasthan	20	532050	26602.50
UP	124	1280600	10327.42
West Bengal	324	1467128	4528.17
AP	127	753508	5933.13
Karnataka	30	188302	6276.73
Tamil Nadu	285	16284718	57139.36
Bihar	360	13566371	37684.36
TOTAL	3172	68901636	21721.83

² Calculations based on the 22.5 percent share (Individual Beneficiary Oriented Programs' share) of the total available funds under stream I of SGRY

Beneficiaries were asked to state the value of their asset. 3172 beneficiaries could respond to this query.

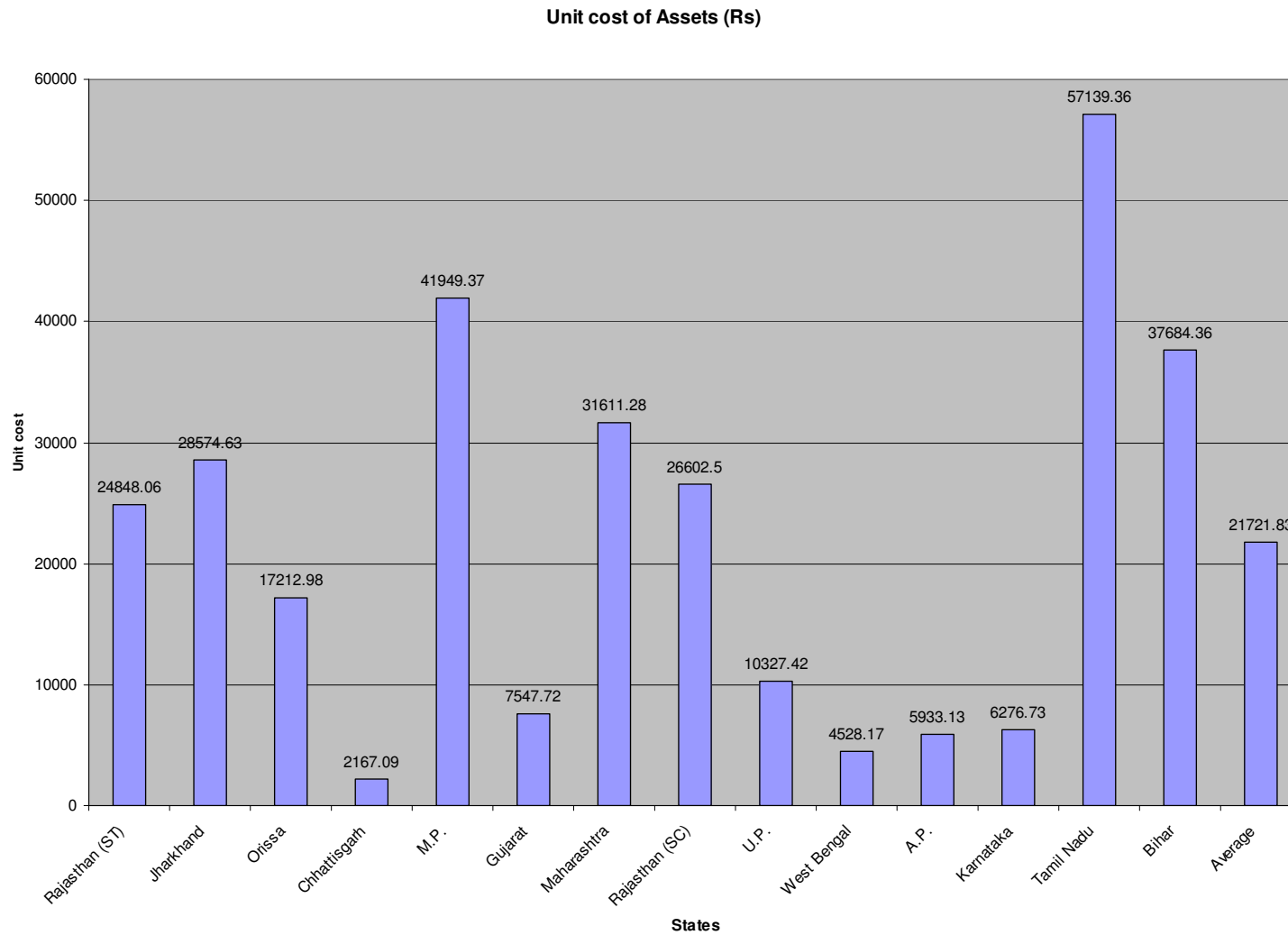
Of the 3172 individual beneficiary assets,

Total value **Rs.6,89,01,636**

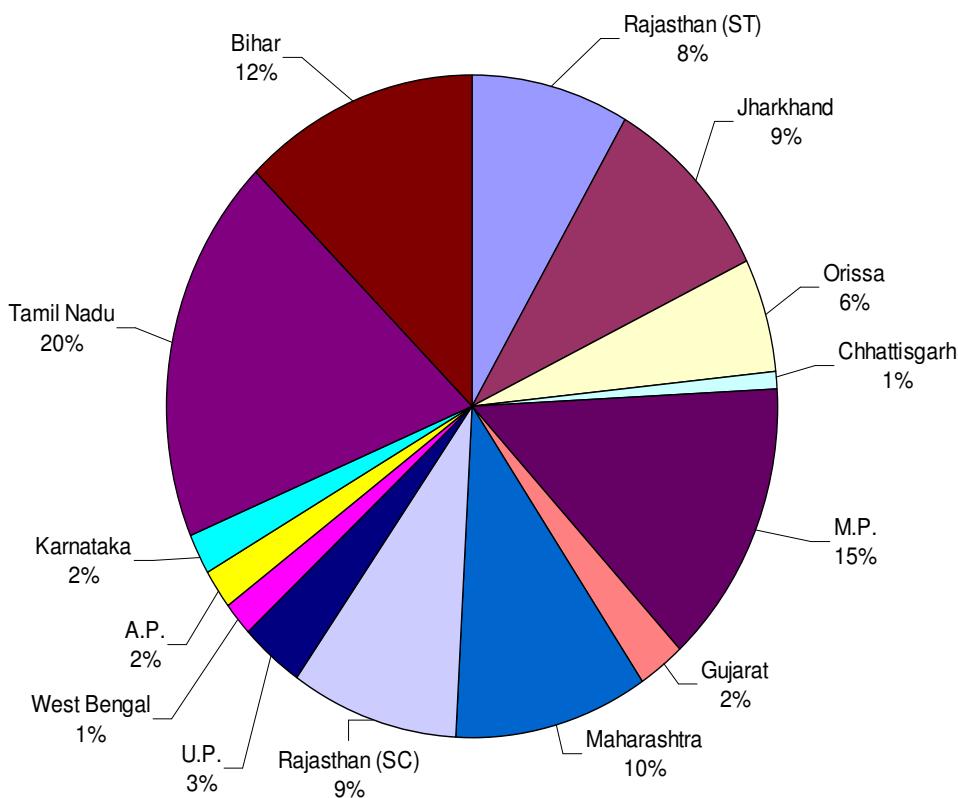
Average value **Rs.21,721.83**

State-wise details of the average value of the asset are given in the following table. This value indicates the unit cost of the assets provided to the individual beneficiaries.

- **The overall unit cost of the assets provided under the scheme was Rs.21721.83.**
- Average value of all the assets in Chhattisgarh was lowest at only Rs.2167.09.
- Average value of all the assets in Tamil Nadu was highest at Rs.57139.36.



State-wise Share of Unit Cost of Assets



Increase in Income per Unit of Asset

According to the beneficiaries response to the increased income as an outcome of the asset provided,

Of the sample 3172 individual beneficiary assets,

Total increased income in one year **Rs.1206,003**

Average value (Unit value of the assets) **Rs.1,752.91**

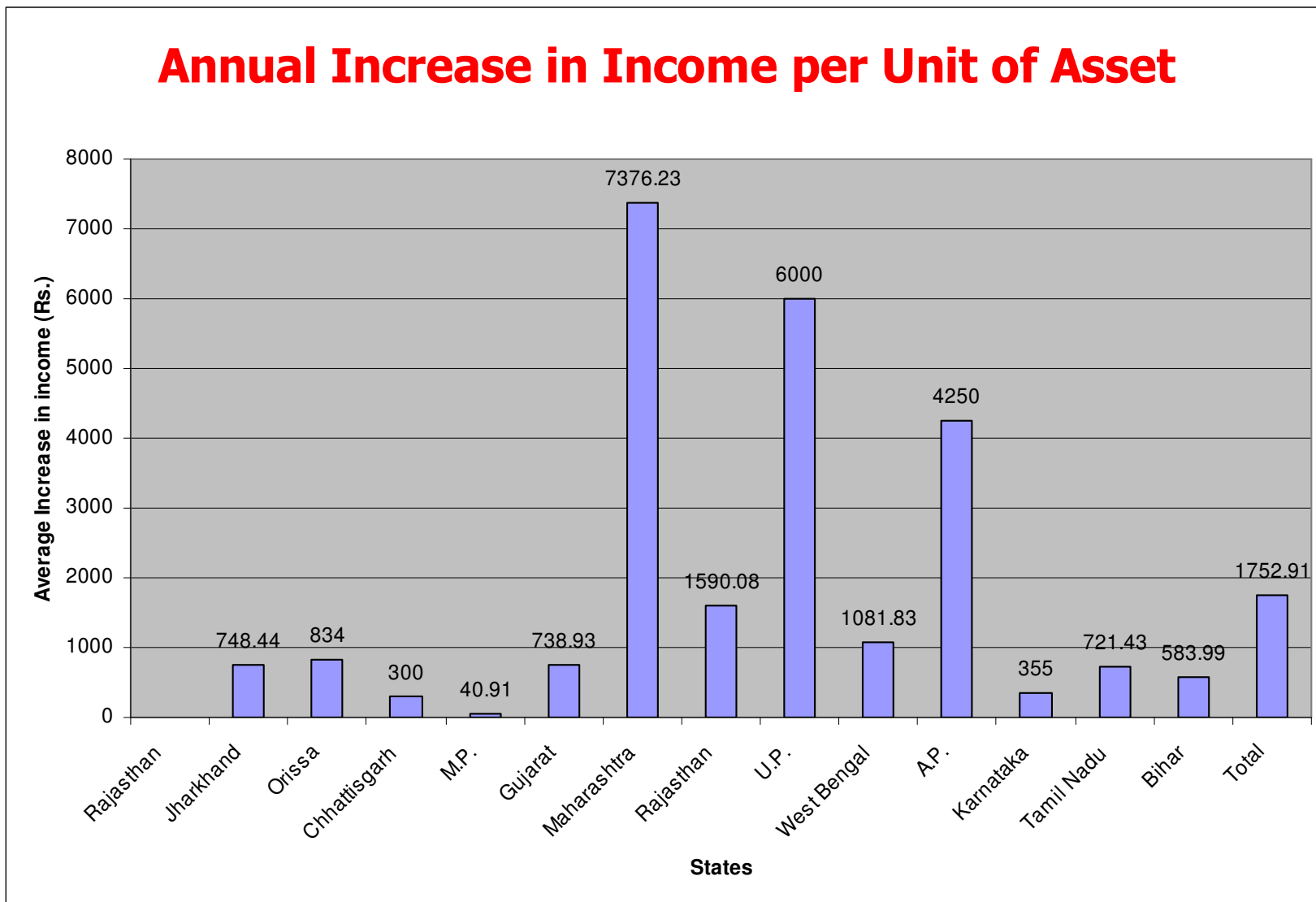


Table 7.7: Increased Income per Unit of Asset Created

States	No of Beneficiaries	Total Increased Income (Rs.)	Increased income per unit (Rs.)
Rajasthan	-	-	
Jharkhand	64	47900	748.44
Orissa	25	20850	834.00
Chhattisgarh	1	300	300.00
MP	11	450	40.91
Gujarat	150	110840	738.93
Maharashtra	61	449950	7376.23
Nagaland		-	
Rajasthan	25	39752	1590.08
UP	2	12000	6000.00
West Bengal	145	156866	1081.83
AP	68	289000	4250.00
Karnataka	10	3550	355.00
Tamil Nadu	7	5050	721.43
Bihar	119	69495	583.99
Total	688	1206003	1752.91

- Overall increased income per unit of asset was Rs.1752.91
- Increased income from per unit of the asset was lowest in MP (at Rs.40.91 only) and highest in Maharashtra (at Rs.7376.23).

Increase in Employment per Unit of Asset

A total of 35,965 mandays employment was generated for 510 individual beneficiaries through the assets provided.

- Overall per unit of the asset increase in sustainable employment was 70.52 mandays.

Average Increase in Employment

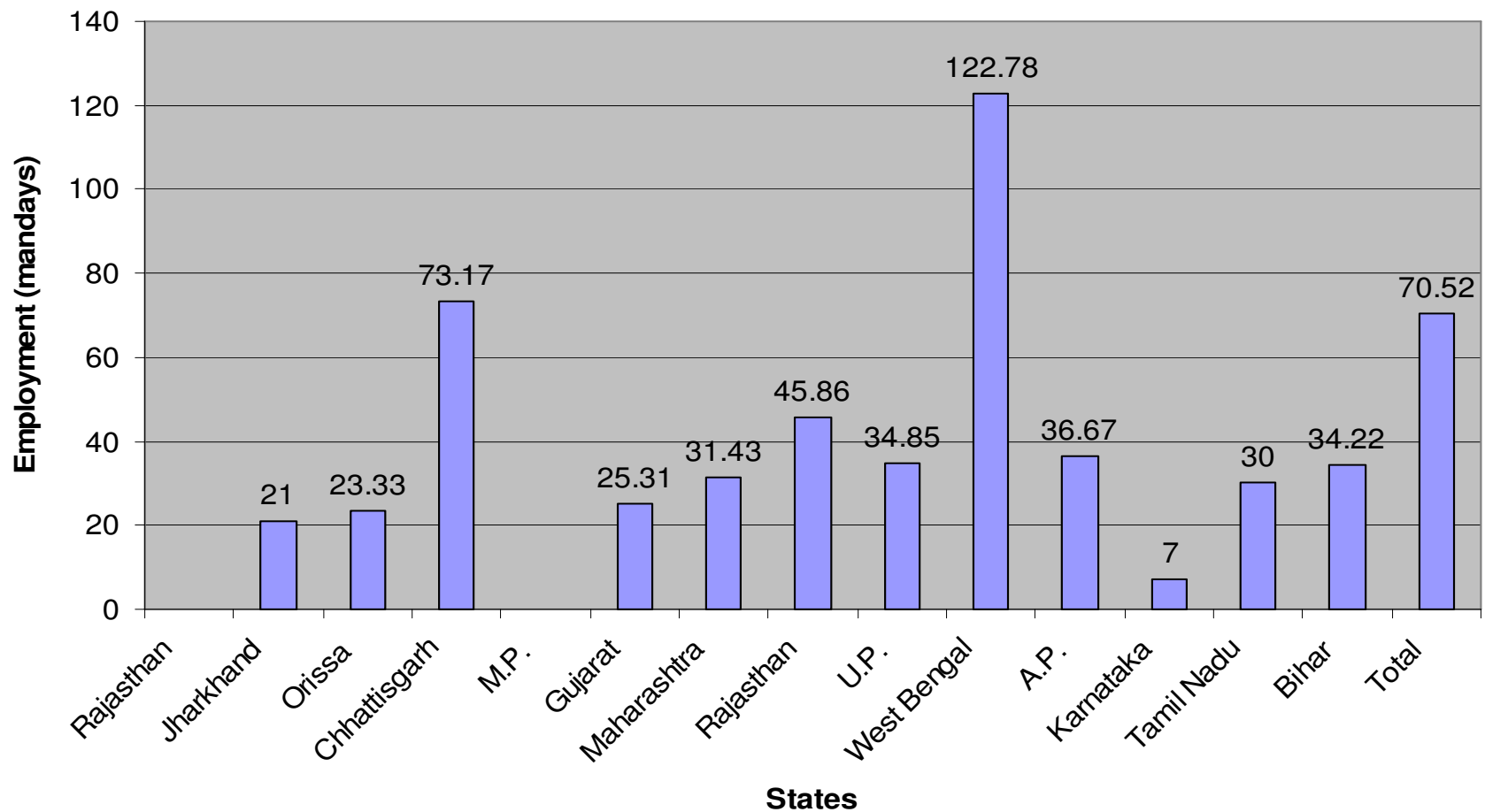


Table 7.8: Increase in Employment per Unit of Asset

States	No. of Beneficiaries	Total Mandays Employment	Per Unit Increase in Employment
Rajasthan		0	
Jharkhand	2	42	21
Orissa	3	70	23.33
Chhattisgarh	6	439	73.17
MP		0	
Gujarat	112	2835	25.31
Maharashtra	49	1540	31.43
Nagaland			
Rajasthan	14	642	45.86
UP	13	453	34.85
West Bengal	218	26766	122.78
AP	18	660	36.67
Karnataka	1	7	7.00
Tamil Nadu	5	150	30.00
Bihar	69	2361	34.22
Total	510	35965	70.52

- In Karnataka the increase in employment from each unit of asset was lowest (7 mandays) followed by Jharkhand (21 mandays).
- Highest increase in employment from each unit of asset (122.78 mandays) was in West Bengal.

Table 7.9: Sustainable Increase in Income & Employment vis-a vis Value of Assets

States	Unit Value of asset (Rs.)	Average Increase in Income (Rs.)	Average Increase in Employment (mandays)
ST STATES			
Rajasthan	24848.06		
Jharkhand	28574.63	748.44	21
Orissa	17212.98	834.00	23.33
Chhattisgarh	2167.09	300.00	73.17
MP	41949.37	40.91	
Gujarat	7547.72	738.93	25.31
Maharashtra	31611.28	7376.23	31.43
Nagaland	-		
SC STATES			
Rajasthan	26602.50	1590.08	45.86
UP	10327.42	6000.00	34.85
West Bengal	4528.17	1081.83	122.78
AP	5933.13	4250.00	36.67
Karnataka	6276.73	355.00	7.00
Tamil Nadu	57139.36	721.43	30.00
Bihar	37684.36	583.99	34.22
Total	21721.83	1752.91	70.52

On an average, an asset of Rs.21,721.83 value, provided to the individual beneficiaries, has generated

- 70.52 mandays employment and
- An income of Rs.1752.91 per year.

Table 7.10: Investment-Output Ratio

States	Increase in Income / Rs.1000 Invested	Increase in Employment/Rs.1000 Invested
ST STATES		
Rajasthan	0	0
Jharkhand	26.19	0.73
Orissa	48.45	1.36
Chhattisgarh	138.43	33.76
MP	0.98	0.00
Gujarat	97.90	3.35
Maharashtra	233.34	0.99
SC STATES		
Rajasthan	59.77	1.72
UP	580.98	3.37
West Bengal	238.91	27.11
AP	716.32	6.18
Karnataka	56.56	1.12
Tamil Nadu	12.63	0.53
Bihar	15.50	0.91
Average	80.70	3.25

Among the ST dominated states, in terms of increased income

- Most cost-effective assets were in Maharashtra followed by Chhattisgarh.
- The least cost-effective assets were of the beneficiaries in Jharkhand state.

In terms of increased employment:

- Assets provided in Chhattisgarh were most cost-effective and in Jharkhand least cost-effective.

Among the SC dominated states, in terms of increased income,

- Assets provided in UP were most cost-effective and
- In Tamil Nadu least cost-effective.

To sum up, the impact on income and employment from the Individual Beneficiary Oriented Program was found very low and it varied from state to state on the basis of the nature of assets.

CHAPTER 8

PROBLEMS AND SUGGESTIONS

The survey revealed some difficulties and constraints in the execution and functioning of the scheme that emerged at various implementation levels. During discussions and interactions with district, block and village level officials and beneficiaries some critical issues were also observed.

GENERAL PROBLEMS

Some of the problems being faced by the beneficiaries in availing the benefits and by the panchayats in implementing the scheme are common and prevalent in all the states. They are given below.

1. Lack of Awareness about the Scheme Guidelines

Need for specific awareness about Individual Beneficiary oriented programs for SC/ST under SGRY among the panchayats was apparent. In the absence of BDPO, the staffs at the block level were not able to inform and explain the survey team of the beneficiaries there. Also they did not know about the two streams of SGRY, leave aside the norms and procedures.

Elected PRI leaders and officials at Zilla Parishad, block and village level are not aware of the guidelines of the Individual Benefit Oriented Program of SGRY. This has resulted in the faulty implementation and consequently not fulfilling the objective of providing employment and income generating assets to the poor SC and ST. Awareness of the beneficiaries about the program content is also poor, this results in to lack of social auditing and adds to the inconsistency in the program implementation.

2. Construction of Community Assets Instead of Individual Assets

Funds of Individual Beneficiary Oriented Programs have been utilised in creating the community assets like roads, drains, culverts or tree plantation on community land etc. (except Rajasthan). The program guidelines have been overlooked and it has been implemented in accordance with the general SGRY works. It appears that guidelines to implement Individual Beneficiary Oriented Program have not been effectively communicated to the district, block and village level implementing authorities.

3. Lack of Monitoring

Internal monitoring of the program by the state, block or village panchayat is abysmal. Committees for monitoring at District and block level have not been formed. Hardly any official from Zilla Parishad and block have visited the

constructed assets. This lack of monitoring leaves scope for flawed implementation of the programs and misutilisation of funds.

4. Lack of Reporting of the Performance of Individual Beneficiary Programs

Expenditure on Individual Benefit Program (22.5 percent of Stream I) has not been done as per the guidelines. Details of expenditure incurred on works taken up under the Individual Beneficiary Oriented Programs are not maintained separately. Therefore it becomes impossible to get the actual allocation and expenditure on these works. Information about performance of the program is not reported. Due to this lack of separate record keeping and absence of reporting of the program, it is very difficult to ascertain the performance/impact of the program.

5. Improper Selection of Assets/Works

Sarpanchs and panchayat secretaries are not discharging their duties in the spirit of the scheme. Their only concern is to carry out the works – maintaining/constructing assets. The prime objective of providing economic asset is ignored. As a result the assets and works sanctioned are not fulfilling the objective of providing income generating economic assets.

STATE SPECIFIC PROBLEMS

The problems observed in different states are as follows:

Andhra Pradesh

1. Due to political interference, district authorities are not able to implement the program as per the guidelines.
2. In Nellore district the Beneficiary Oriented Program of SGRY has not been implemented for the year 2002-03.
3. Implementing authorities are not properly aware of the guidelines of the program. The elected representatives and officials of the implementing agencies have not been imparted any training.

Bihar

1. Procedure of getting the assistance is quite difficult. In order to get the assistance beneficiaries had to approach the block/ZP officials many times.
2. Construction of the assets is not cost-effective.
3. Assets sanctioning is not need based.
4. Poor quality grains have been provided to the village panchayats.
5. Village panchayat face political influence in implementation of the schemes. Benefit of the program has not reached the needy. The workers, involved in carrying out the works, have been paid less than the prescribed wages. In the panchayats number of aspirants is too high where as allocation made for the panchayats is highly insufficient.

6. There are reports of lack of planning from Saharsa district. Shortage of staff at the ZP is also reported.

Chhattisgarh

1. Food grains do not reach in time and hence benefits of labour oriented works are not compensated by food grains.
2. In the village panchayats number of aspirants is too high, whereas funds allocated are too less.
3. ST beneficiaries in Dantewada district are not much interested in the programme. Illiteracy may be the reason. As their houses are scattered in the village, it is difficult to contact them as well.

Gujarat

1. Land development works have been sanctioned to the beneficiaries. However the beneficiaries are not getting the benefit out of them, as either the land is hilly and unproductive or irrigation facilities are not there.
2. Machines and contractors have been employed in executing the works. Workers were also hired from outside of the panchayats. These workers were paid only in cash. They were not provided the food grains.
3. Nothing has been done to provide marketing facilities to the beneficiaries who have taken-up income generating activities. NGOs were involved in carrying out the works but the village panchayats are not satisfied with their performance.
4. Allocated amount has not been disbursed to the panchayats in time.

Jharkhand

1. The beneficiaries had to approach the block officials a number of times and in many cases the beneficiaries paid bribe. Final instalment of the assistance has still not been paid to the beneficiaries. They had to invest own money to construct the asset, as the assistance provided was inadequate.
2. PRIs do not exist in Jharkhand, as the election of PRIs is yet to take place. Therefore, Village panchayats have no role in implementation of SGRY. Block level officials are implementing the program. Beneficiaries' selection was not strictly need based.
3. Contractors have been involved in creation of the assets and poor quality material has been used. As a result constructed assets were of substandard quality.
4. Middle men and politicians reportedly interfere in the implementation of the programme in Gumla district.

Karnataka

1. Village panchayat functionaries do not help people in forwarding their names to block and DRDA for approval of the assistance. The amount sanctioned is highly inadequate to construct the assets completely.

Therefore, many of the assets are incomplete and those completed were of poor quality.

2. Delayed fund disbursement was a major constraint faced by the panchayats in providing timely assistance to the beneficiaries.

Madhya Pradesh

1. Assets for irrigation and land development have been provided to the people but the people are not aware of water conservation and methods of recharging the water bodies, which makes these assets ineffective for income generation.
2. For many of the beneficiaries the land development works have not been useful because irrigation facilities are not available there.
3. In some of the cases village panchayats have executed the works and machines have been used which is why the people could not get the employment.
4. At village panchayat level selection of the beneficiaries is not transparent. There is discrepancy in selection of beneficiaries. Creamy layer people creating hindrance in providing benefit to the tribal people.
5. Allocated grains and funds are not disbursed in time. And, records of employment generation, especially for SC/ST, are not maintained.
6. In Barwani district the needy are not being benefited due to improper selection of beneficiaries.

Maharashtra

1. Social forestry works have been carried out under the Individual Beneficiary Oriented Program. Tree plantation has been carried out on community land. Through these, the beneficiaries can get income only after six-seven years. Therefore tree plantation works do not help in fulfilling the objective of income generation of the scheme.

Orissa

1. Due to delay in disbursement of funds works have not been completed.
2. Beneficiaries are paid after construction of the assets/carrying out the works.

Rajasthan

1. Employment generation is the major need of the people in the state. But houses have been provided to the people under the program, which does not help in providing income and employment.
2. In many of the panchayats all BPL SC households have been benefited, now panchayats face difficulty in finding the eligible beneficiaries. There, panchayat and block level officials ask for new provisions to provide the benefits for non-SCs also.

3. Panchayats do not know the amount of allocation in the beginning of the financial year. This lack of information about the available resources creates difficulty in preparing annual action plan.
4. Arbitrary modifications and amendments in AAP due to political pressure are reported from Banswara district.

Tamil Nadu

1. The assets, like hand pumps etc, created under the program are not in working condition. Consequently they have not made any perceptible difference in the living conditions of the beneficiaries. And, people do not get employment round the year.
2. Allocation under the program is low and number of aspirants is very high. With this very limited allocation it becomes difficult to satisfy all the eligible people.

Uttar Pradesh

1. In many cases the works carried out for general castes have been shown as of Scheduled Castes.
2. Assets created in Sonbhadra district are reportedly not SC / ST specific. They benefit all sections of the society. Maintenance of those assets is also poor.
3. Individual assets, like sanitary latrines have not been constructed completely. Therefore they are not being used. Besides, quality of the created assets is poor.
4. Village panchayats face political influence in the selection of beneficiaries. Zilla Parishad and BDC members interfere in beneficiary selection.

West Bengal

1. In West Bengal villagers normally consume boiled rice, which is not available at FCI stores. Raw rice is not acceptable to the beneficiaries and this creates problems for implementing authorities.
2. Majority of the SC are land less, therefore it is difficult to provide them land-based benefits.

Nagaland

1. Panchayats do not exist in Nagaland. Village Development Committee and Village Council execute development works.
2. No individual work has been carried out in any of the panchayat. Funds of 22.5 percent component has been utilised for community assets. In construction of these assets wages have not been paid. People have worked voluntarily and amount has been given either to the needy or has been distributed equally among all the households.
3. High cost of transportation and inadequate communication facilities reportedly affect the implementation of the programme in Phek district.

SUGGESTIONS

Program Design

- **Guidelines of the program may be changed to overcome the ambiguities of its execution and to realize the spirit of the program. Or, instead of executing as a separate program component, the Individual Beneficiary Oriented Program may be merged with the general SGRY, since,**
 1. Returns in terms of income and employment are low
 2. Decision of providing the assets is by the state instead of by the beneficiaries and PRIs
 3. Complicates the SGRY
 4. Does not address the primary and secondary objectives of SGRY in totality
- **Priority may be given to income generating assets. Assets for improving quality of life such as houses may be dropped since,**
 1. These assets do not address the objective of increasing income and employment
 2. These assets are not always the felt need of the people and the area
- **Define the exact nature of income generating assets. Such an asset could be something that assures income for, say, 10 years with minor maintenance. Irrigation facilities, sewing machine, etc. fall in this category**
- **IBP share (22.5 percent) may be adjusted in proportion to the ST/SC population of the districts**

Program Execution

- **Comprehensive Instructions/Guidelines may be made available to the implementing agencies at each level of implementation, from state to village panchayats.**
- **Action for Inappropriate Fund Utilisation on IBP since,**

Fund utilisation is either too low or too high.
- Presently, the 22.5 per cent component is executed by ZPs and IPs. During the field survey, it was found that ultimately this component is executed by village panchayats. Many state-level officials are of the view that this component be handed over to village panchayats. If it is handed over to GPs for execution, the amount available with them will be too low to create any meaningful income generating asset. However, as the ground reality varies from state to state, state governments should be free to decide the quantum of funds to be earmarked to ZPs, IPs and village panchayats.
- **The program funds may be dovetailed with SGSY to provide income generating assets for larger number of beneficiaries, since,**

The number of aspirants for the benefit of the program is too high, whereas allocation made for the panchayats is highly insufficient. By dovetailing the program with SGSY, a larger number of the poor may be benefited.

➤ **Sanction of regular perks/salary/honorarium to sarpanchs**

For the implementation of the program and carrying out panchayat activities, sarpanchs have to work full time with no perks or salary; only a meagre amount of honorarium is paid to them. This pushes them towards malpractices. For honest and proper implementation of the program, sarpanchs should be provided proper amount of perks/ salary/honorarium.

Program Monitoring

➤ **Reinforced Monitoring from the Centre - Monitoring may be strengthened. Monitoring committees may be made functional at district and block levels also.**

At present implementation of the IBO program is not as per the guidelines. There is lack of monitoring of the program. This gives free hand to the implementing authorities to tamper with the guidelines. Strict monitoring from the Centre would look at the type of assets (economic or non-economic) provided by the state authorities and hence enhance the fulfilment of the objective. Monitoring committees should be made functional at district and block levels also.

Awareness Generation

➤ **Extensive Awareness Generation Programs may be taken up with the implementing agencies as well as the beneficiaries.**

Funds may be earmarked for IEC activities and awareness generation among the intended people regarding the IB programs.

No effort has been done to make the people aware of this program. Consequently the poor SC/ST, to whom, the program intends to assist have been cut off, and the benefit is being usurped by the rich and those who have contacts with the implementing authorities. To assist the intended people, an amount should be earmarked for awareness generation among the people and internal monitoring must be strengthened. Since the funds of Individual Benefit Oriented Program for SC/ST of SGRY are being used for creating community assets, this overlooks the objective of providing sustainable source of employment and income to the poor SC/ST. This is because implementing authorities at district, block and village panchayat level have not been properly communicated about the aims and implementation process of IBO component of SGRY. For providing the sustainable source of income and employment to poor SC/ST comprehensive instructions/ guidelines may be provided to the implementing agencies at each level of implementation, from state to village panchayats, or by separating this component from SGRY into an altogether new program, which can be initiated for providing sustainable sources of income and employment to the SC and ST.

PART TWO: STATE REPORTS

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ANDHRA PRADESH

As per the directives of the Ministry of Rural Development an evaluation exercise of beneficiary oriented (SC/ST) Program of SGRY was undertaken in States with SC and ST population of more than eight percent. Two districts were covered for each, the eight SC states and seven ST states. The reference period for the evaluation study was the financial years 2002-03 and 2003-04.

This chapter presents a brief report on the beneficiary oriented SC/ST program of SGRY in the States selected for the study.

The quick evaluation study in Andhra Pradesh covered only SC beneficiaries in two districts, Nellore and Khammam. District Nellore has the highest percentage of SC population in the state, and district Khammam is close to the state average.

Nellore district, the Southern most Coastal district of Andhra Pradesh lies between 13-30' and 15-6' of the Northern latitude and 70-5' and 80-15' of the Eastern Longitude and extending over an area of 13076 Sq.Kms, accounting for 4.75% of the total area of the state. It is bounded on the north by Prakasam district on the East by Bay of Bengal on the South by Chittoor district and Chengalpattu district of Tamilnadu and on the West by Veligonda Hills, which separate it from Kadapa district. Administratively the district is divided into 46 Mandals, covering three Revenue Divisions with Head Quarters at Nellore, Gudur and Kavali. There are three Municipalities namely Nellore, Gudur and Kavali and in addition there are two Census Towns i.e. Kovurpalli, Venkatagiri.

As per 2001 census, the total population of Nellore is 26.68 with rural population 20.69 lakh and urban 5.99 lakh. The population of females per 1000 males is 984. The total literacy in the district is 65.08% of the total population in the district covering 73.67% male literates and 56.38% female literates. The geographical area of the district is 13.16 lakh hectares, of which 18.7% is forest area. The net area sown forms 23.8% while cultivable waste and fallow (current and old) lands constitute 11%.

District Khammam formed on 1st October 1953 derives its name by its head quarters town Khammam. The district lies between 160-45 and 180-35 of northern latitude and 790-47 of the eastern latitude and is bounded on the north by Chattisgarh and Orissa states, on the east by East Godavari and West Godavari districts, on the south by district Krishna and on the west by Nalgonda and Warangal districts. Administratively the District is divided into 46 Mandals, covering four Revenue Divisions.

As per 2001 census the total population of Khammam district is 22.65 lakh with 12.99 lakh male and 12.66 lakh female population. The density of population is 160. Literacy in the district accounts for 50.14% of the total population. The

total geographical area is 15.80 lakh hectares³, of which 25.7% alone is net area sown and 47.04% forest land.

COVERAGE

Schedules canvassed	District Nellore	District Khammam	Total no. of Schedules
District	1	1	2
Blocks	4	3	7
Village Panchayats	30	30	60
Beneficiaries Scheduled Castes Schedules Tribes			
Total	180	180	360
Non beneficiaries	60	60	120
Assets	60	60	120
Total	335	334	669

SCHEME IMPLEMENTATION & ROLE OF PRIs

Selection of Beneficiaries

It cannot be said with certainty as to how the selection of beneficiaries was done. The Program in its present shape was implemented for the first time and the names of the streams (MP (IP) stream and ZP stream) which was a little confusing.

The selection of beneficiaries was done in the gram sabha and from among the BPL families and was finalized by the Parishad General Body meetings.

- While selection of beneficiaries, the village Sarpanch has a major role.

Assets Created

Assets in the state were created taking in to account the local circumstances and needs of the beneficiaries.

Out of the four Mandals studied in Nellore,

³ In 2001-02

- Venkatachalam Mandal has taken up land development Programs with a view to bring the CJFS lands/other uncultivated lands into cultivable condition.
- Buchireddy palem Mandal gave major share to brick manufacturing units with minor share going to FIL pebbles quarrying and a few land development works.
- Nellore Rural Mandals funded a variety of works while Kovur Mandals went for Paddy crop with minor share going to brick units; fish/prawn ponds and one bore well with power pump unit.

In Khammam district,

- Beneficiaries were given funds for constructing houses under the beneficiary oriented scheme for SC/STs.
- The beneficiaries engaged themselves in the construction work and also received wages apart from the assistance funds.
- these assets are looking very nice. Still there are some negative points found in the monitoring process. Due to lack of field people the work is not completed in proper time
- The very purpose of the Program i.e. providing sustainable income-generating asset to the poor people is defeated. However the main reason for lack of monitoring is due to shortage of staff at the controlling offices.

Involvement of PRIs and Community/Beneficiaries

The Zila Parishads and the Mandal Parishads play a major role in the implementation of the SGRY Program in both the selected districts with an objective of creating infrastructure including durable assets at the village level and assets to enable the rural poor to increase the opportunities for sustainable employment.

- The Gram sabha in both districts are actively involved in all kinds of rural development activities and in the process of beneficiary selection.
- The beneficiaries were informed by the officials of PRI members to submit applications for getting aid for certain work which shows PRIs' dynamic participation.

Monitoring of the Scheme

- There is no proper monitoring of the program.
- The amounts sanctioned to the beneficiaries were given by cheque.

Comments

There was some dissatisfaction among the non-beneficiaries. The non-beneficiaries interviewed stated that nobody in their villages other than the beneficiaries know about the scheme or the selection of beneficiaries until the benefits were actually given. However, these statements of the non-beneficiaries cannot be taken at their face a value as they come from persons who may be dejected because of not getting the benefits. It is natural that they rate the implementation of the Program as "POOR" and sound "Unsure" about the utilization of the funds. On enquiry as to why the people other than the beneficiaries do not know about the Program/selection of beneficiaries, etc the Mandal Officials stated that these villagers do not show interest to attend the gram sabha which is the reason for their ignorance.

➤ **Nellore**

As per the opinion of the CEO ZP Nellore, due to political pressures they are unable to implement the scheme as per the SGRY guidelines even in selection of works and distribution of food grains. At the village level and IP level they are not maintaining the records as well as financial accounts and list of assets and beneficiaries properly. Intermediate Panchayat level and village level implementing authorities are not aware of these scheme guidelines properly. Particularly in Nellore district 22.5% allocation of works (For SC's & ST's) is also not done properly for the year 2002-03. For the year 2003-04 ZP did not implemented the 22.5% component of SGRY for SC & STs separately. No training Programs were conducted to the elected representatives and implementing agencies about the implementation of the scheme.

Suggestions

All implementing agencies (ZP, IP & VP) should be trained properly in implementation of SGRY scheme. There should be an inspecting and monitoring authority for completed works and on distribution of food grains.

Note: Already District administration put an enquiry on selection of works and distribution of food grains, at the time of commencement of our quick evaluation study.

➤ **Khammam**

As per the opinion of the Government People, due to political intervention they are not in position to implement the program properly. In some Study Mandal, it is found that there is lack of proper information regarding a beneficiary. Their names are not there in the list but in the village, they are available and sometimes converse thing is happening i.e. some time names of the people are there in the list but they are not existing in the village. At the village level and IP level they are not maintaining the records as well as financial accounts and list of assets and beneficiaries properly. Intermediate Panchayat level and village level implementing authorities are not aware of these scheme guidelines properly.

Suggestions

First and foremost suggestion in this regard is that the selection of beneficiaries should be according to the proper guideline. All implementing agencies (ZP, IP & VP) should be trained properly in implementation of SGRY scheme. There should be a inspecting and monitoring authority for completed works and on distribution of food grains.

BIHAR

The Quick Evaluation of Beneficiary Oriented (SC/ST) Programs of SGRY covered Saharsa and Nawada districts of Bihar.

Saharsa district of Bihar is flood prone area particularly during the months from June to August every year. Blocks Mahishi, Sonbarsa, Nauhatta, Salkhua, Simri Bakhtiyarpur and Banma Ithari are highly affected by floods. People of this area face tremendous difficulty in getting even one time meal. This calls for an urgent need to take up some activities regarding the employment generation, so that livelihood of poor people could be ensured particularly in that period.

COVERAGE

Schedules canvassed	District Saharsa	District Nawada	Total no. of Schedules
District	1	1	2
Blocks	3	3	6
Village Panchayats	30	30	60
Beneficiaries			
Scheduled Castes	180	180	360
Schedules Tribes	0	0	0
Total	180	180	360
Non beneficiaries	60	50	120
Assets	60	60	120
Total	334	334	668

LIMITATIONS

In spite of best efforts some limitations were found during the fieldwork regarding the coverage and data collection: -

- It was originally planned to carry the study in Gaya & Saharsa districts of the state. District Gaya has the highest SC population in the State, but it was found that no work was taken up under the scheme during the reference period of the study. Consequently Gaya district was replaced by Nawada (the second highest populated district) with Ministry's consent.

SCHEME IMPLEMENTATION & ROLE OF PRIs

Allocation of Funds

Funds are released from state to district on the basis of the BPL population. Similar criteria are followed for allocation of funds from districts to blocks and blocks to Gram Panchayats.

Annual Action Plan

Formulation of annual action plan has been done at three levels.

- The elected members of Zila panchayat organize a meeting with the help of *Mukhiya* and wards members for the preparation of action plan at district level,
- IP members organize the meeting with the help of village's *Mukhiya* & Secretary to finalize the action plan at block level and
- Village Pradhan / *Mukhiya* organize an open gramsabha meeting with the help of members and village secretary for the action plan.

Availability of Food Grains

Food grains were not available at the time of work in both the districts. According to the panchayat functionaries,

- The distributing agency of food grains was non-cooperative.
- Village panchayats had great difficulty due to the cost incurred in lifting and transporting the food grains.

The beneficiaries of this scheme reported about the poor quality of grains. Beneficiaries generally get the grains from PDS shops.

Selection of Beneficiaries

Beneficiaries were selected in accordance with the Government's prescribed norm in both the district. Beneficiaries under the scheme have been selected with the help of BPL list and open gram sabha meeting. Most needy from BPL list were interacted at the gram sabha meeting for the selection of beneficiaries. Non-influence/ recommendations were reported for the selection of beneficiaries.

Assets Created

Auto Rickshaw, Manual Rickshaw, Cows, Buffalos, Hand pumps and Dwelling units were the assets in great demand among the beneficiaries of both the districts. Insufficient employment opportunity, acute shortage of drinking water and poor shelters are the explanation for the above assets in demand.

Beneficiaries opined that these assets could ensure them a sustainable employment and income generation for their livelihood.

Beneficiaries in Saharsa district have acquired work sheds where as hand pumps in Nawada district. A great impact in both the district was observed in terms of solution of residence and access/ quality water. Work sheds in Saharsa district are being used as the shelter.

Involvement of PRIs and Community/Beneficiaries

PRIs & the community were actively involved in the process of asset selection in both the districts.

- However the role of beneficiaries in Saharsa district was much encouraging rather than Nawada district.
- DDC was the final authority to decide the creation of assets at ZP, IP & VP level after the consultation of engineers, chairman of ZP, BDOs and Block Pramukhs.

Grievances of the Beneficiaries

Grievances solution cell has been opened in both the district to listen the problem of beneficiaries under the scheme. It was noted that beneficiaries of Saharsa district approach to village secretary where as village Pradhans were approached in Nawada for registering their grievances. DDC of both districts frequently organized the periodic meeting at all the three levels to redress the problems of beneficiaries.

Monitoring of the Scheme

Vigilance and monitoring committee has been formed to monitor the scheme at state, district and block levels. Village secretary plays a role of monitor at village level. Although these committees are functional at all level, the frequency of monitoring from state level was less than the block and village levels. BDOs & junior engineers both make frequently visits to their respective blocks to monitor the scheme.

IMPACT OF THE PROGRAM

Income and Employment

- No significant impact in terms of income was noticed in both Saharsa and Nawada districts from the acquired assets.
- The program had a sizable impact in terms of employment generation in Saharsa district for the reason that workhouse and work sheds were created.

- In Nawada district, the extent and magnitude of employment generation was found because hand pumps do not promote any employment generating economic activity.

Quality of Life

Impact in terms of quality life was encouraging due to creation of work sheds (which also served as a shelter to them) and installation of hand pumps. Sanitary latrines have ensured dignity for women.

In a nutshell, one can say that beneficiaries of both the districts have been benefited under this scheme. The ground water level in Nawada is very deep and it is not viable for poor SC community to install their own hand pumps. Installation of hand pumps (asset creation under the beneficiary oriented scheme) has benefited the rural poor of Nawada district in terms of drinking water facility.

Comments

- Other sources of income in both the districts are mainly agricultural/non-agricultural wages. Residents of the area migrate to cities and urban areas in search of livelihood.
- The quality and sustainability of created assets was superior in Saharsa as compared to Nawada. Few assets in Nawada were in non-working condition though they were installed in the previous year.

Specific Observations

Few specific observations have been reported at District, IP & VP level.

- During the discussions with district officials it emerged that both districts lack implementing staff, particularly junior engineers. Officials at all the three levels, i.e. district, block and VPs, exhibited poor co-operation among themselves.
- A total of 16 work sheds, 10 hand pumps, 4 sanitary latrines and 1 levelling of land were created at the asset In Saharsa district by Zila panchayat in the selected 3 blocks where as 44 work sheds, 20 hand pumps. 15 sanitary latrine and shops at block level. It was observed that the work done by ZP was better than IP level.
- Staff shortage and lack of co-operation was perceptible at ZP and IP levels in Nawada. IP level works were found better than ZP level.
- 53 hand pumps, 5 dwelling units, 5 animal sheds were created as an asset by Zila Panchayat where as 237 hand pumps, 2 dwelling units and 8 ponds excavation were created at IP level in Nawada.
- Akbarpur block in district Nawada is disturbed due to terror activities, which is one of the causes for the poor implementation of scheme.

To conclude the scheme has improved the quality of life of poor people in terms of social safety in the districts, but there is a need to make this scheme more successful in terms of employment and income generation to ensure economic upliftment of the poor and socially disadvantageous section of the society.

CHHATTISGARH

The quick evaluation study in Chhattisgarh covered the SC beneficiaries in two Districts, Dantewada and Raigarh. District Dantewada has the highest percentage of ST population in the state, and district Raigarh is close to the state average. Parts of district Raigarh is often affected by floods. One such block, Pussaur in this district was dreadfully destroyed by floods. Houses were drowned and damaged. The district calls for the need for reconstruction of their dwelling units and provision of employment.

COVERAGE

Schedules canvassed	District Dantewada	District Raigarh	Total no. of Schedules
District	1	1	2
Blocks	2	3	5
Village Panchayats	29	21	50
Beneficiaries			
Scheduled Castes	0	0	0
Schedules Tribes	183	177	360
Total	183	177	360
Non beneficiaries	61	59	120
Assets	60	60	120
Total	336	321	657

LIMITATIONS

Data for only two IPs was available in district Dantewala instead of three, as per the methodology. Hence,

Only 50 Village Panchayats were covered for the study.

SCHEME IMPLEMENTATION & ROLE OF PRIs

Annual Action Plan

Annual Action Plans are prepared as per the guidelines but its implementation is not as per the AAP.

Availability of Food Grains

- Fifty five (15.3 per cent) interviewed beneficiaries reported that they got food grains

Assets Created

PRIs in consultation with the VPs select the assets and works.

- Assets like smokeless chullahs, LPG, ponds, tube wells, spray pumps, water pumps were provided under the individual beneficiary component.

These assets were new and in good condition.

- Other benefits for fisheries such as fish seed and fish feed, assistance for lac and crop production and repair of houses were also provided under this component.

Involvement of PRIs and Community/Beneficiaries

PRIs are functional in the State. VPs are consulted in selection of the assets.

- No involvement of community or beneficiaries in selection of assets.

Due to lack of education, awareness among the people is low which results in poor participation of the community in gram sabha meetings and discussions.

Monitoring of the Scheme

Periodical visits and inspections are carried out by the state and district level officials. Block and village level authorities also keep a track of the progress of the work/asset.

IMPACT OF THE PROGRAM

On Income and Employment

Since this 22.5% share i.e. the beneficiary oriented scheme of SGRY was categorically not given any importance during the reference years for the study, impact of this component in particular could not be identified.

- All together, there is an increase in both, the income and the quality of life of the people.

Additional employment was generated through other works taken up under the SGRY scheme.

GUJARAT

The quick evaluation study of the beneficiary oriented program of SGRY in Gujarat covered two districts, Dangs and Sabarkantha.

District Dang is located in the southern part of Gujarat state. The district boundaries surround state of Maharashtra in the east and south, and Valsad and Surat districts of the Gujarat state in west and north respectively. Accordingly to the Population Census, 2001, the total population of the district is 186729 comprising of 91.48 per cent rural and 8.52 per cent urban. Although the district is spread over 1764 sq kms, urban area is less than 8 kms. Further, according to the population census 2001, the district has 311 villages in only 1 block of the district. The district is most underdeveloped in terms of road network as only 43.00 per cent of the total, are pucca roads. Also, 18 per cent of the total villages are covered by post & telegraph offices. Importantly, medical facilities are available in 69 per cent of the villages, education facilities in 99 per cent of the villages, drinking water supply in 99 per cent of the villages and electricity supply in 100 per cent of the villages. From the point of view from employment and income generation, district has rich forest resources spread over in 91211 ha of land. These forest resources have timber and non-timber resources and provide immense opportunities for employment generation through forest based industries. It will be pertinent to point out here that agriculture crop production suffers on account of very limited irrigation facilities spread over in only 50 ha of land. It may be pointed out that agriculture in the district is mostly rain-fed and district receives high annual rainfall from 80 to 100 cm. Since the entire district is hilly, snidden cultivation is widely practiced in the district by the farmers. It may however be pointed out that about 60 per cent of the population in the district is educated and offers enough scope for skill development among the people for self-employment ventures.

Sabarkantha district is surrounded by Rajasthan state on northern side and boundaries of the districts of Mehsana, Gandhinagar and Dohad of Gujarat. The total geographical area of the district is 7390 sq kms. However, Aravali hill ranges in the north of the district provide a hilly terrain. Although there are 30 rainy days in a year, total rainfall on an average in the district is only 699 mm. According to the Population Census, 2001, total population of the district is 20.83 lakh comprising of 89.15 per cent rural and 10.85 per cent urban. Sabarkantha district is predominantly backward class dominated with the very high percentage of non workers (61 per cent). Among the workers, cultivators are only 16 per cent in the district. Land utilization pattern of the district indicated that only 56 per cent of the total area is cultivated and food crops dominated the cropping pattern (75 per cent). Importantly the extent of forest covered in the district is 17 per cent of the total geographical area and there are several major and minor forest products available from the natural resources. Similarly the district has rich livestock and mineral resources. Despite above,

households below the poverty line accordingly to Census 1997 are 1,78,600 and large number of families have annual income of less than Rs. 5000.

COVERAGE

Schedules canvassed	District Dangs	District Sabarkantha	Total no. of Schedules
District	1	1	2
Blocks	1	3	4
Village Panchayats	30	30	60
Beneficiaries			
Scheduled Castes	0	0	0
Schedules Tribes	180	180	360
Total	180	180	360
Non beneficiaries	60	60	120
Assets	60	60	120
Total	331	333	664

LIMITATIONS

Deficiency in Sample Size of block:

- In Dangs district, since there is a single block –Ahwa, only one block was covered for the study.

The sample size was as per the methodology in Sabarkantha district in terms of coverage of Blocks, Gram Panchayats, Beneficiaries, Non Beneficiaries and Assets.

SCHEME IMPLEMENTATION & ROLE OF PRIs

Allocation of Funds

Funds are allocated by the district authorities to the Blocks and by the Blocks to the gram panchayats based on the total funds available, total number of blocks, number of villages and the composition of BPL population.

Preparation of Annual Action Plan (AAP)

- AAP is prepared by the District Development Officer and Deputy District Development Officer in consultation with the Collector.

AAP is prepared on the basis of geographical location of the district, needs of the rural population and sustainability of the assets.

Technical advice and help in the preparation of budget is also taken from the various departments of the Zila Panchayat, Irrigation Department, Forest Department, Department of Roads & Buildings etc. Care is however taken to formulate a scheme that can help in generating additional income generation for the beneficiaries. Care is also taken that the benefits of the scheme are equally spread in all talukas and villages of the district over a period of time. Besides above, gram panchayats and works are identified along with estimated expenditures on wages & materials and potential mandays of employment.

Further, implementation agency is also identified for each gram panchayat. The budgeted amount and works are approved by the general body of the Zila panchayat on the basis of recommendation of gram sabha.

Availability of Foodgrains

In the districts, foodgrains consisting of wheat and rice are distributed. However, in Sabarkantha district only wheat is distributed to the beneficiaries. Discussion with some of the village functionaries and beneficiaries however, indicated the time gap between receiving the coupons for allocation of the foodgrains by the authorities and actual receiving of the foodgrains through distributing agency. This is on account of problems of transportation of foodgrains from the District Headquarter to the Blocks and Blocks to the gram panchayats. Wheat and rice available to the beneficiaries was of good quality hence beneficiary did not face any problem.

Selection of Beneficiaries

The selection of the beneficiaries under the scheme varies from district to district.

- In district Dangs, NGOs were involved in the creation of assets by the district administration. These NGOs specifically undertook land levelling work on the agricultural farms of the cultivators.
- Although there was an involvement of district and block level officials, the gram panchayat functionaries and beneficiaries were not involved in the decision making of land levelling.

Further, beneficiaries also did not receive any money or foodgrains on this account. In fact the land levelling works were undertaken by the NGOs through deployment of machine and hence no process was involved in selection of beneficiary in Dangs district.

- In Sabarkantha district, the major work undertaken under the scheme was excavation of ponds.
- Beneficiaries and village level functionaries were directly involved in the decision making process in this district.

Assets Created

Discussion with the beneficiaries in district Dangs indicated that only those assets were planned under the scheme, which could provide them regular income. In this context the creation of assets by Zila Panchayat and Block officials such as **rose and mango plantations** were preferred by the beneficiaries. This is on account of the fact that products available from these assets had a ready market. However, the beneficiaries also preferred **mushroom cultivation** and **vermi-culture**. It was reported by the beneficiaries that cultivation and marketing of mushroom was easy as compared to rose and mango plantations. In fact, for marketing of rose, beneficiaries were required to travel long distance in the neighbouring state of Maharashtra (170 kms to reach Nasik) or to Surat (125 kms.).

In Sabarkantha district, beneficiaries were benefited through **creation of ponds** to increase the availability of water both for agricultural farms and cattle rearing. This is on account of the fact that the average rainfall in the district is only about 650 mm and erratic in some years causing acute water shortage.

Involvement of PRIs and Community/Beneficiaries

In Dangs district the involvement of Panchayat Raj Institutions was virtually absent and random selection of beneficiaries was undertaken by the NGOs appointed by District and Block Officials. However, works were selected by Zila Panchayats and Block Officials. Importantly, different NGOs had specialist staff for various activities; GRISAV, for tree plantation and rose cultivation, ANRDE Foundation for mushroom cultivation and EKLAVYA ADIVASI VIKAS MANDAL for vermi-culture. These NGOs undertake regular training programs for the benefits of the beneficiaries and regularly inform about the progress of training program and creation of assets to the District and Block Officials.

In Sabarkantha district, no works were undertaken by District Rural Development Agency (DRDA) under the segment of Stream-I (20% ZP works). However, under the stream-I (30% Block scheme), works were undertaken by Block Officials. Panchayati Raj Institutions were actively involved in the process of both, selection of beneficiaries as well as assets. The role of contractors was virtually absent in the creation of assets. It appears that construction of ponds has created favourable impact on increasing the availability of water.

Grievances of the Beneficiaries

Beneficiaries in both the districts faced problems of time gap in obtaining the coupon and actual receipt of foodgrains. Generally the time gap is of 8 to 14 days.

Monitoring of the Scheme

District Development Officers and Project Directors in both the districts made visits to the selected Gram Panchayats to contact the beneficiaries. Block Officials also visited the area. However, NGOs directly reported to Zila Panchayat and Block Officials on the progress of the works.

IMPACT OF THE PROGRAM

Income and Employment

It may be mentioned that in view of the very nature of the works, the impact of land levelling and construction of ponds would be gainful only for the subsequent year. Nevertheless,

- Promotion of rose gardening has helped beneficiaries to earn Rs. 25 to Rs. 60 per day from sale of rose flowers for a period of 10 to 12 days.
- Beneficiaries engaged in vermi-culture in which reproduction cycle is completed in 40 to 50 days are able to earn Rs. 40 to Rs. 110 per day, spread over a work.

Since the NGOs themselves procure mushrooms from the beneficiaries, the income ranges from Rs. 80 to Rs. 160 per day, during the period of 40 to 50 days.

Comments

In view of the location of the district Dangs, the works undertaken under the scheme by the District and Block Officials is appreciated by the village functionaries as well as by the beneficiaries. Mushroom cultivation, rose plantation and vermi-culture are income generating activities in the short term. However, land levelling operations carried out by machines will help beneficiaries in increasing the area under crops and subsequently increasing the crop production. The above activities will prove beneficial for the beneficiaries in increasing their income level, improvements in the standard of living and checking out migration of the beneficiaries. Although beneficiaries do sometimes face the problem in the marketing of products, the NGO help beneficiaries in improving the quality of the products and sorting out the problems of marketing. It may perhaps be said that the program under the scheme has benefited the members of the SC/ST community in providing employment opportunities and increasing the income level. Certainly the measures undertaken under the scheme will improve the quality of their lives.

Similarly in Sabarkantha district, construction of ponds for water storage will prove beneficial to the members of the village community in increasing water supplies for agricultural farms and cattle population. Another important development was with regard to rise in the water table in the adjoining areas of the ponds constructed which will help in increasing the drinking water supply for the human population.

JHARKHAND

Pashchimi Singhbhum and Gumla districts were covered in Jharkhand for the evaluation of Beneficiary Oriented (SC/ST) Programs of SGRY.

COVERAGE

Schedules canvassed	District		Total no. of Schedules
	Pashchimi Singhbhum	Gumla	
District	1	1	2
Blocks	3	3	6
Village Panchayats	0	0	0
Beneficiaries			
Scheduled Castes	0	0	0
Schedules Tribes	140	180	320
Total	140	180	320
Non beneficiaries	44	60	104
Assets	44	60	104
Total	232	304	536

LIMITATIONS

- No VP schedule could be administered due to its complete absence in both the districts
- Only 20 beneficiaries were covered from block Ghatshila in district Purbi Singhbhum (as against 60 in a block as per the methodology), because the block and district officials could provide a list of just 20 beneficiaries. Only 4 non beneficiary schedules and asset schedules (as against 20) were canvassed in the same block.
- Since GP/VP is not working in both the districts, no GP/VP scheduled could be canvassed.

SCHEME IMPLEMENTATION & ROLE OF PRIS

Allocation of Funds

The allocation of funds from district to blocks was as per the laid guidelines. But no pattern was followed for the allocation.

The amount allocated for the similar asset also varied across districts and blocks. In Behragora, Ghatshila and Jamshedpur blocks of Purbi Singhbhum District the sanctioning amount for the construction of well and pond was Rs. 40,000/- and Rs. 60,000/- respectively and whereas at Ghaghra, Sisai and Gumla blocks of Gumla District, only Rs. 25,000/- was sanctioned for the construction of well.

Availability of Food Grains

- Hundred and twenty two beneficiaries (38.1 per cent) reported that they did not get food grains. The remaining 238 beneficiaries (61.9 per cent) reportedly got food grains varying from 6kg to 10quitals

Selection of Beneficiaries

The beneficiary is selected through the Gramsabha in both the surveyed districts.

- However, the land records and the BPL card of the beneficiaries are verified by the block officials at the time of selection.
- The selection of the beneficiary was done not according to the need based approach; hence the SGRY scheme was being distributed to persons not actually in need.
- Influence of intermediaries was strongly felt in during the process of selection of the beneficiary, releasing the sanctioned amount through the block and the bank and till the completion of the created assets.

Assets Created

The assets created under the scheme were

- **Gaushala (cow-shed), pig-sty, poultry shed, construction of wells, ponds and latrine** in district Purbi Singhbhum and
- **wells** in Gumla district
- For the construction of the gaushala, only the walls and roof is made as shed, with no other fixtures such as door and windows. In few cases, the beneficiaries are using the Gaushala as their living room.
- Considering the land constrain in district Gumla, only wells were sanctioned. The BPL beneficiaries dug the well, but due to shortage of money could not construct the parapet of the well.
- The sanctioned cost for all the various assets was less than the actual cost. As a result many assets are left incomplete.
- The assets were created by beneficiaries themselves in Gumla district, but in Purbi Singhbhum it was done by the local contractors of the concerned blocks.

Involvement of PRIs and Community/Beneficiaries

PRIs are non existent in Jharkhand as the election of PRIs under 74th Constitutional Amendment is yet to take place. Therefore,

- PRIs have no role in SGRY or any other rural development programs.

Due to the caste variations in the society, the involvement of the community in the process of the asset creation was negligible

Grievances of the Beneficiaries

The process of disbursing the cash for the asset creation was time taking and lengthy.

Monitoring of the Scheme

There is no systematic monitoring system for the scheme because of the absence of PRIs. Block officials also do not pay much attention regarding the completion of the constructed asset. There was no regular follow up by the block officials neither to the created asset and nor to the beneficiaries.

MADHYA PRADESH

DEMOGRAPHIC PROFILE

According to the Census report of year 1991 the total families in Barwani district is about 137324. Among them BPL families are 78689, SC / ST are 6629 and 61290 respectively. The OBCs account for 9135, minorities 1220, landless 38891, agricultural land holders 25185 and semi-agriland holders 14613 households.

In Sheopur district the total families is about 82720. Among them the number of BPL families is 28385, SC / ST are 5075 and 12771 respectively, the OBCs account for 12771, minorities 8290, landless 573, agricultural land holders 16810 and semi agriland holders about 7706 house holds.

SCHEME IMPLEMENTATION

Role of PRIs in the Implementation of the Programs

The expected role of PRIs in the districts covered was found to be weak as far as the execution of the program is concerned; particularly the individual beneficiary oriented program for SC / ST. Politicization of these bodies is also hampering the benefits to be given to the BPL.

Nobody is bothered to adhere even partially to the guidelines that are given by the Ministry. This shows that no effective communication methods are being followed at the District and block levels.

The members of PRIs need to be given training and orientation on quarterly basis by the designated officials at the Janpad and Zila levels so that they are able to create awareness and consciousness among the people regarding the ongoing programs in their area.

Process of Selection of Works and Beneficiaries

The selection of works in some areas was seen undesirable as in Sheopur district. Beneficiaries have been given "patta" under charnoi lands that is situated in the far off places, especially in jungles. The land is unproductive, unirrigated, and stony. Individual beneficiaries are unlikely to accrue much benefit from those assets.

In Barwani block of the district, dwelling units without toilets were given to individuals. Other works like fencing, land development and levelling have been taken up and cash and grain were made available. In Seondha block of the same district none of the individuals have been benefited (hence no schedules could be filled up from this block).

Involvement of Communities

Gram Sabha meetings do take place but the record maintenance is poor that can be overcome with regular training and support of one educated person. Proper mechanisms need to be developed to ensure maximum participation of the people for which the interpersonal communication techniques must be strengthened. A brigade of young, educated volunteers be created to motivate people to attend these meetings and spread the information to the beneficiaries.

Monitoring of the Program and Fund Management

Monitoring of all such program must be carried out by an official deputed exclusively from the Zila Panchayat and any NGO / CBO on a quarterly basis at Gram Panchayat level and at Block level to see visible change in the grassroots. This exercise also will help the officials to maintain and use the funds properly. Due recognition / awards must be given to officials who are sincerely looking after the program at all levels. The NGOs / CBOs must be supported by the Ministry directly to see visible change in the program implementation.

OBSERVATIONS

Individuals are being benefited by cash or grain for the work they do either for themselves or for the village development (indirect benefit). This is a visible change observed even if for a short duration. This will also make them more curious to avail benefits from such programs that come to their village and they will be interested to go to the village panchayat often to enquire.

PROBLEMS AND SUGGESTIONS

Malpractices in the preparation of BPL list should be weeded out. The list should be counter checked by the Block level officials preferably with the support of some outside NGO / CBO. On the basis of the final list the Green Card should be exclusively given to the people living below poverty line (disparity is seen). As and when the BPL families cross the poverty line to the APL side, their Cards should be deposited to the Janpad Office to obtain an APL card.

It is observed that the people of the APL category are mostly availing the benefits of such programs.

Similarly, the evaluation of the assets must be carried by the official of the IP level (preferably by a technical person) with the support of an agency (NGO / CBO) that is working for the overall development of the village. The evaluation work must not be entrusted to the Gram Sabha. However, maintenance of the assets created, with adequate funds, should be entrusted to them.

MAHARASHTRA

COVERAGE

Schedules canvassed	District Nandurbar	District Nanded	Total no. of Schedules
District	1	1	2
Blocks	3	3	6
Village Panchayats	30	30	60
Beneficiaries			
Scheduled Castes			
Schedules Tribes			
Total	175	105	280
Non beneficiaries	60	62	122
Assets	61	59	120
Total	330	260	590

LIMITATIONS

- Only 280 beneficiaries could be covered as against the target of 360.

In the three selected blocks of Nanded, where maximum beneficiaries were concentrated, only 110 ST beneficiaries were assisted during the reference years of which only 105 could be interviewed. Similarly, in Nandurbar too, only 175 beneficiaries were available.

SCHEME IMPLEMENTATION & ROLE OF PRIS

Allocation of Funds

In Nanded district, the method of allocating funds from state to district, district to block and block to gram panchayats is as per the guidelines, sanctioned works and its progress.

In Nandurbar district, DRDA releases funds to various departments like District Forest Officer, Joint Director of Social Forestry, Superintendent of Agriculture, and Executive Engineer Minor Irrigation Project as per sanctioned estimates. From District offices funds flow to Taluqa Level who is the implementing and Supervisory Agency for works. Mostly, the funds under Stream - I are released to line department offices.

Minor Irrigation works like deepening of wells is done by beneficiaries, who are paid wages.

Preparation of Annual Action Plan

- Before the preparation of Action Plan, the works are earmarked and action plan is prepared.

The lacuna is that action plans are not finalized before the starting of the year but normally done in the 1st Quarter.

Availability of Food Grains

In Nandurbar district, good quality of food grains is made available through ration coupons which are distributed to labourers for food grains.

- Due to delay in lifting of foodgrains from godowns by the ration shop-keepers, the labourers do not get foodgrains on time.

Selection of Beneficiaries

- In Nandurbar district there are no individual beneficiaries.
- In Nanded district although the selection of beneficiary is done by Gram Sabha, the voice of Chairman/ Sarpanch prevails in selection. Therefore, genuine BPL beneficiaries are deprived in most of the cases.

Assets Created

In Nandurbar District 22.5% funds of the individual beneficiary scheme are not given for the individual economic activity.

- Assets created from the individual beneficiary of scheme funds are **social forestry and nursery plantations on common land**, rather than for individual beneficiary.

Involvement of PRIs and Community/Beneficiaries

PRIs play an important role in selection of assets.

- Major works like nurseries and tree plantations are selected by the DRDA of course in consultation with Village Panchayats for common works. For individual assets beneficiaries, and for community assets, the village panchayats and intermediate panchayats take decision.

Grievances of the Beneficiaries

- Food grains / wages are not given in time.

Monitoring of the Scheme

- No proper monitoring.
- Monitoring System is not effective at State Level.

IMPACT OF THE PROGRAM

Income and Employment

In Nandurbar and Nanded districts, assets like irrigation wells have made some indirect impact on the incomes of the beneficiaries.

- Tree Plantation Scheme is not useful for getting / obtaining individual benefit to the beneficiary. The benefits of plantation output received after 8 to 10 years.

Comments

- According to the information received from DRDA, the works under 22.5% for ST Category was sponsored to Forest Department in Akkalkuwa Block, but when personally visited to the concerned officer at block, he denied such work taken up in Forest area. As such, about 40 to 50 works reported by DRDA were never traced in the area. The information received from DRDA about 22.5% works was without indicating the names of the beneficiary. As such, we were unable to find out the required number of beneficiary under the Survey work.
- In some of the cases though the DRDA reported the assistance given to ST beneficiaries under 22.5% category, but when visited to the villages, it was observed that the funds to the beneficiaries were not released.
- In Nanded District the works of Irrigation wells is of satisfactory nature.
- In Nanded District the beneficiaries are given benefit according to their needs
- Funding is done with political biases at District and I. P. Level rather than need base. Hence, selection is left with a question mark.

NAGALAND

The Quick Evaluation of Beneficiary Oriented (SC/ST) Programs of SGRY covered the Kohima and Phek districts of Nagaland.

The State of Nagaland was formally inaugurated on December 1st, 1963, as the 16th State of the Indian Union. It is bounded by Assam in the West, Myanmar (Burma) on the east, Arunachal Pradesh and part of Assam on the North and Manipur in the South. The State consists of eleven Administrative Districts, inhabited by 16 major tribes along with other sub-tribes. Each tribe is distinct in character from the other in terms of customs, language and dress.

COVERAGE

Schedules canvassed	District Kohima	District Phek	Total no. of Schedules
District	1	1	2
Blocks	3	4	7
Village Panchayats	30	30	60
Beneficiaries			
Scheduled Castes	0	0	0
Schedules Tribes	0	0	0
Total	0	0	0
Non beneficiaries	0	0	0
Assets	60	60	120
Total	94	95	189

LIMITATIONS

The model scheme of SGRY has not been followed and the implementation has been in a different form altogether. There are no individual beneficiaries (IB) at all under SGRY scheme in entire Nagaland. The customary law of Nagaland upholds the community as a whole and whatever benefits are coming; they are utilized for the entire village and not for any single individual. The assets are created by the community, for the community. Therefore,

- No beneficiary was found for the individual beneficiary scheme of SGRY
- No non-beneficiary could be covered for the survey

- The assets covered for the study are the community assets. These assets were created with IB component i.e. Stream-I.
- In Phek district four blocks were covered. Even though one of the blocks, Kikruma has only eight villages, it is the most populated one. In block Meluri only 7 villages are covered instead of 10 due to security problem. Most of the villages are far flung, remote and bordering Burma. Due to these reasons the requisite sample of 30 villages could be covered from four blocks.
- In Kohima District there is no allocation of funds against house holds in 2003-2004 as it has been already released as a special component in 2002-2003. This district received only food grain allocation for 2003-2004. Due to this reason, in Chiepobozou Block no schemes have been sanctioned for that year. In the same year Jhakama and Tseminyu blocks, schemes have been sanctioned against food grains only.

NAGALAND AND THE PRIs

Nagaland is a state with predominantly tribal population and they have a highly decentralized system of administration. There is no Panchayati Raj system as such, rather they have Tribal Councils. The customary law is still very strong and is very much practiced. Tribes maintain their isolation and they work as a community. Each village comprises Khels or clans and each khel has a head known as gombara. The gombaras are usually the senior most member of the khel and they are representative of the entire clan. They play a major role in the administration of the village and their decision is abiding on entire khel. They are also part of the Village Council.

Village Council

Every village has Village Council headed by an elected Chairman. There is also a Secretary and other members. They form various Sub-Committees for efficient management and administration of the village.

However, all rural development schemes are being implemented by the **Village Development Boards (VDB)**, under supervision of the DRDA through its subsidiary agencies like BDOs. VDB is a unique form of administration in Nagaland where the administration is highly decentralized and reaching the grass root levels.

Salient features of Village Development Boards (VDB)

VDBs incepted and started functioning as the primary grass-root level development organization in the state of Nagaland in 1980. Primary objective of the VDBs is to achieve de-centralised planning through involvement of Rural Community. They function under the control of Chairman of VDB and the Village Councils. VDBs are responsible for all development activities, proper funds utilization, selection, implementation and monitoring of schemes. The Deputy Commissioner of the district is the Ex-officio Chairman of the Village Development Boards.

The villagers are provided funds through the VDBs, on the basis of number of households of every recognized village. The VDBs on receipt of the village allocation, select the schemes on priority requirements, which are then submitted through the BDOs to the chairman VDB for screening and approval.

Duties of VDBs

The Village Development Board also, subject to such directives as the Village Council may issue from time to time, formulate schemes, programs of action for the Development and progress of the Village as a whole, or groups of individuals in the village, or for individuals in the village, either using the village community or other funds. In brief, the VDBs

- Identify & select priority based schemes through General body meeting.
- Ensure ground implementation of programs
- Ensure community participation
- Ensure transparency & proper fund utilization
- Maintain Accounts, Muster roll & Beneficiary Records.

In Nagaland, VDBS have been playing a major role in administration and development process. Where there is no VDB in a village, no funds for development schemes are released. Even though the amounts are deposited in the accounts the Villagers are not authorised to withdraw it. For example in Jhakama block of Kohima District there is a village called Kedima, which does not have a VDB. This village thus has not received any funds or grains under SGRY scheme. Even though the Block allocates the funds and grains they are not disbursed.

These VDBs are even acting as financing agents by providing loans to the villagers at a lesser rate of interest than the banks. In Nagaland where the interior areas are far and remote every village is having a community bus, maintained by the VDBs, for transportation.

In Phek district, the VDBs in their Annual meeting of 2002 have approved cut of 10% of Stream-II cash component allocation of all the VDBs for construction of the DRDA building. In this building they have built a huge hall for meeting of the VDBs and training halls. There is also marketing sheds in this structure.

Composition

The Village Council choose the members of the Village Development Board. The tenure of members is 3 years unless decided otherwise by the Village Council by a resolution. The minimum number is 5 and maximum is 25.

Government servants can be chosen as member with the permission of the Government. One fourth members of the committee constitute women.

A Secretary and Management Committee represent VDB. The Management Committee of the VDBs is entrusted with the management of the funds of VDBs and the general management of the VDBs. The members of this committee are chosen by the village concerned. The management committee members select one among them as the secretary, who is a literate person. The VDB secretary is a very crucial official and he manages the cash register, vouchers, loan details, grain record, letters, minutes etc.

Fund Management

Funds are deposited with the SGRY accounts of the concerned VDBs, only when there is VDB resolution attached to the proposal. These accounts are with nationalized banks and are operated jointly by the Chairman and the Secretary of the Management Committee. After that the Block office issues work orders to the villages to construct the asset.

VDB assigns the work to a group of persons or a village club or a contractor or the entire village, according to the requirement and nature of the asset to be created. Initially they use the VDB funds or private loans to complete the work, as SGRY fund cannot be withdrawn without completion of the work. Later they repay it, once the SGRY fund is released after the completion of the work.

The villagers after the completion of the work submit a completion certificate, which is forwarded to the DRDA. The cheque to withdraw the scheme amount is then signed by the VDBs Chairman i.e. the District Commissioner, BDO and the VDB secretary. The amount cannot be withdrawn without all the three signatures. All the Annual Action Plans of the villages are for the community assets and Block officials and DRDA approve them. Thus under SGRY there are no individual beneficiaries in Nagaland.

Procedure for Operating Bank Account

The Village Development Board operates its fund through a bank account. The Chairman and Secretary of the Board operate these accounts jointly. The Bank honours no cheque, unless it is accompanied by a copy of the Board's resolution authorizing such withdrawal signed by all the members present in the particular meeting in which such a resolution was passed and consented to by the Board's Chairman. VDB audit is mandatory every year by a committee approved by the chairman of the VDBs and this is presented to the Village Council.

Meetings

The Board meets on the same date every month. The board decides this date in consultation with Chairman of the Board and the Chairman of Village Council. The members of the Board give widest publicity about the date to their Khel people. Such meetings are open to general public. Any change in the date is effective only after obtaining the consent of the Village Council and the Board Chairman. Mandatory General Body meetings of the village by the VDBs are conducted twice a year. Monthly meeting of the management committee is a pre-requisite for the functioning of the VDBs. As and when the need arise VDB calls for emergency meetings after informing the Village Council.

Every decision or recommendation of the Village Development Board is in the form of a Resolution passed in a regular monthly meeting by the all the members present.

SCHEME IMPLEMENTATION & ROLE OF PRIs

Allocation of Funds

According to the Guidelines of SGRY scheme Stream-I is to be implemented by the ZP and IP, with the funds distributed in the ratio of 40-60 between ZP and IP. However in Nagaland all the funds of Stream I and Stream II are released to villages directly. In Stream I there are no separate allocations from DRDA and IP for Individual beneficiaries. It is given as single allocation and is implemented by the Village directly. The DRDA and Block Development Office have no role in implementation and they confine their role to allocation and disbursement of funds besides monitoring.

22.5% of the SGRY Stream-I funds are to be utilized for the creation of assets for individual beneficiaries and to be implemented by the district and block agencies. In Nagaland all the funds of SGRY Stream-I have been allocated to villages and not to individuals. The customary law sees to community as a whole and all the development funds are utilized for the village as a whole. Thus the assets created are all community assets.

Often there is no separation of Stream-I or Stream-II. Both streams funds are put in to single asset. Some times funds from various other schemes of Rural Development are pooled in to build a huge asset like a community hall, approach road or link road. Since the number of households is few, the funds received are found to be too inadequate so they take up the work in phases.

Preparation of Annual Action Plan

The villages themselves select all the scheme works wholly. As and when the funds are allocated by the DRDA, the block officials intimate the villages and call for proposals for works. Some times the annual action plan or five year plans for Rural Development already have the scheme proposals. Generally the Village Council and the VDB discuss the immediate needs of the village in their

meetings and decide on the assets. The VDB then draws a resolution which is signed by all the members of the management committee of the VDB, on the asset to be created and submits it to Block office. These are the approved by the Block office and forwarded to DRDA.

Availability of Food Grains

Nagas are basically rice eating people and food grain component was distributed only in rice except for Phek block where both rice and wheat was given. The wheat component is converted into cash and disbursed by the BDO at block office to the concerned VDBs by hand.

Except for one block, all the blocks in the sample districts have distributed rice only. The wheat component was paid in cash. VDB Secretaries collected these amounts from BDOs after signing the cash registers at Block office. Similarly grains are also collected after signing the vouchers. Most of the villagers felt that the quality of food grains is not satisfactory.

Food grain is distributed equally among *khels* according to number households. It is not used for any wage payment. It is distributed as free food grain from Government to the villagers. In most of the cases the cash is used to buy raw materials and the villagers do the work voluntarily.

Assets Created

The assets created under the scheme in Nagaland are all community assets. The Village Council and VDBs calls all the able persons of the village to do work like construction of road, digging of irrigation channels etc as and when the need arises. The villagers construct most of the assets voluntarily. Cash is used to purchase raw material. All of them work together and the Village Council provides the food or some refreshments or meals to them. Some times when there are youth clubs, women's clubs and other social clubs in the village, the job is assigned to them as a sort of contract. In some villages where skilled workers like carpenters are needed, the works have been assigned to contractors, who is usually from out side the village.

If the assets are plantations or social forestry works then a particular *khel* or women's group etc are given the sanctioned amount and a plot of village land. This group is responsible for plantation and the profits are either deposited in to the VDB account or some times distributed among that group.

Monitoring of the Scheme

All the details of the funds received and spent are discussed in the VDB meetings. The assets when completed are checked by the BDO. Villagers said hardly any one from the DRDA or State Secretariat came to inspect these assets. There was not much scope for misappropriation of funds or grains as there is total accountability of the VDB to the villagers.

IMPACT OF THE PROGRAM

Income and Employment

- No income generating asset.
- There is no payment of any wages. Even if they are paid, which is rare, they are nominal and much lower than the prevailing rate of daily wages in Nagaland.

Comments

- Food grains were mostly distributed to all households in the village equally and not paid as wages against work.
- In most of the cases the cash is used to buy raw materials and the villagers do the work voluntarily.

In this background it was found that there are no individual beneficiaries at all and so the sample of beneficiary schedules and non-beneficiary schedules is not covered in Nagaland. The expected sample of assets is also for individual beneficiary assets and here there are no Individual Beneficiaries at all.

- The funding of SGRY is partly in cash and partly food grains. The cash allocated against each household is deposited directly in to the VDB bank accounts. However the cash component, which is against food grains, is distributed by the Block officials at Block office. Villagers feel that cash component is too less and often they have to contribute from the VDB account to complete the asset construction.
- Nagaland is a hill area and the transportation costs are very high. It was found that the villagers have to pay from the VDB funds for transportation. Some VDBs have sold some part of the grains to pay the transportation charges. It was even found that the villagers carried by foot the rice bags, each weighing about 25 kg, as head load to their far flung villages. In Phek district there are some villages that did not collect the grains, due to high transportation charges. In certain areas, insurgent groups are posing problems to officials while transporting the grains from Dimapur to their respective blocks.
- In the two districts covered for the present study, it was found that there was no fixed unit cost for the sanctioned schemes. It varies from village to village in the same block. The entire sanctioned amount of a village is utilised in for construction of single asset and as the number of households differ for each village, the sanctioned amounts also differed accordingly. Thus for same scheme in two different villages the unit cost were different.
- One common observation is that in most of the villages the works were done voluntarily with no wages. In rare cases they are paid nominal wages, which are much lower than the prevailing rate of daily wages, known as *Hajira*, in the District. In Nagaland migrant *Bihari* labourers or Bangladeshi immigrant labourers commonly known as *mias*, do most of the construction works. They work on contract basis usually. The

mistry usually charges a *hajira* of Rs.150-200 per day and the non-skilled labourers get about Rs.100 per day. In most of the assets involving brickwork *mistries* are hired.

- Assets like approach roads, soiling and metaling of roads or improving the Playgrounds involve levelling of the land. For this purpose the Villagers have to hire a Roller, which is very costly affair and the charges come to 1 or 2 lakh. Some villagers are given the roller by the Assam Rifles free of cost but they have to pay for the Diesel.
- Nagaland is hilly terrain and almost all villages are on hilltops. Roads to most villages are not tar roads but kuccha roads. After rainy season, most of them get washed away and every year the villagers have to invest amounts in maintaining them. Almost in all villages the villagers work voluntarily in repairing the roads every year.
- In most of the villages the fund allocated was too small for the construction of the assets, so the VDBs some times worked on same asset in various phases. During Fieldwork it was observed that the construction of some of the assets is still incomplete for the want of funds. Often the funds from Stream-I and Stream-II are merged together to build same asset. In fact in some villages SGRY funds are substantiated with funds from Grant-in-aid or private contributions or VDB funds to complete a work.
- In some cases the SGRY funds are sanctioned for buying village community hall furniture or maintenance of community bus. If stated in the light of MoRD Guide lines these are not Assets in true sense as there are no mandays are involved in it. However it's the need of the village and the Block and District official have to consider them.

ORISSA

The quick evaluation study in Orissa covered only ST beneficiaries in two districts, Malkangiri and Bolangir. District Malkangiri has the highest percentage of ST population in the state (58.26 percent), and district Bolangir is close to the state average (22.06 percent).

The two districts, viz. Malkangiri and Bolangir are two of the poorest districts of Orissa and form a part of KBK. As per the 1997 BPL Survey conducted by Government of Orissa, Malkangiri has 81.88 percent and Bolangir has 61.06 percent of BPL rural families. These two districts are also drought-prone districts due to which the poor (BPL families) are awfully poor. They require all kinds of help, more particularly, regular sources of employment. The BPL families require continuous support in improving their economic status as well as quality of life. Provision of a dwelling house is not enough, as it does not improve their income on a regular basis. They need a total package of assistance and continuous monitoring with dedicated workers.

COVERAGE

Schedules canvassed	District Malkangiri	District Bolangir	Total no. of Schedules
District	1	1	2
Blocks	3	3	6
Village Panchayats	30	30	60
Beneficiaries			
Scheduled Castes	0	0	0
Schedules Tribes	180	180	360
Total	180	180	360
Non beneficiaries	60	60	120
Assets	60	60	120
Total	334	334	668

SCHEME IMPLEMENTATION & ROLE OF PRIS

Allocation of Funds

Funds are allocated from the State to the districts and district to blocks on the basis of their needs and availability of funds. Fund flow from district to blocks and GPs has followed well-defined criteria with some variations at times.

Although the number of BPL and ST/SC population in the district has served as a significant criteria, past performance along with availability of funds have also been taken into consideration while allocating the funds.

Preparation of Annual Action Plan

Most of these have been reflected in Annual Plan.

Availability of Food Grains

- The norm of cash, food-grains and material components has not been strictly followed.

In large number of cases, particularly in Malkangiri, foodgrains have not been given strictly as per the guidelines.

Selection of Beneficiaries

As regards selection of beneficiary, no APL has been a beneficiary of the scheme.

- Guidelines have not been violated.

Nonetheless,

- Politics, party allegiance etc. have also played a role in the selection of some over others. This is likely to happen in a democratic system with multiparty politics.

Assets Created

- In case of ST beneficiaries (individual scheme), the funds have been largely provided for building or upgrading of dwelling houses.

This activity has temporarily generated some self as well as wage employment. While this asset has made his life comfortable, no permanent and regular income generation sources have been created. The houses built under this program are in reasonably good condition.

- The next most popular schemes funded by the program are land development and provision of pump sets for irrigation and digging of ponds for pisciculture.

Funds have not been given for any other asset creation except for building latrines. Those who have received assistance for land related schemes like land development, irrigation and pisciculture are happy as there has been visible increase in their income.

- The income has been much higher for those who have adopted cash-crops and vegetables.
- Those who have received pump sets are gaining in productivity not only by way of providing timely irrigation on their own land, but also by hiring those out to others.

It was further noticed that in few blocks, particularly in Bolangir district, the funds have been utilised for construction of Market Complex with the idea of allocating these to the beneficiaries. Although this is an innovation and not as per the stated guidelines, the beneficiaries have not yet been allocated the shops. Further, serious doubts exist whether they would be able to use it for the purpose this asset is built, since they are so poor that unless additional funds (may be by way of linking credit institutions) are given to the allottees; failing which, the very purpose of this innovative idea will be defeated. There is also apprehension that the process of allotment will create problems unless a transparent method (like lottery in presence of public) is followed.

- In case of SGRY fund routed for creation of community assets, it is found that most of the funds have been used for village infrastructure improvement / construction of link roads and panchayat roads, etc. The other community assets created for community's use are like addition of rooms in schools, construction of compound wall, digging of wells which are quite useful and beneficial for the community.

Involvement of PRIs and Community/Beneficiaries

PRIs are functional in the State. There is considerable awareness among the people. The community and the beneficiaries participate in gram sabha meetings and propose the works and activities to be taken up which is recommended by the sarpanch for its final approval.

Grievances of the Beneficiaries

A large number of beneficiaries have not been disbursed funds even if sanction has been made in their favour. This is truer for beneficiaries of dwelling houses. Such cases are very high in Bolangir district. Many, in anticipation of disbursement have done some work, but non-disbursal has made them leave the asset half constructed and unusable.

Monitoring of the Scheme

Since many others are waiting still to be benefited from the program (either disbursement not made or names not recommended by Pallisabha). They are naturally unhappy

IMPACT OF THE PROGRAM

Income and Employment

- Provision of dwelling houses for the beneficiaries under the individual beneficiary scheme for SC/STs has made no virtual impact on their income and employment.

Although the asset provides security, poor people need support through wage employment schemes for their sustained development.

For those who have received assistance for land development including facilities for irrigation need encouragement for adopting cash crops and vegetables. Intensive demonstration farming followed by provision of marketing support for the produce would go a long way in improving their income substantially.

Comments

- In terms of adopting the norms of SGRY Malkangiri District has done much better than Bolangir District.

While some food grains have been given as part component of the grant in Bolangir district, it is virtually absent in Malkangiri. Malkangiri has done much better in terms of record keeping than in Bolangir district. In Bolangir district record keeping is poor. Actual disbursements in many cases have not been made even though sanction has been made both during 2002-03 and 2003-04.

The very disturbing, yet innovative event is construction of Market Complex at certain places in both the districts, but more pronounced in Bolangir district. The DRDA through Blocks have constructed market complex with construction of rooms on Govt. land which are yet to be allotted to beneficiaries on some rental charges. The idea may be good. But doubt is raised whether the poor BPL families who would be allotted these shops (no one knows when?) would be capable enough to use it for business purpose. They would probably need another dose of working capital. But who would give that fund? The administration is yet to chalk out a plan.

- Further, the field staff found that even though the beneficiary never admitted directly, sometimes gratuitous payments have been made to get the money and material. Similarly in the construction of community assets, contractors have obliged the PRI representatives in cuts ranging between 10 to 20 per cent and even more. The PRI representatives admit it and consider it as some kind of ZP – LAD (as like MP – LAD or MLA – LAD – which have been denied to PRI).
- Nevertheless, the salient feature is that people have become conscious. At least 75 to 85 per cent of the assistance have actually reached the beneficiaries.

Suggestions

- Some amount of training in repairing the pump set need to be given to those beneficiaries who received assets for land development including facilities for irrigation.

RAJASTHAN (SC)

The evaluation task in Ganganagar and Ajmer districts of Rajasthan covered only scheduled castes beneficiaries.

District Ajmer is under severe drought for last four years. This has had adverse impacts on farming in the district. Farm sector used to be the largest sector that provided employment to majority of the people in Rajasthan. However, because of draught employment opportunities for labourers and marginal farmers have drastically reduced. People have to go in search of work to construction sites in near by towns. In such a dismal employment situation need for employment generating programs like SGRY is of utmost importance.

Ganganagar borders Punjab and is adjacent to Firozpur district. Here, drought is not as severe as in Ajmer district. Ganga Canal and Indira Gandhi Canal provide water to the area, which is used for irrigation. Consequently agriculture is thriving. But, unlike Ajmer, land distribution in the area is skewed to the extent that the scheduled castes hardly own any land and they totally depend on the mercy of the rich farmers and land owners, and are prepared to work on less than the prescribed minimum wages (Rs. 50 per day). Thus, to provide gainful employment and to reduce workers' dependence on landlords, employment and income generating programs specifically for the scheduled castes, like Individual Oriented Program of SGRY are of great importance.

COVERAGE

Schedules canvassed	District Ganganagar	District Ajmer	Total no. of Schedules
District	1	1	2
Blocks	3	3	6
Village Panchayats	30	30	60
Beneficiaries			
Scheduled Castes	180	180	360
Schedules Tribes	0	0	0
Total	180	180	360
Non beneficiaries	60	60	120
Assets	60	60	120
Total	333	333	666

LIMITATIONS

The village panchayats were selected on the basis of maximum concentration of the beneficiaries. In each panchayat as per the scheduled methodology six beneficiaries and two non-beneficiaries were to interview. However, where required six beneficiaries and two non-beneficiaries were not available, they were covered from other panchayats.

SCHEME IMPLEMENTATION & ROLE OF PRIS

Allocation of Funds

The funds are disbursed to village panchayats on the basis of the scheduled castes BPL population.

- However, discussions with the respondents at block level revealed that sometimes for some of the cases political interference also influences the allocation of funds and hence selection of beneficiaries.

Out of the 22.5 percent share of total allocation of SGRY, 20 percent fund is retained at Rural Development Cell of Zila Parishad, which is the implementing agency of the scheme at district level, and 30 percent is disbursed to Panchayat Samitis (blocks).

At district, block and village level a separate account is maintained at nationalised banks for SGRY. At the village panchayat level the account is operated jointly by the sarpanch and secretary. For both kinds of dwelling units (those are sanctioned by Zila Parishad and intermediate panchayats) the funds are disbursed to the village panchayats' account. Village panchayat provides bearer cheques to the beneficiaries.

- In some panchayats⁴, only construction material was provided.

Preparation of Annual Action Plan

Annual Action Plans are prepared by all panchayats. These action plans are nothing more than an estimation of the works to be carried out in the specific year. But the panchayat functionaries do not know the amount to be disbursed to the panchayats in a year. This lack of information is a major hurdle in formation of the action plan and the final carrying out works depends on the availability of the funds which generally do not cover all the works as per the action plan.

According to the officials, all the works mentioned in the action plan can only be implemented if panchayats get the required amount. The village level functionaries (sarpanchs and secretaries) ask for payment of the entire amount, to be paid in a year, in one instalment.

Availability of Food Grains

⁴ Sardarpura Bika in Suratgarh block of Ganganagar

The beneficiaries were provided a total of 21.70 quintals of wheat during the year 2002-03. During the 2003-04, the cash component of the sanctioned amount for the construction of house was raised from Rs. 10,000 to Rs. 15,000. Along with the cash component, 10.87 kg food grains were also provided.

The grains are distributed at PDS outlets. Beneficiaries are given coupons for the grains and at PDS outlet they get the grains. Quality of the grains during the reference year was good. However, there were complaints from workers not getting the quantity of grains, they are entitled for. Discussions with the beneficiaries revealed that some sarpanchs sell the grains at market rate (Rs. 6.30 per kg) and in lieu paid beneficiaries at the subsidised rate of Rs. 4.60 per kg.

Selection of Beneficiaries

Panchayat samiti approves these assets (houses) for its 30 percent share and Zila Parishad for 20 percent. Beneficiaries are selected in gram sabha meetings.

- Village Panchayats (usually sarpanchs), in gram sabha meetings select the BPL scheduled caste people who do not have a *pucca* house. These selected names are then approved by panchayat samiti and Zila Parishad.
- The sarpanchs and politically dominating people do influence the selection of the beneficiaries.

Although the whole process of beneficiary selection seemed as per the guidelines,

- The non-beneficiaries reported that this selection is biased and the sarpanchs and panchayat functionaries favour their own people.

The beneficiaries in the two districts incurred expenses up to Rs. 80,000 for constructing the house; which indicates that these beneficiaries are not poor and should not have been provided the benefits of the program. But surprisingly these beneficiaries have the BPL cards of the BPL survey of 1997, (which is full of flaws,) and hence they have availed the scheme.

Assets Created

In Rajasthan, under the 22.5 % share of SGRY,

- Only houses have been provided to the BPL scheduled caste families.

The criteria followed to sanction the houses to scheduled caste beneficiaries and norms to construct the houses were like Indira Awas Yojana.

- Although this asset (dwelling unit) does not add to the income or employment conditions of the poor SCs, the beneficiaries are completely

satisfied as they get a maximum and tangible benefit of Rs. 20,000 at one time.

Involvement of PRIs and Community/Beneficiaries

Village panchayat select the beneficiaries, maintain the accounts and disburses the amount to the beneficiaries. During gram sabha meetings, the sarpanch or the secretary proposes the names of the people (which are pre-decided) to the Panchayat Samiti and Zila Parishad. This is just a formality.

- The beneficiaries and community members actually have no involvement in selection since their awareness about the program is poor.

Grievances of the Beneficiaries

In case of grievances, the beneficiaries approach the panchayat sarpanch or the secretary. Sometimes the BDO or the district level officials are also approached. There were complaints from workers not getting the quantity of grains, they are entitled for

Monitoring of the Scheme

There is no systematic mechanism of monitoring.

- No monitoring committees have been formed at the block or the panchayat level.
- No district officials have visited during the construction of the houses.
- Only the secretaries and sarpanchs visit the houses, as they have to submit the utilisation certificate after the completion of the asset i.e. houses.

In one or two cases, the Junior Engineer and the BDO visited the construction site of the house.

- No record/report of monitoring of the assets was available at any of the six surveyed blocks.

IMPACT OF THE PROGRAM

Income and Employment

The prime objective of the scheme is to provide an asset for sustainable employment and income to the socially disadvantaged poor. But the provided assets (houses) do not fulfil this objective.

- The individual beneficiary scheme of 22.5% component has not made any dent in the employment predicament of the poor scheduled castes with these assets (dwelling units).

However, during construction of the houses the beneficiaries got employment approximately for two months.

- Although the living conditions and social status of the beneficiaries has improved, there has not been much change in their working conditions. Nevertheless, their worries to frequently maintain their hutments have been dodged out.

Lack of shelter makes people insecure. Other than removing the inconveniences of poor living, a house provides social prestige and place among their neighbours and community. It helps in building relations with the well-off families that in turn empower the family.

Getting employment opportunities is also equally important, particularly in drought-ridden areas like Ajmer district. Here people have to come to urban areas to work in the construction site or in the factories. Workers in Kishangarh town, which is famous centre of marble business, come from surrounding villages to work in the stone cutting factories. They are paid meagrely, and after working on stone cutting machines for a short while they got respiratory ailments. Therefore, a hazard free employment is also a major need of the people. The houses have not added to any sort of income or sustainable employment to the poor scheduled castes.

Comments

In Rajasthan, the BPL survey carried out in 1997 is still in practice, which is full of flaws and also obsolete. There are families poorer than the beneficiaries who deserve the scheme benefits, but since they were not existing during the BPL survey. The BPL survey carried out in 2001 is complete but is not in vogue. In Ganganagar district there are a number of panchayats which do not have public land. In these panchayats landless poor are not able to avail the benefit.

- The decision to provide the houses under individual component of SGRY has been taken at State level. The district and block level officials were clueless about the reason behind the decision.

Officials responsible for implementing the program at Pisangan panchayat samiti of Ajmer district asked the evaluators that government of India should provide some employment generating assets instead of dwelling units, as he was not aware that decision of providing houses under individual oriented scheme of SGRY was taken at state level. According to the scheme guidelines, in the implementation, priority should be given to provide economic assets to individual beneficiaries for sustainable employment. In case of Rajasthan, need of sustainable employment becomes more important, as the state is under continuous drought for four years that has aggravated the problem of unemployment. But,

- The program has not addressed the aspects of income and employment generation.

In terms of employment and income generation too, houses are not the precise assets.

- The program has made no impact on the working conditions of the beneficiaries. Nonetheless, an apprehension of not having a house has been removed. It has given the beneficiaries a social prestige too.

The beneficiaries have constructed the houses themselves and with their family members, on their own land, without involving the contractors. Those who did not have their own land to construct the house were provided the land by the panchayats. In the panchayats, where there was no public land available landless people have not got the benefit.

Suggestions

In a state like Rajasthan, where lack of employment opportunities is a major concern, emphases should be given on economic assets resulting in gainful employment generation.

RAJASTHAN (ST)

COVERAGE

Schedules Covered	District Banswara	District Rajsamand	Total No. of schedules
District	1	1	2
Blocks	3	3	6
VPs	30	30	60
Beneficiaries			
Scheduled Castes	180	180	360
Scheduled Tribes	0	0	0
Total	180	180	360
Non Beneficiaries	60	60	120
Asset	60	60	120
Total	334	334	668

The sample size has been as per the methodology and there are no deficiencies. In addition to the above schedules, State Check list has also been canvassed.

BRIEF PORTRAYAL OF THE DISTRESS SITUATION

No distress situation is found in Banswara district. However, whole of Rajsamand district has been declared drought affected by the State Government for the past 3 years. The drought has affected all communities equally. Moreover, ST population in these areas is very small. Hence there is no need to initiate programs specifically for ST population to mitigate hardships caused due to drought.

SCHEME IMPLEMENTATION AND ROLE OF PRIs

PRIs are fully empowered and very effective in the state regarding implementation of SGRY program. Decisions regarding selection of works, beneficiaries, allocation of funds to IPs (Blocks) and implementation of the works are directly taken up by PRIs at different levels.

Allocation of Funds

The DRDA receives funds from Centre and State Governments for both Stream I and Stream II works of SGRY. CEO, Zila Parishad further distributes it to the three tiers of PRIs (ie ZP, IP and GP) according to the approved Annual Action Plan. Zilla Parishad does not take up any work in the district directly. ZP funds are directed through Intermediate Panchayats.

Preparation of Annual Action Plan (AAP)

Zilla Parishad prepares Annual Action Plan based on proposals of GPs, IPs and recommendations of its own and nominated members.

Availability of Foodgrains

Wheat is distributed as wages. In Rajasthan, villagers normally consume wheat flour based products (chapatti) and bajra which is available in FCI Depots. Foodgrains are made available in time and are distributed as per the stipulations. There has been a problem of plenty at times. It was observed that the beneficiaries could not lift and store the entire stock of wheat allotted to them in one go.

Selection of Beneficiaries

Beneficiaries are selected by the Gram Panchayats based on the need. Under the Beneficiary Oriented Program of SGRY, only ST beneficiaries below the poverty line are selected as per guidelines.

Assets Created

In Rajsamand district where the ST population is close to the State level average, administration finds it difficult to have sufficient potential beneficiaries in certain pockets for two reasons:

- There is not enough number of BPL ST population
- Many potential beneficiaries do not have assets like houses, land etc, which can be developed or upgraded. However, in certain cases where land with potential beneficiaries was available in Rajsamand district, the most preferred asset was dwelling units. Residual funds of Individual Beneficiary Schemes are used for ST communities like roads, culverts, community halls, small drains, etc.

In Banswara also beneficiaries under Individual Beneficiary Schemes prefer dwelling units and irrigation canals (naali) in ones own field. All these assets are meant for income generation. However the dwelling was useful only in improving the standard of living and does not assist in long term income generation.

Involvement of PRIs and Community/Beneficiaries

Based on the needs of potential beneficiaries Gram Panchayats recommend the type of assets to be created. These recommendations are vetted by respective Panchayat Samitis and included in the approved Annual Action Plan of the Zilla Parishad. In the selection of assets, the three tiers of PRIs, including VPs, are involved without any intervention of administrative officials. Selection of beneficiaries is done by PRIs. Communities participate in it.

Redressal of Grievances

In case of grievances, beneficiaries approach the Gram Panchayat. If they are not resolved at the GP level, beneficiaries can approach BDO or CEO Zilla Parishad.

Monitoring of the Scheme

At the state level monitoring is done by Deputy Secretary in-charge of SGRY. Chairman or CEO Zilla Parishad monitors it at the district level. Monitoring is done by Chairman IP at the IP level while it is done by Sarpanch at VP level.

IMPACT OF THE PROGRAM

Income and Employment

Most of the beneficiaries are either farm labour, or marginal farmers or casual labour. By acquiring assets like irrigation canals, deepening of wells, dwelling units, etc. their opportunities for additional income have substantially increased. This has also resulted in extra days of employment and thereby brought in significant improvement in the quality of their lives.

Comments

- For a BPL beneficiary, the foremost need is to increase the income and this has not been completely taken care of by the type of assets provided to them under this program.
- Assets like dwelling units have been created as per the guidelines laid down under the Indira Awas Yojana. The money allotted for this was not sufficient. Hence most of the beneficiaries landed up in debt because they had to borrow money to complete the asset as per the guidelines so that they could finally claim the benefit under SGRY. The assets were maintained properly and the quality of material used was also satisfactory.
- Due to wide variations in the proportion of ST population from district to district, the requirement of funds under Individual Beneficiary Schemes is different for different districts to achieve equal level of satisfaction. Hence the allotment of funds for IBS should not be rigidly pegged at 22.5%.
- It has been reported both at district and IP/VP level that there are delays in receiving of second instalment of the annual funds and foodgrains. This causes delay in execution of the program.
- Funds earmarked for Individual Beneficiary Scheme have not been used entirely for its original purpose but were utilized for the community benefit works also in some cases.

Suggestions

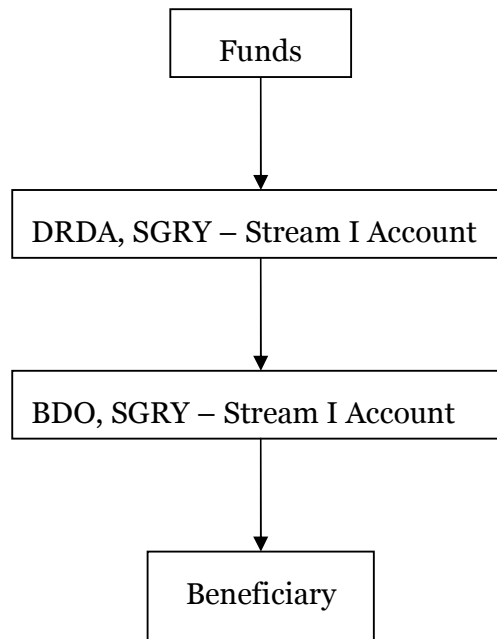
- Non-functioning VMCs result in lack of social control of the program. Early remedial measures need to be found.
- Due to wide variations in the proportion of ST population from district - to-district, the requirement of funds under Individual Beneficiary Schemes is different for different districts to achieve equal level of satisfaction. Hence the allotment of funds for IBS should not be rigidly pegged at 22.5%.
- The types of assets to be created under the scheme should be more inclined towards income generation rather than just a one room dwelling unit.

TAMIL NADU

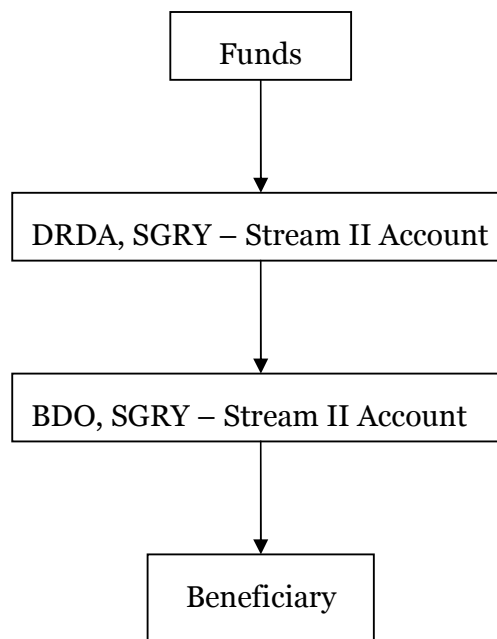
OBSERVATIONS

- Creation of individual oriented assets for SC people is noticed in Thiruvavur district only. In Virudhunagar district, most of the assets created under the scheme are community assets. No individual assets are provided in the three blocks selected in this District for the field survey.
- In Thiruvavur district, group houses constitute the major individual oriented asset created. This has made a long lasting impact for a large number of people who belong to SC category. However, the other benefits provided under the scheme, like hand pump, etc. have not made a perceptible difference in the living conditions of the beneficiaries as most of these assets are not in working condition now.
- As far as Stream I of SGRY is concerned, the Grama Panchayats do not have any role in scheme / beneficiary selection, scheme implementation and maintenance of the assets created.
- The selection of GPs for implementing the works under Stream I of SGRY is on the basis of suggestions / recommendations of the Councilors of both Block and District Panchayats. The list of GPs is finalized by the District / Block Panchayat Council.
- Individuals from villages approach the concerned Councilor to present / forward his demand for the benefit under the scheme. Based on such applications, the Councilor presents his suggestions to the Council for finalizing the proposals of works to be taken up as well as the beneficiaries.
- The proposals are scrutinized and approved by the district collector who is also the Chairman of DRDA. In case of discrepancies, the Chairman has the power to review / change the work / beneficiary. For the selection of new works / beneficiaries the process has to be repeated.
- The Gram Sabha does not have any role in selection of location, work or beneficiaries under Stream I of SGRY.
- The progress of the program implementation is monitored by both BDOs and Project Officer, DRDA.

Funds flow diagram for SGRY – Stream I



Funds flow diagram for SGRY – Stream II



- In the case of SGRY – Stream I, the implementing agency is the Block Panchayat, even for the works / beneficiaries selected by the District Panchayat. The powers of District Panchayat are restricted to pass resolutions regarding the selection of works / beneficiaries.

- In the case of SGRY – Stream II, the implementing agency is the Gram Panchayat. Therefore, the fund for SGRY – Stream II is released directly to the Gram Panchayat by the DRDA.
- In the case of individual assets, materials required for asset creation are provided to the beneficiaries before commencement of the works. The balance amount is released to the beneficiaries (by cheque) after completion of the work.
- The State share of 25% of the funds under SGRY is released to the DRDA Stream I account, within 15 days of receiving the GoI share.

UTTAR PRADESH

The quick evaluation study in Uttar Pradesh covered only SC beneficiaries in two districts, Sonbhadra and Bijnor. District Sonbhadra has the highest percentage of SC population in the state, and district Bijnor is close to the state average.

COVERAGE

Schedules canvassed	District Bijnor	District Sonbhadra	Total no. of Schedules
District	1	1	2
Blocks	3	3	6
Village Panchayats	30	30	60
Beneficiaries			
Scheduled Castes	160	180	340
Schedules Tribes	0	0	0
Total	160	180	340
Non beneficiaries	60	60	120
Assets	60	46	106
Total	314	320	634

LIMITATIONS

Deficiency in Sample Size of blocks

There were not enough beneficiaries and assets under the Individual Beneficiary scheme for SC/ST in the 30 GPs covered, hence

- Only 160 beneficiaries and 46 assets could be covered for the study in district Bijnor as against the targeted 180 beneficiaries and 60 assets.

SCHEME IMPLEMENTATION & ROLE OF PRIS

Allocation of Funds

Funds are allocated by the district authorities to the Blocks and the gram panchayats based on the total funds available, total number of blocks, number of villages and the composition of BPL population.

Availability of Foodgrains

Grains were never given to the beneficiaries.

- In the IP level work, most beneficiaries of the financial year 2003-04 are still awaiting the distribution of grains for their labour contribution in constructing their houses.

Selection of Beneficiaries

In both the districts, the selection of beneficiaries was done by the panchayat members.

- Most of the beneficiaries surveyed have not done any formality themselves to seek the benefit. They got the benefit through some intermediary.
- In some cases, the sarpanch also recommended names to the members of ZP or IP.
- However, the selection of beneficiaries was not without bias and corruption. Generally the beneficiaries were relatively better off farmers.

In block Bhorawal (Sonbhadra), several cases came out that showed that the beneficiaries were not needy BPL of the village, but affluent relatives of PRI members.

Since the *Arthik Sarvekshan* register is prepared by the panchayat and proof of income in a village is not permanent it is possible to manipulate it and favour one's own people. Thus those who were linked to the elected members could garner more benefits.

Assets Created

The two districts differed significantly in the types of assets that were created.

- Bijnor focussed only on housing.

The major assets created under the individual beneficiary oriented scheme in district Bijnor were houses (dwelling units) and sanitary latrines.

- In the block level activities, beneficiaries were given material and they got involved in constructing the house themselves.
- In district Sonbhadra, no work was done for individual beneficiaries for the previous two financial years. This work is being done now.

For the financial years 2002-03 and 2003-04 many other works were undertaken in the district which were general in nature, and not made specifically for the SCs. These assets were wells, ponds, hand pumps, biogas plants and link roads which are usually shared by the whole village community.

The assets created under the program are useful for the beneficiaries, and are being used. Houses are used for living and wells are used for potable water. However, in the case of sanitary latrines, the usage is quite low. Beneficiaries use them for storing items or only as a bathroom. They still go for open defecation.

Involvement of PRIs and Community/Beneficiaries

There was no involvement of blocks and villages in the selection of works.

Most of the beneficiaries surveyed were unaware of the different aspects of the scheme from which they got the benefit. In fact, they have not done any formality themselves to seek the benefit. They got the benefit through some intermediary.

- The decision on selection of works was made by the respective DRDAs.
- The community or the beneficiaries were also not involved in the process of activity selection.
- In the works at the ZP level, the construction was done through private contractors and the beneficiaries contributed as labour.

Grievances of the Beneficiaries

For getting SGRY houses, beneficiaries have to bribe Rs. 4,000 to Rs. 5,000.

Monitoring of the Scheme

There was no program monitoring by the senior officials. The DRDAs could not provide the list of the assets and beneficiaries immediately. They took more than two weeks to get this information collected from the Junior Engineers of the ZP and IP. This may be partly due to shortage of professional staff or due to callous attitude of government employees.

IMPACT OF THE PROGRAM

Income and Employment

The purpose of SC/ST individual component is to create economically viable activities. Under creation of assets such as houses or sanitary latrines, the beneficiary earns only what he contributes as labour. There are no extra returns.

- The assets created in sample blocks are not income generating assets.

Though people are happy with the house or sanitary toilets, but they do not enhance their income. This also goes against the guidelines of the scheme. Even wells and hand pumps do not generate income although they are important for quality of life.

- Ponds, biogas plants and roads are useful but these assets are the community assets and not individual.

Comments

Identifying a viable project for income generation at the village level is a very challenging task. Whenever the officials were asked to think of viable projects they start thinking in terms of dairy and piggery. But even these were not taken up under SGRY.

Entrepreneurship requires knowledge that the rural poor lack. Illiterate persons cannot be successful entrepreneurs. They are not capable of handling productive enterprises. The major employment possibilities in the rural milieu which may also have forward linkages are work in infrastructural projects, trading and traditional activities which are still in demand (such as music band, masonry, repairs and mechanical jobs, etc.).

It is well known that UP lacks a work culture. This calls for training and orientation of all the government employees who are involved in rural development schemes. Rural development is not a purely administrative job. It has a vision and a mission. Workers are not prepared for them.

The awareness about rural development programs is very poor in both the districts. This is a problem in all the survey villages. Most of the beneficiaries surveyed were unaware of the different aspects of the scheme from which they got the benefit. In fact, they have not done any formality themselves to seek the benefit. They got the benefit through some intermediary. The information, education and communication (IEC) in rural development program is very poor in these districts and it should not be a surprise to find even the educated beneficiaries who are unable to tell which scheme they got the benefit from. There is a strong need for IEC campaigns.

- The program is marred with corruption, particularly the housing component.

For getting SGRY houses, beneficiaries have to bribe Rs. 4,000 to Rs. 5,000. This bribe was taken to get their names approved and was shared by block panchayat member, zila panchayat member, sarpanch and the contractor. It appears that the officials, elected members and contractors have colluded in the corrupt practices. Everyone knows the rates and accepts it as part of the deal. They do not oppose it or complain about it.

Giving material in place of cash is also a source of corruption. On the other hand the officials say that if you give them cash they will not construct the house, and they will use the cash for any other purpose. Block officials narrate stories of ADOs who were terminated because they could not show the houses for which cash was distributed under Indira Awas or other schemes.

Generally, people have no knowledge and understanding of the scheme and its benefits they are supposed to get under them. Low literacy and poor program

awareness adds to the woes. They depend on the person referring their names to do the formalities who are professional middlemen.

Suggestions

At the district and block levels the concept of SC/ST component under SGRY is not well understood. For the success of the scheme, it is of utmost importance that the blocks engage in brain storming exercise to identify a shelf of projects and guide the poor. The projects should be suitable to the area and the culture and traditions of people. The selection of activities should be driven by the demand rather than the supply factors, and should be based on sound assessment of the skills of beneficiaries and market conditions.

It must be stressed that the biggest need of the rural poor is the development of skills. They also lack information about the district and block level governance and the various schemes launched by the government. To benefit them through government initiatives is to help them in selecting a viable economic activity with or without the financial support from the government. It has to be realized that knowledge is as important to successful enterprise as credit.

At the block level the management information system requires strengthening. The information from the Gram Panchayats should swiftly flow between the villages and the blocks through the Gram Sachivs/secretaries. Presently, their view is that since the funds do not come to Gram Panchayat through block, should they needn't report to the block. A better information system would help monitor the program better and will reduce the extent of corruption and misutilisation of the funds.

The ZP and IP level works of SGRY are too JE-centric. Only the JE knows about the beneficiaries and the works done under SGRY. The positions of APOs are vacant and all the work is done by JEs. Obviously, JEs have the technical knowledge about the works, but they are not trained or motivated to mobilize people. A stronger role of NGOs and filling up of DRDA vacancies will be helpful in monitoring the projects.

WEST BENGAL

District Coochbehar with more than 50 percent of SC population and district Hooghly with almost 24 percent SC population which is close to 5th the state average were taken up in West Bengal for the quick evaluation of the individual Beneficiary oriented scheme of SGRY for SC/STs.

Certain parts of Hooghly district are affected by floods regularly. These floods affect all communities equally. Since the SC population in these areas is not too large, there is no need to initiate programs specifically for SC population to mitigate hardships caused due to floods as these calamities affect all communities of the district.

COVERAGE

Schedules canvassed	District Coochbehar	District Hooghly	Total no. of Schedules
District	1	1	2
Blocks	3	3	6
Village Panchayats	30	30	60
Beneficiaries Scheduled Castes Schedules Tribes			
Total	180	180	360
Non beneficiaries	60	60	120
Assets	60	60	120
Total	334	334	668

SCHEME IMPLEMENTATION & ROLE OF PRIS

Allocation of Funds

DRDA disburses the money to all the three tiers of panchayats and subsequent actions on implementation of the program are taken by the PRIs as per the AAP.

- Zila Parishad in West Bengal does not take up works directly in any of the GPs. Implementation of work of funds of ZP is directed through block office only.

- It was gathered from Deputy Secretary PR that in the state sometimes it is not possible to spend the allotted money on IBS as the prospective IBS either have no land for development or needing irrigation facilities etc or site for house building. In such cases, the residual money is spent on SC/ST community work or general work.
- Govt. of West Bengal vide their letter no 2369 (38) –SGRY-I/IS-2/2002 dated 29th May 2003 and corrigendum No. 3421 (37)-SGRY-I/IS/2002 dated June 6th 2003 have directed districts that individual beneficiary scheme for SC/ST people should be taken under SGRY-II out of the stated year marked allocations and community benefiting schemes should be taken up under SGRY-I out of aforesaid 50% annual allocation. In the same letter, provision of sanitary latrines under SGRY-I has been totally forbidden.
- In all blocks of Hooghly district, IBS funds were used for general works of SC/ST community like building roads, culverts etc.
- In Hooghly district, although ZP allocated its own funds of SGRY-I to various blocks for execution of works, they did not have a record of works that would account for the money spent by the blocks. They did not have a list block wise works taken in the district.
- It was noted that very high proportion of work cost had been spent on purchase of material; thereby funds used for wages (which is the basic concept of SGRY) have been less.

Annual Action Plan

- Zilla Parishad prepares annual action plan based on proposals of GPs and IPs and recommendation of its own and nominated members. The total financial outlay is kept at 125% of previous year's allocation.

Assets/works are taken up as per the AAP but due to shortage of funds and extensive range of works and assets, not all of them are taken up, and if so, they are left midway.

Availability of Food Grains

- Rice is distributed as wages.

In West Bengal, villagers normally consume boiled rice which at many times is not available in FCI godowns and hence FCI insists on issuing raw rice. Raw rice is not acceptable to the beneficiaries and this creates problems for PRIs.

- There is also a problem of non-availability of foodgrain on time.

Allotment of rice by FCI in 20 instalments made extra expenditure on transportation and unnecessary wastage of time of functionaries. Hence, the distribution of grains was delayed to beneficiaries.

Selection of Beneficiaries

Process of selection of beneficiaries is done by Gram Sabhas and vetted by the Panchayat Samitis.

Assets Created

PRIs play a vital for selection of assets.

- Common assets under the scheme are **cycle rickshaw, sanitary latrines, goats, sewing machines** which were purchased by PRIs for individual economic activities for income and employment generation.
- Works like land development, irrigation and upgradation of houses has been minimal in the two districts.

Involvement of PRIs and Community/Beneficiaries

PRIs are fully empowered and very effective in the state regarding implementation of SGRY program in the State. Decisions regarding selection of works, beneficiaries, allocation of funds to IPs (Blocks) and implementation of the works are directly taken up by PRIs at different levels.

- Total involvement of PRIs.
- In terms of management of funds too, all the three tiers of PRI are actively involved.

There is total participation of community, since the selection of beneficiaries is done by PRIs and not by the Government functionaries.

Grievances of the Beneficiaries

- Non availability of food grains on time.
- Late receipt of funds of 2nd instalment.

Monitoring of the Scheme

- ZP oversees the works while GP and IP closely monitor works.
- VMC meeting are not taking place in West Bengal due to protocol problem. In West Bengal, Chairman Zila Parishad has status of Minister of State which is considered higher than a Member of Parliament. While according to the guidelines, one of the MP from the area is the Chairman of VMC. It has been stated on behalf of West Bengal Government that the State Government has already taken up this matter with the Centre.

IMPACT OF THE PROGRAM

On Income and Employment

- Allotment of assets like cycle van rickshaw, goats and sewing machines to the beneficiaries for have definitely made a positive impact on their income. By providing these assets to the beneficiaries a long term potential for employment has been generated.
- There is also additional employment generation from these assets.

According to the officials, since most of the SCs do not possess either agriculture land or houses, hence, no land development or upgradation of houses can be taken up.

- Assets like houses and sanitary latrines are no income generating assets but they have definitely provided security to the beneficiaries. Also employment was generated for two months during the construction of these assets.

Beneficiaries are more than satisfied.

COMMENTS

- In some of GPs of Coochbehar I block of Coochbehar district, money has been spent on purchase of items like pumps but had not been delivered to the intended persons. Hence, though the expenditure has been shown no beneficiaries were listed in FY 2003-04.
- Most beneficiaries were not aware about program under which they have availed benefit. According to them, it is the Gram Panchayat which given them the benefit.
- In Hooghly district, where the percentage of SC population is close to the State level average, the administration finds it difficult to have sufficient potential beneficiaries for two reasons:
 - There is not enough number of BPL SC population in certain pockets.
 - Many of the potential beneficiaries do not have assets like houses, land etc which can be developed or upgraded.
- There were no payment of wages in cash or food grain to the beneficiaries who acquired economic assets like cycle van rickshaw, goats and sewing machines since there was only purchase of material/asset rather creating.
- Flexibility in guidelines regarding IBS may entail land poor.

There is need for flexibility in earmarking of funds for IBS as it was noticed in Hooghly district that sufficient number of potential beneficiaries were not available. These funds were utilized for general works in SC area. Since this is a genuine problem, the guidelines may be suitably amended.