

RESEARCH HIGHLIGHTS

2017- 2019



National Institute of Rural Development and Panchayati Raj

Ministry of Rural Development, Government of India

Rajendranagar, Hyderabad - 500 030, India

www.nirdpr.org.in

VISION

The vision of NIRDPR is to focus on the policies and programmes that benefit the rural poor, strive to energise the democratic decentralisation processes, improve the operation and efficiency of rural development personnel, promote transfer of technology through its social laboratories, technology park and create environmental awareness.

As a 'think-tank' for the Ministry of Rural Development, NIRDPR, while acting as a repository of knowledge on rural development, would assist the Ministry in policy formulation and choice of options in rural development to usher in the change.

MISSION

To examine and analyse the factors contributing to the improvement of economic and social well-being of people in rural areas on a sustainable basis with focus on the rural poor and the other disadvantaged groups through research, action research, consultancy and documentation efforts.

To facilitate the rural development efforts with particular emphasis and focus on the rural poor by improving the knowledge, skills and attitudes of rural development officials and non-officials by organising training, workshops and seminars.

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National Institute of Rural Development and Panchayati Raj
Ministry of Rural Development, Govt. of India
Rajendranagar, Hyderabad – 500 030

Research Highlights 2017-19

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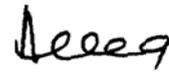
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FOREWORD

National Institute of Rural Development and Panchayati Raj takes up research studies across the country in order to achieve a set of objectives such as that of gaining first-hand insights about the requirements of rural population, process of rural transformation, implementation of flagship programmes of Government of India and assessing the impact of various schemes. These studies contribute significantly to knowledge creation on critical aspects pertaining to rural development, poverty alleviation, livelihood promotion, policy formulation, etc. The research findings provide a better understanding of the ground realities and give a clear picture of the prevailing situation as well.

In order to facilitate wider dissemination of the findings of the studies, NIRDPR is bringing out the annual publication of Research Highlights. With immense pleasure, I am presenting the Research Highlights for the year 2017-19. These studies are mainly related to agriculture, social audit, PDS, livelihoods, watershed management, rural infrastructure, good governance and health & sanitation. The findings of these studies will be useful for the policy makers, academicians and rural development functionaries to understand the ground realities.



(Alka Upadhyaya)



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Special Social Audit Conducted for MGNREGS and Pilot Social Audits for FFCG expenditure at Abdullapuram and Kalasapadu GPs of Andhra Pradesh

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Introduction

Social Audit is an audit of scheme jointly undertaken by the government and the people, especially by those who are affected by or are the intended beneficiaries of the scheme. It ensures public accountability in the implementation of projects, laws and policies, minimises the leakages and generates faith as well as empower people. Social Audits were made mandatory in MGNREGS since its inception.

In August 2005, the Indian Parliament passed the National Rural Employment Guarantee Act, which mandates the provision of 100 days of guaranteed employment (unskilled manual work) to any rural household in India. Section 17 of the Act says that the Gram Sabha shall conduct Social Audit of all the projects under the scheme taken up within the Gram Panchayat. To ensure proper conduct of Social Audits, the Ministry of Rural Development (MoRD) in consultation with the Comptroller and Auditor General (C&AG) of India, notified the Mahatma Gandhi National Rural Employment Audit of Scheme Rules in 2011.

Fourteenth Finance Commission Grant is awarded to the GPs for the provision of basic civic services. It is mentioned in FFCG guidelines that the works mentioned in GPDP only should be taken up. As there is no direct monitoring mechanism inbuilt in the spending of the funds, the guidelines mentioned that an appropriate third-party audit mechanism be put in place to prevent irregularities and that can be Social Audits. But till now, only a few States like Jharkhand have taken up Social Audits of FFCG. Thus, it was proposed to take up the pilot in Andhra Pradesh.

To ensure the quality of audits, special audits and test audits are conducted to know whether the Social Audit team followed specified processes and whether their report accurately reflects the actual situation in the field. A team of senior resource persons, which was not involved in the original audit, does the audit again (record & field verification and interaction with beneficiaries) and checks to see whether all the observed discrepancies have been recorded in the original report. Accordingly, the special audit for MGNREGA and pilot Social Audit for FFCG expenditure were done at Abdullapuram and Kalasapadu GPs of Andhra Pradesh in association with SSAAT, Andhra Pradesh.

Objectives

To conduct a special audit for MGNREGA and pilot Social Audit for FFCG expenditure at Abdullapuram and Kalasapadu Gram Panchayats of Andhra Pradesh in association with SSAAT, Andhra Pradesh.

Methodology

Adopting the methodology of Social Audit.

Study Area: Abdullapuram Gram Panchayat, Kurnool district Abdullapuram Gram Panchayat comes under Velugodu mandal. The total population of the Panchayat is 2836 - 1405 males and 1431 females. Total households in the Panchayat are 713 and the geographical area of the Panchayat is 2237 acres. In this Panchayat, for the FY 2015-16, the FFCG grant sanctioned is Rs. 7,33,260. Only Rs. 56,000 was spent and the remaining amount of Rs. 6,77,260 was added to the next financial year. For the FY 2016-17, the sanctioned amount under FFCG is Rs.921010 and 21 works were taken up spending Rs. 998511. In the Panchayat, a pilot Social Audit was conducted from 18.09.2017 to 22.09.2017, and Gram Sabha was held on 23.09.2017. In this Panchayat, for the FY 2015-16, total job cards issued were 456 (SCs 289, BCs 149, and others 18). For the FY 2016-17, total job cards issued were 498 (SCs 309, BCs 158 and others 31). While 180 households worked in the FY 2015-16, 138 households were engaged in EGS works for the year 2016-17.

Kalasapadu Gram Panchayat, Kadapa district

Kalasapadu is a Gram Panchayat and also mandal headquarter. The total population of the Panchayat is 3046 (male population – 1501; female population – 1545). The total households in the Panchayat are 1239.

In this Panchayat, Rs. 16,5,996 was sanctioned in the FY 2016-17 under FFCG and the opening balance was Rs 5,97,490. Forty-three works were taken up by spending Rs.7,35,000 and the closing balance is Rs 14,68,486. In the Panchayat, Social Audit has been conducted from 19.09.2017 to 23.09.2017, and Gram Sabha held on 24.09.2017.

In this Panchayat, the total job cards issued are 1103 (SCs 58, STs 20, and others 1025) and out of them, 475 households have been engaged in EGS works for the FY 2015-16 and 461 households for the FY 2016-17.

Findings

Observations of Social Audit of FFCG in Abdullapuram GP

- It has been observed that in this Panchayat, most of the villagers are not informed and are not aware of the FFCG scheme. It is observed that people participation was nil in the preparation of Gram Panchayat Development Plan (GPDP), utilisation of grants, execution of works, etc. The decisions regarding the works were taken by sarpanch, EOPR and a few party leaders of the village. Even ward members from opposition parties were not involved.
- It is observed that in the GP, work-wise files are not maintained and no audit reports are submitted for the Social Audit team for the FY 2015-16 and 2016-17.
- VLC register is available but the register had no information.
- In the payment register, payment dates were not mentioned.
- Though the SC population in the GP is large (820 residents), only two per cent of the FFCG funds for the FY 2016-17 was utilised in the SC colony and remaining (98 per cent) fund was utilised in other communities' locality.
- There were no street lights in the SC colony.
- A large portion of FFCG funds has been spent for the repairing pipelines but there is no water supply in OC and BC colonies; they are still drinking borewell water.
- Bills/vouchers for the executed works were not submitted to the Social Audit team during the Social Audit.
- GP building was renovated by spending a huge sum, but the quality of work appears to be very poor. No worksite board was displayed at the GP building and no photos of the work under the process were submitted to the Social Audit team.
- Benami payment has been done for the toilet constructed on the premises of GP building.
- Measurement differences were found in pipeline construction and gravel roads.
- Financial audit has not been done for the FY 2016-17.

Observations of Social Audit of MGNREGS in Abdullapuram GP

- **Labour Budget Preparation:** The planning in the village was not carried out as per the guidelines. People did not know what the labour budget is. The works were identified by the FA and the technical assistant.
- **Delay in Payment:** Delay in payment has been observed in the Panchayat. A total of 104 wage seekers had not received money due to delay in post office and bank – delay in post office and bank accounted to Rs.41862 and Rs.1227548, respectively.

- **Death Case Delay Payment:** Rs.986 (Amount hold in post office as the beneficiary expired)
- **Payment Not Generated:** Payment of Rs.13800 is delayed to one Beneficiary who has constructed IHHL
- **Benami Musters**
 - An amount of Rs 798 was paid to Benami for one week for the rooftop rain water harvesting structure work.
 - An amount of Rs 928 was paid to Benami for one week for avenue plantation work.
 - An amount Rs 4082 was paid to Benami (two persons) for four weeks for avenue plantation work.
- **Work Variations:** Quality of pipe thickness and length variation has been observed in Roof Water Harvesting Structure, difference amount was Rs. 8256.

Observations of Social Audit of FFCG in Kalasapadu GP

- It has been observed that in this Panchayat, most of the villagers were neither informed nor aware of the FFCG scheme.
- Gram Panchayat Development Plan (GPDP) document is not available in the Panchayat and people didn't participate in the plan.
- It is observed that in the GP, work-wise files and audit reports were not maintained
- During the Social Audit, the following registers and files were not submitted to the SA team:
 - ◆ VLC register
 - ◆ Bills/Vouchers Register
 - ◆ FTOs and Technical Sanction Register
 - ◆ It has been noticed that no authorised signatures were found in Asset Register, Check Issue Register, Stock Register and FFCG Register. All the registers were filled with partial information.
- Work estimation for the borewell repairs is not submitted to the Social Audit team during the Social Audit.
- It has been observed that M Books are not maintained.
- It has been observed that the details of work execution, recording officer's name, payment details, etc., are not mentioned in any register.
- It is observed that workboards are not displayed for any work.
- No photographs (before, during and after) were submitted to the Social Audit team during the Social Audit.

- It is noticed that financial audit was done for the FY 2015-16 but was not done for the FY 2016-17. Even it was identified and pointed out by the financial auditors that the registers and records were not maintained properly.
- It is observed that Gram Sabhas were conducted during the FY 2016-17 but signatures on resolutions were not done properly. It gives scope for doubt over the conduct of Gram Sabha.
- It is observed that differences were found in purchasing of cable works and pipeline repairs.

Observations of Social Audit of MGNREGS in Kalasapadu GP

- During the Social Audit, 12 types of financial differences have been observed resulting in deviations amounting to Rs. 9,71,116.
- Out of the total differences, 44.2 per cent of differences are observed in horticulture plantation, where the benefit was given to large-scale farmers (owning above five acres of land)
- 28.7 per cent issues were pertaining to horticulture plantation where the survival rate is very less
- 11.3 per cent issues are associated with homestead plantation which is not given to beneficiaries as per norm
- 5.5 per cent differences were observed in less/excess measurements in the field
- 4.1 per cent of the issues were regarding non-payment to beneficiaries for removing silt even after withdrawal of the amount.
- A few other issues were Benami names in the muster, mismatch of signatures, calculation mistakes, addition of names and man-days in the muster, bogus work in individual household latrine (IHHL) and dugout pond (DoP).
- In the Open Forum Meeting, the Presiding Officer (PO) has proposed Rs. 8,46,157 for recovery from the MGNREGS implementation authorities concerned. For non-financial issues, the total observations are 20. The PO has imposed a penalty of Rs. 16,000 on the implementation authorities concerned.

An Assessment of Effectiveness of Electronic and Cashless Transactions in Public Distribution System

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Introduction

The Public Distribution System (PDS) plays a significant role in Government of India's poverty alleviation programmes and in discharging its social development obligations by providing foodgrains and essential items to the rural and urban poor at subsidised rates. While its social objective is protecting poor citizens from the vagaries of market forces, the current system has several well-documented problems such as lack of transparency, accountability, poor governance and poor service delivery mechanisms.

In order to increase transparency, accountability and efficiency in the public distribution system (PDS), the Government of Andhra Pradesh initiated Aadhaar-enabled PDS (AePDS) with electronic-Point of Sale (e-PoS) devices for automation of fair price shops (FPS) in all 13 districts of the State. The objective of the AePDS through e-PoS is ensuring purchase of subsidised commodities only by the genuine cardholder or his/her family members, whose name is mentioned in the ration card. It would help record all FPS's transactions electronically which enables real-time accounts of opening stock, daily sales and closing stock. In turn, this would facilitate monthly allotment of stocks to the FPSs based on the stock position and also facilitate monitoring and detection of fraudulent transactions.

This study attempted to assess the impact of the two new initiatives (AePDS and cashless transactions) implemented in the AP-PDS system with reference to transparency, accountability and efficiency in service delivery of PDS and the same was compared to the pre-intervention period (before 2015).

Objectives

The study aims to understand the implementation of e-PoS (AePDS) and cashless service delivery of PDS through the experiences of the stakeholders. The following are two main objectives of this study:

- To systematically assess the quality, responsiveness and outcomes (effectiveness) of the e-PoS (AePDS) and cashless service delivery of PDS services provided by fair price shops/unit office to the public; and
- To generate a better understanding of the problems and constraints being faced by the fair price shops and the staff of Department of Consumer Affairs, Food & Civil Supplies in their role as a service provider to the community.

Methodology

The Citizen Report Card (CRC) methodology is employed in this study. It is a simple but powerful and credible tool to provide systematic feedback to public agencies about various qualitative and quantitative aspects of their performance.

Questionnaire Design

Questionnaires designed for the staff assessment formed the base and they were modified to suit the contextual requirements. Three sets of data collection instruments were designed which are

- Questionnaire for PDS users
- Questionnaire for PDS dealers
- Questionnaire for PDS staff

The scope of data collection instruments covered the following:

- Awareness of the service
- Usage of the service
- Service quality and reliability
- Problems and resolution
- Corruption
- Satisfaction
- Suggestions for improvement

Along with these, the questionnaire for PDS staff also included their job aspects, support from department and community, responsiveness, and reasons for success/failure in the implementation of the scheme.

Study Area

The study covered a total of four districts, namely Anantapur, Krishna, East Godavari and Srikakulam of Andhra Pradesh State. The four districts were selected based on systematic random sampling. A total of 1200 PDS users and 100 officials were interviewed from all four districts. From every selected district, 300 PDS users and 25 officials were interviewed.

The study covered 80 fair price shops (FPS) from four districts. From each selected district, 20 FPS were selected following the systemic random sampling. From every selected FPS shop, 15 beneficiaries were selected randomly for the interview to collect user feedback. The beneficiaries were selected from the database or register kept/maintained at each of the selected FPS who were interviewed at their homes.

Major Findings

Feedback from Users:

Fair Price shops (Ration Shop): All households (HHs) in all four districts have reported that the FPSs were kept open on all working days.

PDS Portability (Anywhere Ration): On an average 58 per cent users were aware of the portability programme under the PDS distribution system. Similar to the cashless transactions, awareness on the portability programme among SC (39 per cent) and ST (33 per cent) communities is found to be lower than the average awareness (58 per cent).

AePDS: Almost all of the HHs were aware of the AePDS. Around 90 per cent of the HHs reported that the AADHAAR seeding into AePDS system for all its family members is completed.

Pre AePDS vs AePDS comparison: An attempt was made to understand the quality of service delivery in the past and during AePDS in terms of weighing the commodities at the FPS. There has been a definite rise in the number of HHs reporting that the commodities are weighed/measured properly before they are given to consumers.

Grievance Redress System: A majority of the users (92 per cent) do not have complaints regarding the PDS.

Overall satisfaction with PDS: On average, a majority of the users of PDS are satisfied with the

system. More than half of them are completely satisfied with various aspects of the system such as AePDS, behaviour of staff, problem resolution, portability system, etc.

Feedback from FPS dealers:

AePDS: A vast majority of the dealers were aware of the AePDS across the four districts (99 per cent). The main issue reported with Aadhaar seeding is the difficulty in fingerprint recognition.

Supply and distribution of commodities: All dealers in the four districts have reported that ration is distributed regularly at their shops every month. They all are getting commodities such as rice, sugar, kerosene, etc., as per the entitlement of the beneficiaries at their shops.

Pre-AePDS vs AePDS comparison: Every district has seen an improvement in service delivery after the introduction of AePDS. The initiative has definitely resulted in making the PDS more accountable; commodities are received at the FPS in accurate measurements, and it has resulted in the overall improvement of the system.

Cashless transactions: All dealers (100 per cent) are aware of the cashless transactions in PDS. However, none of their shops are covered under the scheme (0 per cent).

Portability (Anywhere Ration) programme: On an average, 98 per cent FPS dealers are aware of the portability programme under the PDS distribution system. Most of them (98 per cent) have opined that the programme is very useful especially for the migrant labourers.

Grievance Redress System: On average, 41 per cent dealers reported that the information regarding grievance redress (complaints) is displayed at the FPSs. Two-third dealers (75 per cent) were aware of the process of lodging complaints.

Overall satisfaction with PDS: On average, a majority of the dealers of PDS shops are satisfied with the system. More than half of them are completely satisfied with various aspects of the system such as AePDS, e-weighing system, portability system, etc.

Feedback from officials

AePDS: All the staff members are aware of the AePDS across the four districts (100 per cent). Eighty per cent of the shops in their jurisdictions are completely covered under the AePDS initiative.

Pre-AePDS vs AePDS comparison: The initiative has definitely resulted in the timely distribution of commodities, ensuring that the benefits reach the actual beneficiaries, and it has improved the overall transparency of PDS.

Cashless transactions: On average, 55 per cent shops in their jurisdiction are covered under the initiative.

Portability (Anywhere Ration) programme: All staff members (100 per cent) are aware of the portability programme and beneficiaries have obtained commodities as per their entitlement from shops in their jurisdiction under this programme.

Grievance Redress System: On average, 95 per cent staff members reported that the information regarding grievance redress (complaints) is displayed at the FPSs in their jurisdiction.

Overall satisfaction with PDS: On average, the majority of the PDS staff members are satisfied with the PD system. Overall satisfaction with the PDS system across all the four districts is 100 per cent.

On the whole, the positive impact of AePDS introduction on PDS service delivery is clearly distinguished by all interviewed beneficiaries. According to them, before the introduction of AePDS, there were instances of more bogus cards (74 per cent), benefits given to non-beneficiaries (65 per cent), commodities being sent to the black market (51 per cent) and leakages during the weighing of commodities (42 per cent).

Conclusion and Recommendations

On the whole, the interviewed beneficiaries opined that after the introduction of AePDS (since 2015 onward) in PDS, benefits are reaching the actual beneficiaries (88 per cent), the system is more accountable (71 per cent) and transparent (53 per cent), accurate commodities are distributed to consumers (54 per cent), timely distribution (50 per cent) is ensured and overall improved service delivery (25 per cent) was reported.

Interestingly, the introduction of AePDS was positively reported by most of the social categories in terms of benefits reaching the actual beneficiaries (OBC - 94 per cent, SC - 89 per cent and General category - 84 per cent). All beneficiaries also reported that the main goals of introducing AePDS were to bring accountability (General - 68 per cent, OBC & ST - 73 per cent and SC- 72 per cent) and transparency (ST -76 per cent, SC - 65 per cent, General - 50 per cent and OBC - 46 per cent).

Advocacy strategies to further strengthen the AePDS

Aadhaar seeding issues: Dedicated Aadhaar seeding campaigns are to be carried out to address the issue without delay at village/GP level.

Infrastructure issues: Alternate power sources such as generators, solar power, etc., can be explored for uninterrupted power supply. PPP models with companies manufacturing digital devices can be a possible solution to improve internet connectivity.

Quality of the commodities: Shop-level vigilance committees are to be made active in checking the quality of the commodities supplied regularly. Any educated youth (10th standard and above) from the same village can also be motivated as a volunteer to monitor shop regularly.

Low awareness about Portability programme: Dedicated awareness initiatives and media campaign should be planned and implemented. This will also ensure more cardholders availing the benefits of the programme.

Overall Complete Satisfaction –Many of the stakeholders are partially satisfied which clearly shows that there is a scope for improvement. By addressing the issues related to various aspects of the PDS such as internet connectivity, power issues, etc., the department can ensure that partial satisfaction can be transformed to complete satisfaction.

Study findings demonstrated that the AePDS is a classical/typical method in order to increase transparency, accountability and efficiency in PDS service delivery.

- AePDS is proven as the finest model for PDS service delivery; so, it can also be mandatorily implemented in other States to achieve the objectives of PDS.
- The States, which are already initiated, can also do a similar exercise to assess to what extent it befitted the rural poor and their AePDS programme is going in the right direction or not.
- Even though the beneficiaries are successfully practising AePDS, most of them are unaware of the exact benefit they can avail through AePDS. This issue may be given priority by organising more intensified awareness campaigns through vigilance committee members may definitely strengthen the rights of the public. Ultimately, it brings more accountability, transparency and efficiency in PDS service delivery.

Evaluation of IWMP Projects in Nagaland and Tripura

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Introduction

The State Level Nodal Agency (SLNA) of Integrated Watershed Management Programme (IWMP), Nagaland and Tripura entrusted the National Institute of Rural Development and Panchayati Raj (NIRDPR), NERC for undertaking the evaluation of work phase (Batch-III) and consolidation phase (Batch-I & II) IWMP projects.

Objectives

In light of the scope of the evaluation, the following have been set as its specific objectives for achievement:

- To examine the compliances of various stipulations of the common guidelines for watershed projects, 2008/2011 against the activities accomplished and the process followed during the work and consolidation phases.
- Examination of the implementation of the project.
- To evolve a system of rating and grading for each of the important activities taken up during different project phases.

Methodology

The exercise of the evaluation of consolidation phase of IWMP projects in Nagaland and Tripura States have completed by using the empirical data gathered through interaction made with the members of Project Implementing Agency (PIA), Watershed Committee (WC), self-help group (SHG) and user group (UG), and the project beneficiaries. The evaluation framework takes into accounts examination of 22 broad indicators and made assessment performance status of the activities accomplished in relation to the various stipulations and provisions of the common guidelines 2008/2011 and DPR of the project. The performance status has been arrived at using a simple statistical system containing both scoring and grading by following the sampling procedure indicated in the methodology of the evaluation.

The Department of Land Resources, Ministry of Rural Development, Government of India has already adopted a scoring system which expresses the performance of each action in terms of five value-based classes, namely Excellent, Very Good, Good, Satisfactory and Poor. The quantitative values attributed in the form of score to the corresponding level are 9.5, 8.5, 7.0, 5.5 and 4.0, respectively. The performance of each action measured in terms of percentage is the basis of allocation of the score. The percentage ranges attributed to the classes being >90 per cent for Excellent, 80 to 90 per cent for Very Good, 60 to 80 per cent for Good, 50 to 60 per cent for Satisfactory and <50 per cent for Poor.

Study Area

The Batch-II & III IWMP projects in eleven districts of Nagaland State and Batch-I IWMP projects in all eight districts of Tripura State.

Findings

The broad indicators along with performance evaluation are given in the table below:

| S. No. | Main Indicators | Performance (E/VG/G/S/P) | |
|---|--|--------------------------|---------|
| | | Nagaland | Tripura |
| A. Project management during consolidation phase | | | |
| 1 | Planning for consolidation phase | VG | E |
| 2 | Physical achievement of consolidation phase plan | G | E |
| 3 | Financial achievement of consolidation phase plan | VG | E |
| 4 | Financial & Social Audit | VG | E |
| 5 | Implementation of convergence plan | P | P |
| 6 | Monitoring during the consolidation phase | E | VG |
| B. Management of developed natural resources | | | |
| 7 | Adoption of O&M Rules & regulation related to assets/NR | G | E |
| C. Intensification of farm production systems/off-farm livelihoods | | | |
| 8 | Up-scaling of livelihoods through promotion of the institution of SHGs | P | P |
| 9 | Promotion of Agro-processing activities | P | P |
| 10 | Up-scaling of marketing, infrastructure & support activities for agri-based activities | P | P |
| 11 | Up-scaling of off-farm/informal enterprise | P | P |

| S. No. | Main Indicators | Performance (E/VG/G/S/P) | |
|---|---|--------------------------|----|
| 12 | Marketing arrangement for produce of off-farm/informal activities | P | P |
| 13 | Status of organic farming | P | P |
| D. Post project management (Exit Policy) | | | |
| 14 | Execution of Memorandum of Understanding (MoU) at WCDC & PIA | E | E |
| 15 | Promotion of Social Institutions | VG | E |
| 16 | Management of Watershed Development Fund (WDF) | G | G |
| 17 | Assistance to SHGs & federations in the form of RF from livelihood corpus | G | P |
| 18 | Status of WC as a sustainable functional unit | G | VG |
| 19 | Strength built in the self-help group (SHG) | G | E |
| 20 | Status of UGs as a sustainable functional unit | G | E |
| E. Project completion report and documentation | | | |
| 21 | Preparation of project completion report | P | P |
| 22 | Documentation of success stories | P | P |

Conclusion

a. Consolidation phase

In Tripura, the project management during consolidation phase has been done excellently as compared to Nagaland. A good job has been done for the management of developed natural resources in both the States. Both States have not shown any effort for intensification of farm production systems/off-farm livelihoods. Regarding measures taken up for ensuring exit protocol, the evaluations as a whole show two weak elements, namely non-institutionalisation of the management of WDF and the non-arrangement of RF under livelihoods corpus. Against this, there are strong elements seen in the form of execution of MoU and status of UG as sustainable functional units towards carrying forth the sustained actions for sustainable development. In the two States, weak elements were seen in the component of the project completion report and documentation.

b. Work phase evaluation:

The evaluation framework takes into accounts the examination of 10 broad indicators and assessed the performance status of the activities accomplished in relation to the various stipulations and provisions of the common guidelines 2008/2011 and DPR of the project. The performance in respect of the work phase activities like (i) the schemes implemented as per

the DPR, (ii) if partially followed or not followed, the deviation thereof, (iii) activities proposed vs. actually implemented, and (iv) the signage with GPS coordinates installed for watershed works, was found to be very good and satisfactory. As regards the land development works under NRM component, the physical and financial achievements are found to be good. The performance of five activities in the 59 sample MWS in 20 projects graded, namely for (i) bench terrace (Very good), (ii) half-moon terrace (Good), (iii) contour bund (Good), and (iv) natural regeneration (Poor) was average, and performance of other activities was found good. On average, the physical and financial achievements against the target of 59 MWSs in 20 projects are found to be very good. Also, the structures are qualitatively good and serve the purpose.

Determinants of Demand for Sanitation in Rural India: A Study of Three States

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Background

Swachh Bharat Mission (SBM) has led to the construction of a large number of toilets, with more than 63,000 villages being declared ODF. However, there are strong regional variations (e.g. coverage in Bihar is 25 per cent compared to Kerala's 96 per cent). The differentiating feature of SBM from all other earlier programmes has been its focus on behaviour change in people and not just the construction of toilets. However, empirical studies are lacking, which have focussed on the behaviour change achieved during the programme. Identifying the major barriers (viz. economic, physical, social, cultural and psychological, etc.) and facilitating conditions to the adoption of toilets in rural areas is imperative. This research project intended to identify the local cultural practices, social norms, and physical and psychological factors which can be both barriers as well as facilitating factors in the adoption of toilets. Adoption of toilets means both the willingness to construct and use toilets by all members of the household. The major objective of the study was to identify and analyse the principal drivers (social, physical and behavioural) that motivate people to stop defecation in the open.

Methodology

This research project reflects on the local aspects of sanitation by locating the local cultural practices which can be both detrimental as well as progressive in its approach. In its effort, the research explores the psychological aspects of the people toward sanitation. For data collection, survey and in-depth qualitative methods were adopted. Three States (viz. Bihar, Telangana, and Gujarat) were selected based on socio-cultural, linguistic and economic diversity and access to toilets. Access to toilets in Bihar was the lowest (30 per cent), followed by Telangana (61 per cent), and Gujarat (85 per cent)¹. Based on the toilet coverage (highest and lowest), from each State, two districts were selected; from each district, two blocks were selected; from each block, two Gram Panchayats (the main village and one hamlet) were selected. In the survey, a total number of 1252 households were covered; Bihar (441 nos.), Gujarat (409 nos.), and Telangana (402 nos.). Quantitative data were collected using a survey questionnaire essentially capturing the demographical and geographical structure, profile of the

¹Sources: Report of "Household survey for Assessment of Toilet Coverage under Swachh Bharat Mission – Gramin" 2017. https://mdws.gov.in/sites/default/files/Final_QCI_report_2017.pdf.

respondent, profile of the households, socio-economic status, access and availability of basic amenities, health-related hazards, awareness and social campaigns, factors influencing the sanitation practices and the household's perception of sanitation. The qualitative data were collected using in-depth structured and unstructured interviews of officials, masons and political and social leaders. Focus group discussions (FGDs) of households were conducted using the Zaltman Metaphor Elicitation Technique (Z-MET) to elicit the users' perspective.

Findings

The sample represented diversity in terms of socio-cultural and economic factors. This also confirmed the representativeness of the sample. In most cases, the main member of the household responded (male - 88 per cent; female - 12 per cent), most respondents were in the age group of 30-60 years (77 per cent), most household heads were illiterate (43.45 per cent) and only 2.88 per cent were college graduates. Most households did not have a separate kitchen (64.3 per cent); about 28 per cent of the sampled households were not having access to toilets Bihar (41 per cent), Gujarat (34 per cent), and Telangana (6 per cent). In about 8 per cent of the households, all or some members were not using toilets despite having access. The predominant reason for toilet construction in the household is privacy and convenience (82 per cent). The reasons for the construction of toilets were ascribed to many factors such as peer pressure, prestige in society, spouse pressure, Panchayat leaders and other political leaders, and the health and social workers.

Highlights of Survey Findings

- Access to toilet is positively correlated with the principal source of drinking water. The closer the drinking water sources, the greater the likelihood of having and using toilets. A toilet for exclusive use is more likely (14 per cent) if households have access to drinking water facility.
- The chances of open defecation increases by 11 per cent if the distance of drinking water source is more than 400 metres from the house.
- Chances of having a toilet for exclusive use reduces by 10 per cent if the drinking water source is outside dwelling but within its premises.
- Piped water at home is a sure sign of access and use of toilets.
- OBCs and castes listed under General category are more likely to have access compared to scheduled tribes.
- Christians are most likely to have toilets compared to Hindus and Muslims.
- Muslims are least likely to have toilets.
- A female-headed household is more likely to stop open defecation.
- A self-employed non-agricultural household is less likely to continue open defecation.
- Female literacy increases the chances of using the toilet by female members of all ages.

- Access to other basic services increases the chances of having access to the toilet.
- Chances of open defecation increases by 42 per cent if the households have no access to the bathroom.
- The increase in distance to the drinking water source reduces the chances of using the toilet by 9-15 per cent for male and female above 15 years.
- A pucca house increase chances of using the toilet by female and male below 15 years by 6-9 per cent.
- A one percentage increase in expenses on durable goods increases the chances of using toilets for male and female above 15 years by 44 per cent and 52 per cent, respectively.
- Awareness about Swachh Bharat Mission reduces the chances of open defecation by 10 per cent.
- Chances of open defecation increases by 13 per cent if there are no problems of flies.
- The chance of open defecation is higher by 13 per cent and having a toilet for exclusive use is lower by 37 per cent in Gujarat as compared to Bihar.
- The chances of using the toilet are around 20 per cent lower for male and female above 15 years and older people in Gujarat as compared to Bihar.
- The chance of open defecation is higher by 30 per cent in Telangana as compared to Bihar.
- This implies that the political will and other State-specific factors have a more positive influence in Bihar, while socio-economic effects dampen the progress of sanitation.

Highlights of Qualitative Study Findings

The **qualitative study** with the help of FGDs, PRA, brainstorming with the help of sanitation-related photographs, and unstructured interview threw up some very interesting issues.

- The households despite being conscious of personal and social wellbeing do not consider open defecation as a threat to their well-being.
- Demands for own house, temples, fair, or social gathering were high as compared to the construction of the toilet.
- Non-acceptance of toilet by few households in the village results in negative reactions by others; so those who are using also stop using it under some pretext or other.
- In Bihar villages, there was a feeling that prohibition also helped in the construction of toilets as male members usually spent the money on alcohol.
- Different self-help group members said that because of insufficient subsidy amount for construction of toilet, they have taken a loan from their SHGs.
- The toilet structure is not differently abled friendly.
- In large households, elderly persons were not comfortable in using toilets as they did not consider that the toilets are meant for them.

- PRA and FGD together revealed that the use of IEC was very low in the whole process of implementation of SBM (G).
- Different initiatives such as morning vigilance, whistleblowing, meetings, training, etc., have been taken to create awareness against open defecation.
- The communities have not been educated about the importance of proper sanitation system, need of toilets, proper disposal of faeces, and menstrual hygiene.
- Low usage IEC and poor strategies for awareness creation had caused the low demand for toilets at the households.
- Religious and cultural factors outweigh the hygiene and health issues. For example, in a village in Medak district in Telangana, the community members contributed money for the construction of a temple but do not want to spend money on making a toilet.
- During the discussion, it was found that there were only a few households who had agreed to build the toilet but their motivation was gradually decreasing due to the delay in disbursement of payment for toilet construction.

Recommendations

- The sanitation programme in India should be redesigned to include the provision of more than one toilet for larger households.
- More emphasis should be given for information dissemination at the ground level.
- Health and social workers should play a larger role in influencing people.
- Political institutions should avoid influencing people directly, but at the same time, the political will should be of the highest order.
- Improvement of sanitation is linked with other indicators of living conditions. Hence, it is important to have a better infrastructure at the household level as well as public service.
- Better water supply service, housing and bathroom matter in access and use of the toilet. At the same time, higher income of households with higher purchasing power for durable goods would lead to a better living standard and thus sanitation practice.
- Emphasis on female literacy is imperative for better sanitation coverage.
- The chance of open defecation is higher by 13 per cent and having a toilet for exclusive use is lower by 37 per cent in Gujarat as compared to Bihar.
- The chance of using the toilet is around 20 per cent lower for male and female above 15 years and older people in Gujarat as compared to Bihar.
- The chance of open defecation is higher by 30 per cent in Telangana as compared to Bihar.
- This implies that the political will and other State-specific factors have a more positive influence in Bihar, while socio-economic effects dampen the progress of sanitation.

Preventing Child Marriages in Telangana - A Social & Behaviour Change Communication Strategy

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Child marriage is still one of the most pressing development challenges of India. More than 40 per cent of the world's child marriages happen in India. In 2015, an estimated 45 lakh girls between the age of 15 and 16 years were pregnant or had already become mothers, according to the National Family Health Survey 4. Data show that in erstwhile Andhra Pradesh, 54.8 per cent (as per NFHS 3) of women aged between 20 and 24 years said that they were married before the legal age of marriage. The report also showed evidence of an increased school dropout rate after marriage.

Child marriage is a human rights violation. It adversely affects the overall development of children; however, girls are more affected as it often leads to early pregnancy and high maternal/infant mortality. Intergenerational malnutrition is also another adverse outcome of child marriage. It hinders the wholesome growth and physical, emotional and psychological well-being of a child.

In India, the Child Marriage Restraint Act (CMRA) 1929, also known as the Sarda Act, prohibited marriages of girls below the age of 15 years and boys below the age of 18 years. In 1978, the law was amended and it increased the minimum age of marriage by three years. To overcome the shortcomings of the CMRA, the Government of India enacted the Prohibition of Child Marriages Act, 2006 (PCMA), which came into effect in January 2007. Five years after the PCMA was passed, the AP State government framed rules for the prohibition of child marriages in Andhra Pradesh (GO Ms.No.13) in September 2012, and as a result of the GO, the 'Andhra Pradesh Prohibition of Child Marriages Rules, 2012' came into existence.

Drivers of Child Marriage

Existing social norms or beliefs like a girl should be married off after she reaches puberty or a girl's behaviour is tied to shame and honour of the family, sometimes through the lens of caste, contribute to the enablers of child marriage. Moreover, the following are specific knowledge, attitude and behaviour related drivers:

- Unaware of the ill-effects of early marriage on families and women.
- Unaware of the benefits of education and skill development of girls.
- Unaware of the legal procedures related to the prevention of child marriage.

- Attitude that a girl need not be part of the decision-making process related to her future.
- Attitude that a girl is a financial and social burden on the family.
- Religious leaders and community leaders supporting child marriages.
- Lack of implementation of laws related to the prevention of child marriages.
- Existing environment that promotes sexual harassment and discourages girls from accessing secondary education.

SBCC Strategy

Social and behavioural change depends on proactive acting of individuals, community and multilayer government system. More importantly, the change in traditional beliefs and attitudes can only be changed by involving Panchayati Raj Institutions (PRIs), schools, religious leaders, ASHAs, anganwadi centres, self-help groups (SHGs), NGOs, etc.

With the communication goal of making Telangana child marriage-free, the Communication Resource Unit of NIRDPR has developed a social and behaviour change communication strategy to prevent child marriages in Telangana. The strategy was developed by doing an in-depth review of secondary data and literature available on child marriages, and also using the inputs provided by the field experts from government and NGOs during interactions.

Communication Strategies

The current SBCC strategy details the communication objectives that are specifically aligned with the communication goal. The strategy aims to improve knowledge and attitudes related to child marriage, and proposes strategies for advocacy and creation of enabling environment. The strategies to change social customs and norms fall outside the purview of the current document. However, this strategy details the key stakeholders to be a part of the plan and the communication activities that are appropriate for each category of stakeholders. These include the primary, secondary and tertiary stakeholders. This strategy also describes the use of various media and channels to provide a continuous and sustained feeding of information through entertainment, role modelling and demonstrations. The behaviour analysis is given on the lines of stakeholders and their current behaviours. This is linked to the expected behaviour change, and the barriers and enablers for that change to happen. Also provided are the details of the key messages and the communication channels that can be used to disseminate the key messages.

Implementation Framework

The implementation plan has been prepared for a period of one year based on the communication interventions mentioned above. However, for any real change to happen, the

interventions must go on for an extended period, usually around five to ten years. The interventions are given for each level: State, district, block and village levels. Also, the responsible individuals for each of the activity are suggested, along with the intervention's frequency and timeframe.

Different strategies are needed for high, medium and low prevalence districts. The information on how to categorise the districts can be found in the findings of the baseline study. By identifying the high priority districts, it becomes efficient and effective to focus efforts on the areas that need most intensive interventions.

Partnerships

The implementation of a strategic communication plan involves the united effort of the Government of Telangana, development partners, NGOs, PRIs and media houses. To co-create something as important as a child marriage-free Telangana, the report proposed a partnership that will complement the efforts of the government, and synergise and multiply the efforts for achieving the goal of making Telangana child marriage-free.

Monitoring and Evaluation (M&E) Framework

The monitoring of communication initiatives should be a part of the total SBCC plan of the communication strategy. The M&E will benefit from the capacity of State and district level officials to collect, synthesise, analyse and use data for making decisions. The strategy provides a tentative M&E framework that details out how to measure the processes and outputs related to child marriages. The monitoring and evaluation framework proposed must be further developed and finalised through a validation workshop at the State and district level.

**Best Practice on Health Call Centre, EDD (Expected Date of Delivery)
Adopted by the Department of Health and Family Welfare in the District of
Sangareddy**

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Introduction

Cultural and social norms are highly influential in shaping individual behaviour, including the health-seeking behaviour. It is evident that if proper communication strategies and behavioural approaches are adopted by health departments, it will bring about desirable change in health-seeking behaviour. This study aims to identify those State and district-run SBCC strategies, which have influenced the people's behaviours to enrol their greater participation in the programmes in erstwhile Medak district of Telangana.

The important national health programmes have been lately adopting an integrated multi-tiered approach combining development and communication interventions at the State, district, and community levels. There is an integral communication or IEC component in every flagship programme initiated by the State and Central governments, viz. changing social norms to reduce the number of unimmunised children, change the care practices during pregnancy, childbirth, feeding and women's malnutrition. However, in many instances, the desired change in attitudes and behaviours across the target audiences in almost all programmes are sub-optimal as the reach of these various schemes in the discussion has been limited due to lack of proper communication approaches. Many a time, the communication approaches adopted by the departments concerned are limited to addressing the deeply rooted social norms. The reasons could be attributed to the communication strategies that are aimed at mere information dissemination without having any bearing on behaviour change, or the pace and capacities of the functionaries responsible for developing communication strategies are limited in reaching out to the deep-rooted social norms prevailing among the communities.

We need separate tools to influence behaviour in different regions because messages need to be culturally adjusted. There is limited evidence concerning the role of policies and programmes as a major driver of norm change. However, there is some evidence that large-scale activities to promote equality, such as communication campaigns and subsidies for girl's education, have contributed to norm change. In contexts where there are significant numbers of development programmes promoting equality, it is likely that these also play a role as drivers of change.

Erstwhile Medak district has consistently demonstrated the State’s lowest scores on key development and health indicators. The Infant Mortality Rate (IMR) in Telangana is higher at 39 deaths and Medak is very high at 49 deaths which is even higher than all India average of 42. Maternal Mortality Rate (MMR) was 92 in Telangana and 90 in Medak, as against the all-India average of 167.

| 2015-16 NFHS data | IMR (per 1000 live births) | MMR (per lakh live births) | Institutional birth in public facility |
|-------------------|----------------------------|----------------------------|--|
| Medak | 49 | 90 | |
| Telangana | 39 | 92 | 31 per cent |
| Andhra Pradesh | 40 | 110 | 38.3 per cent |
| Karnataka | 32 | 133 | 61.4 per cent |
| India | 42 | 167 | 18 per cent |

Earlier studies say that the main inhibitors to healthcare service utilisation exist at three levels: the delay in deciding to seek care, the delay in reaching an adequate healthcare facility and the delay in receiving adequate care at that facility. The **first delay** may be due to a lack of understanding of danger signs, the absence of the decision-maker from the household, the low status of the woman, cost, previous unsatisfactory experience with the healthcare system and perceived low quality of care. The second level **delay** may be due to distance from the facility, lack of transportation, difficult terrain and the high cost of travel.

Over the past decade, interest has grown in examining influences on care-seeking behaviour and those factors that work as barriers to utilisation of health services for delivery and other care services. Appropriate delivery care is an important indicator to reduce the maternal mortality, safe motherhood and child survival. As in many countries, maternal care services are provided by both public and private sectors and affordability of private care services by poor families is questionable while there is a general perception that public health facility is inferior with shortfalls of the shortage of health workers, inadequate supplies, unofficial charges, and unsympathetic health workers. Understandably, the institutional births in public facility are only 31 per cent as against 60 per cent in private facility, as per the latest NFHS 2015 report. Though NHM is committed to strengthening the health systems in rural and urban areas, especially reproductive, maternal, neonatal, child and adolescent health and accordingly increased the budget allocations, it stands still a challenge to bring behaviour change in the individual to utilise public health services.

The district administration of Sangareddy has taken up an initiative to track the health of pregnant women from the date of conception to delivery to complete immunisation of the newborn. The district administration has designed an expected date of delivery (EDD) calendar in which all the details of pregnant women, their blood group, relatives to be called in emergency and phone numbers of them or their close relatives are mentioned.

All the ANC cases registered in PHC through the respective DMHO of the district will be registered in the health call centre portal. Once the cases are registered in the portal, the call centre officials call the pregnant women and enquire the details at three levels. This apart, they also educate the pregnant women on when to go to the hospital for delivery. If it is a second or a third delivery with the first being a C-Section, the woman would be guided on how to go about her delivery.

CRU took up a field activity with the above background to document the best practices that are followed by the Department of Health and Family Welfare in the district and highlighted the impact of Health Call Centre, EDD (Expected date of delivery) calendar and NRC (Newborn Rehabilitation Centre) initiatives which resulted in increased antenatal check-ups, institutional deliveries and in reducing the IMR and MMR. The EDD calendar has brought behavioural change not only in the families of pregnant women but also in the entire health services delivery systems to make sure every delivery happens at a safe place under the supervision of a trained nurse to reduce the maternal mortality, and increase the safe motherhood and child survival. This initiative stands as proof that if proper communication strategies and behavioural approaches are adopted by any department, it will bring about desirable change in service seeking behaviours of the community.

The study understands that most effective interventions will be those directed at changing specific behaviours. In this specific study case, the district administration has adopted the continuum of care approach as its main health service delivery strategy. To strengthen the supply side issues, they have focussed all their efforts on providing maternal services right at the first point of the beneficiary by ANM at the sub-centre level to PHC and using health call centre reached the individual mothers directly sending them periodic reminders about various services due for safe delivery.

Applying Social Norms Theory to End Open Defecation in Telangana – A Strategic Framework

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Background

Open defecation (OD) is the act of relieving oneself in the open. Over a billion people practice OD worldwide. It is a public health concern because it contributes to many health problems, including water contamination and spreading of diseases. India reports the highest number of diarrhoeal deaths among children in the world, killing 1,17,285 children under five years of age every year. Moreover, children who have frequent diarrhoea episodes are more prone to malnutrition, stunting, and other infections. Open defecation also affects women negatively, putting their safety at risk.

The efforts to address this issue have a long history. The Central Rural Sanitation Programme (CRSP), the first national campaign to target sanitation, was launched in 1986. In 1999, the Indian government rebranded the CRSP as the Total Sanitation Campaign (TSC). In 2012, the TSC was replaced by the Nirmal Bharat Abhiyan (NBA). Prime Minister Narendra Modi replaced NBA in October 2014 with the Swachh Bharat Abhiyan (SBA). SBA called for an ODF India by 2019 and involves a range of actors and government levels.

Situation Analysis

Data indicate that latrine facilities are very poor in Telangana. Only 52 per cent of households in the State have latrine facilities within the households' premises. In urban areas, it is above 90 per cent and in rural areas, 30 per cent of households have latrine facilities on the household premises. Overall, Telangana government estimates that around 42,10,019 households do not have toilet facilities and the inmates are defecating in the open. There are many reasons why people practice OD whereas some construct and use toilets. This report details the reasons behind the practice of OD and use of toilets, based on literature review, along with the drivers for those who practice OD despite having toilets. Among other reasons, social norms play an important role. Many see their family members, peers, and others in the community defecate in the open. This turns into a common behaviour and seen as rooted in culture and tradition, and is learned since childhood. These norms, usually held more strongly by open defecators, prove to be a barrier to latrine acquisition and use.

Analysing the above facts, CRU developed a strategic framework on applying Social Norms theory to end open defecation in Telangana. By reviewing the current government interventions,

situation analysis and behavioural analysis, a detailed framework on how to apply Social Norms theory to end ODF was given. Theory of Change, communication plan, training plan, and monitoring and evaluation of communication activities were provided to ease the work of departments.

Social Norms and OD

“A social norm is a rule of behaviour such that individuals prefer to conform to it on condition that they believe that (a) most people in their reference network conform to it (empirical expectation), and (b) that most people in their reference network believe they ought to conform to it (normative expectation).” Social norms theory deals with situations in which individuals perceive the attitudes and/or behaviours of peers and other community members, and adapt their own behaviours to the norms. OD behaviour meets the criteria of social norms intervention, and there is a need to create a norm that can discourage people from open defecation and encourage them to use toilets.

The literature review highlights two approaches to behavioural change that have been adapted for a social norm’s strategy. They are Stages of Change and Diffusion. Also, before the implementation of any strategy, the report suggests a preparatory phase in which a baseline study needs to be conducted as it is a pivotal activity in implementing any developmental programme. It is usually the basis of many projects from planning to implementation and evaluation. Also, based on the other similar interventions globally, the report suggests Social Network Analysis (SNA) because it provides programme implementers with a systematic way to identify key influencers within a network. It offers a way to map and analyse relationships between individuals and groups, and helps one visualise how information flows within and between reference networks as a whole. This information can be used to revise the strategy.

Social Norm Strategy

There are four stages of social norms interventions for OD:

- **Pre-triggering Phase:** This is done to get contacts in the community and do the groundwork for the triggering phase, including the buy-in and identification of natural leaders.
- **Triggering Phase:** This is an activity of getting all the community members together, engaging in collective actions such as a walk to invoke disgust to faeces, and encouraging everyone to take an oath to get rid of OD practice.
- **Post-triggering Phase:** In this phase, the community leaders and monitors impose positive and negative sanctions, and monitor and motivate people to stick to toilet use.
- **Celebratory Phase:** This happens when the village/community reaches ODF status.

Neighbouring villages and key influencers are brought together to solidify the new norm that has been established.

Creation of a social norm can be facilitated through a series of multiple interventions that may include organised public information campaigns using mass media, electronic media, print and radio. All these channels can deliver a set of packaged messages around benefits of latrine usage.

A strategy encompassing the following four steps is proposed to discourage existing custom of OD and build ODF as a new social norm:

- Changes in beliefs and attitudes
- Collective decision to change
- Coordinated action to enforce change (Positive and Negative Sanctions).
- Creation of social expectations (normative expectations and empirical expectations)

The details of the above steps include the existing behaviours that need to be addressed, the current beliefs that help existing behaviours to continue, the new beliefs that need to be created, the approaches for it, along with the key interventions and activities. Moreover, audience, activities and channels are provided in a separate section, along with the communication plan so that the implementers can adapt it to the local context. Additionally, a tentative training plan for duty-bearers and key stakeholders who will be part of the social norm's strategy is provided.

M&E Framework

The data on beliefs and social expectations can be collected by including appropriate questions related to social norms in KAP or other surveys that are routinely collected by the WASH programme staff. Otherwise, third-party monitors could be used for this specific purpose. The report includes sample questions to be included in the survey and how to use vignettes for M&E. Suggested M&E framework includes indicators related to activities, outputs and outcomes, along with the means of verification.

Mainstreaming Gender for Improving Adolescent Health – A Framework for Capacity Building of Duty-Bearers

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Introduction

Adolescents are young people aged between 10 to 19 years of age. It is a transitional stage of physical, physiological and psychological development from puberty to legal adulthood. About 21 per cent of the Indian population is adolescents (about 243 million). They are the future of the nation, forming a major demographic and economic force. They have specific needs which vary with gender, life circumstances and socio-economic conditions. They face challenges like poverty, lack of access to healthcare services, unsafe environments, etc. It is a period of preparation for undertaking greater responsibilities like familial, social, cultural and economic issues in adulthood.

Adolescents are a group of apparently healthy individuals. The health status of an adolescent determines the health status in his/her adulthood. Many serious diseases in adulthood have their roots in adolescence. Also, many adolescents do die prematurely due to various reasons that are either preventable or treatable, and many more suffer from chronic ill-health and disability. We can categorise the health needs of the adolescents broadly into three categories - physical, psychological and social. The main health issues faced by the adolescents include mental health problems, early pregnancy and childbirth, human immunodeficiency virus/sexually transmitted infection (HIV/STI) and other infectious diseases, violence, unintentional injuries, malnutrition and substance abuse. For a long time, there was no organised system to govern and monitor the social needs of adolescents. The Committee on the Rights of the Child (CRC, WHO), published guidelines in 2013 on the rights of children and adolescents, and issued guidelines on States' obligations to recognise the special health and development needs and rights of adolescents and young people. This has been further envisaged in the WHO report in 2014 titled "Health for the world's adolescents."

In India, data on adolescents from national surveys, including National Family Health Survey III (NFHS-3), District Level Household and Facility Survey III and Sample Registration System, call for focused attention concerning health and social development for this age group. It has therefore been realised that investing in adolescent health will yield demographic and economic dividends for India. In view of this, Government of India launched its first comprehensive programme for adolescents, 'Rashtriya Kishor Swasthya Karyakram', during January 2014 which has a sharp focus on adolescents'

sexual health. The programme envisages that all adolescents in India can realise their full potential by making informed and responsible decisions related to their health and well-being.

Situation Analysis

There were few studies done on the prevalence of diseases and their risk factors, and disease pattern among adolescents. Some of the major health problems of the adolescent population are briefly discussed below.

Reproductive and Sexual Health: Adolescents have diverse sexual and reproductive health problems. As per NFHS-3 data, 2.7 per cent of boys and 8 per cent of girls reported sexual debut before the age of 15, and most of the sexual activity happens in the context of marriage, which leads to early pregnancy due to social pressure. Even though contraceptive awareness is 94 per cent among girls aged 15-19 years, only 23 per cent of the married and 18 per cent of the sexually active unmarried girls in this group used a contraceptive once at least. All the three National Family Health Surveys show almost equal prevalence (59.1 per cent, 59.8 per cent and 58.2 per cent, respectively) of pregnant and mothered adolescent, and there is a steady increase in the percentage of first pregnancy among adolescents (11.7 per cent, 12.4 per cent and 14.4 per cent, respectively). Early marriage and low contraceptive usage are the reasons behind this trend.

Early and unplanned adolescent pregnancies are highly prone to adverse pregnancy outcomes like eclampsia, low birth weight, early neonatal death and congenital malformation. Besides, 34 per cent of ever-married adolescent girls (15-19 years) reported that they suffered physical, emotional or sexual violence inflicted by their partner. There is a remarkable decline in these rates as the age of marriage raises. So, early marriage also carries the risk of subjecting girls to all forms of violence.

Eventually, due to inadequate knowledge, they are at greater risk of exposure to unprotected sex, unethical sexual practice and STIs. Among those in the age group of 15-19 years who had sexual intercourse, 10.5 per cent of girls and 10.8 per cent of boys reported having STIs or symptoms of STIs, and 0.07 per cent of girls and 0.01 per cent of boys were found to be HIV positive. The awareness regarding the transmission of STIs is low among adolescents. Due to this, in addition to social stigma, the diseases were often undisclosed and left untreated, leading to complications like infertility, pelvic inflammatory disease and cancer.

Nutritional Health: Adolescents have increased nutritional requirements demanding diet rich in protein, vitamins, calcium, iodine, phosphorus and iron due to rapid growth spurt and increased physical activity. NFHS-3 data show that in the age group 15-19 years, 47 per cent girls and 58 per

cent boys were thin, 56 per cent girls and 30 per cent boys were anaemic, 2.4 per cent girls and 31.7 per cent boys were overweight, and 2/1000 adolescent girls and 1/1000 adolescent boys suffer from diabetes. They are also highly prone to eating disorders like anorexia nervosa or binge eating due to body dissatisfaction and depression.

Mental Health: Mental health problems are one of the most neglected issues among adolescent. Mortality and morbidity due to mental disorders in adolescents increased and topped in recent years. In India, suicide among adolescents is higher than any other age groups, i.e. 40 per cent of suicide deaths in men and 56 per cent of suicide deaths in women occurred at ages 15-29 years. The prevalence rate of child and adolescent psychiatric disorders in the community was 6.46 per cent and in schools, it was 23.33 per cent and the reporting systems of psychiatric disorders in children are found to be inadequate. From the above studies, it is evident that a considerable proportion of adolescent has mental health problems.

Accidental and Intentional Violence: In India, in 2001-03, deaths due to unintentional injuries constituted nearly 20 per cent of the total deaths in the 15-29 age group. About 77.5 per cent of adolescents are having risk behaviours, ignore traffic rules leading to road accidents and deaths, as reported in a study from Delhi. Sexual abuse is one of the major problems faced by adolescent girls and boys equally. These problems mostly go unnoticed as the victim suffers in silence because of fear and social stigma. This indirectly affects physical health, mental health and academic performance.

Substance Abuse: Substance abuse is yet another serious issue as adolescents are ignorant about its consequences. NFHS-3 data show that in the age group of 15-19 years, about 11 per cent of adolescent boys and 1 per cent of adolescent girls have consumed alcohol; among them, 3 per cent consume it daily. About 29 per cent boys and 4 per cent of girls have used some forms of tobacco. The average age of tobacco and alcohol use initiation was earliest at 12.3 years and 13.6 years, respectively, among adolescents. About 11 per cent of cannabis users were introduced to it before the age of 15. Initiating cannabis at this age is strongly associated with the development of schizophrenia spectrum disorders in adulthood.

CRU developed a framework on capacity building of duty-bearers for mainstreaming gender for improving adolescent health by an exhaustive review of literature available, situational and gender analysis. The objective of the study was to identify entry points for introducing content on gender sensitivity in various programmes. While organising exclusive in-depth training programmes could be an option, a more viable and sustainable option would be to incorporate gender messaging in all the communication that happens in the policy and programme documents as well as in the training

modules. This document brings together an analysis of three modules under two different programmes:

- Training Modules for Orientation Programme Medical Officers on Adolescent-Friendly Health Services under Rashtriya Kishor Swasthya Karyakram
- Training Modules for Orientation Program for ANMs on Adolescent Friendly Health Services under Rashtriya Kishor Swasthya Karyakram
- Module on SABALA

Agrarian Crisis and Farmers' Suicides - An Empirical Study of Endemic States - Issues and Concerns

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The Context

Significant agrarian changes have occurred in the last seven decades of development in the country. Some of the most profound developments in the sector have been the perplexing incidence of farmer suicides which are appearing to be symptomatic of several factors ranging from the indiscriminate use of chemical inputs in soils, financial exclusion, individualisation and marginalisation of farmers alienated from society as well as institutions. Agriculture is the primary source of livelihood for most of the rural households. Therefore, any adversity in the agriculture sector impinges on the other aspects of rural development such as rural roads, wage employment programmes, rural institutions, etc. Farmer suicides are an enormous ecological, economic and social cost the country is bearing.

The Study

Given the vast nature of the agriculture sector in the country, a holistic perspective of agrarian distress will be possible only with an understanding of all the systems influencing this sector. To help achieve this understanding, the National Institute of Rural Development and Panchayati Raj (NIRDPR) was commissioned by the National Human Rights Commission (NHRC) to carry out a study. This study broadly sought to discover the socio-economic, agrarian and psychological reasons behind the high number of farmer suicides in India and suggests specific measures to counter these.

The primary objectives of the study were to:

- i. assess the total investment in agriculture in the post-reforms period
- ii. understand the sector and category-wise private investment in agriculture
- iii. identify and isolate the contributory factors that trigger distress and suicide amongst the households in a village
- iv. assess the institutional support systems and mechanisms available for agricultural households
- v. know the process and extent of relief measures available to distress households
- vi. assess the role of local PRIs in reaching out to distress households

Four States –Maharashtra, Telangana, Karnataka and Madhya Pradesh – which were ranked highest in the number of suicides as per the National Crime Records Bureau report were selected for this study. In these States, agriculture contributes 20-29 per cent of the Gross State Domestic Product, more than the national average of 14.5 per cent.

Key Messages

- i. The study subsequently puts forth the following key messages based on the findings:
- ii. Land (in small size) is the only asset these farmers had to continue their livelihood
- iii. Agriculture, as the only means of livelihood, is unable to meet the increased health and education expenditure
- iv. Farming, as a livelihood, is reducing the prospects of young people in villages in getting suitable partners
- v. Marriage expenses due to social pressures are resulting in perpetual debt traps
- vi. Increased social alienation and indifference among rural households because of economic and social factors

Observations/Issues

The study finds that there has been a decline in public investment in agriculture. In addition, the share of agriculture in the GDP has been declining faster than the decline in the workforce depending on agriculture. Low labour force productivity was also observed, along with inadequate rural infrastructure. The study also reveals low coverage under crop insurance including the Pradhan Mantri Fasal Bima Yojana.

Some of the consistent issues found by the study as being faced by farmers and the agriculture sector include **first-order problems** such as more number of dependent family members; efforts to augment the land size with informal tenancy; poor asset base; absence of multiple livelihood base; higher non-institutional lending, and so on. The **second-order issues** include a decline in public investment on irrigation; increase in private investment on groundwater; missing links between policy, practice and extension systems; poor physical (roads) and social connectivity of rural households; limited off-take of employment guarantee programmes; and more.

The study finds that government efforts have thus far sought to provide relief through debt relief schemes which come under the first order and are short term in nature. As the distress of farmers is not something related to the agriculture sector alone but to the entire development sector,

the second-order problems need to be looked into so that they will reinforce the physical and human resources, and the social capital base of the agriculture sector.

Recommendations

The study broadly recommends cross-sectoral collaboration through synergy between agriculture, rural development, Panchayat system, education, health and social development sectors. A few of the specific recommendations made by the study to address the issues of agrarian distress are listed below:

- i. Increase the public investment in irrigation with an emphasis on minor irrigation systems
- ii. Promote livestock-based livelihoods extensively in rural areas
- iii. Promote Common Pool Resources (CPRs) in every Panchayat
- iv. Promote state-of-the-art soil testing laboratory in every district
- v. Promote support systems for tenancy
- vi. Strengthen institutional finance
- vii. Promote agriculture marketing extensively
- viii. Promote SHG institutions across the country in a saturation approach
- ix. Encourage diversification as a mantra among rural households
- x. Ensure proper relief and rehabilitation to distress households

The study also puts forth action-specific recommendations for specific States, Ministries and Departments including Ministry of Agriculture, Ministry of Rural Development, National Crime Record Bureau, Ministry of Panchayati Raj, NIRDPR, NABARD, RBI and more.

Impact of Graduation Model in the Area Development Programmes Implemented by World Vision India in Andhra Pradesh State

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Context

India is home to the highest number of extreme poor in the world and the number of extreme poor in the country is higher than that of the rest of the world put together. Poverty alleviation programmes have been getting more and more layered into extreme poverty, generic poverty and statistical poverty. Peeling layer after layer, we find extreme poor at the bottom of the pyramid. The extreme poor are deprived of State transfers of benefits as they are busy to get two square meals of the day. The better-off amongst the poor get away the benefits leaving the extreme poor at the extreme margins. CGAP and Ford Foundation have been doing Graduation Pilots of RCT studies across three poorest continents of Asia, Latin America and Africa, sequencing State transfers with livelihoods opportunities to graduate extreme poor to sustainable livelihoods. NIRDPR, through its Centre for Agrarian Studies, has done an assessment study of the Graduation Pilot implemented by World Vision India in the State of Andhra Pradesh.

Graduation Indicators

1. More than one source of sustainable livelihoods including wage labour
2. Cumulative micro-savings of more than Rs.1000
3. Food security for the household for at least for four weeks
4. Minimum awareness levels about State-sponsored programmes
5. Health, gender and social awareness to the minimum extent possible

Objectives of the Impact Assessment Study

1. To evaluate the selection procedure followed by WV India as per the specific criteria
2. Find out the return on investment rate on household and its contribution to child well-being – child health and nutrition, and education

3. Examine various factors on the economic progress of households and segregate them mainly into three categories - slow, steady, speedy movers in achieving the indicators, including the time factor
4. Identify contribution to income increase by various livelihood packages and suggest best remunerate livelihood packages
5. To suggest changes in the implementation process of graduation module in the light of the critical findings by the study and during the post-GM period to avoid fall back

Methodology

The study used both quantitative and qualitative methodologies for an ex-post facto assessment as to how 145 Graduation Programme beneficiaries have transitioned from extreme poverty to sustainable livelihoods buoyed with self-confidence in three districts of Andhra Pradesh.

Major Findings of the Study

Gender distribution of beneficiaries: Gender poverty and extreme poverty are in many ways inseparable. Most of the extreme poor coming under the category of targeted beneficiaries are women (83 per cent) signifying that the first line of extreme poor is destitute, widow, divorced and single women.

Age Distribution of beneficiaries: The distribution of beneficiaries in the majority of the cases is falling under the age group of 18-40 years. The reason may be the inclusion of economically active but extreme poor categories. There is an indication emerging from the age distribution that GM programme being implemented by WVI is targeting economically active extreme poor.

Income pattern of the beneficiaries: Nearly one-third of the beneficiaries are also dependent on wage labour provided by NREGS in addition to wage labour out of agriculture and non-agriculture work in the open wage market.

Livelihoods Asset Value: Their asset value has multiplied to a minimum extent of 100 per cent.

Savings: They could save and the propensity to save for the rainy day was very strong (Rs. 1000 per household in the sample study)

Self-Confidence: Their self-confidence level seems to have increased with possession of a livelihood asset, micro-savings and food security through Rice Bank, and they could withstand the family crisis.

Effectiveness of staff hand-holding support: WVI staff have done their part in facilitating sustainable livelihoods for graduation. The Family Book, which is used for documenting all the performance indicators, is very comprehensive and there is a need to have such documentation in all the groups.

Feedback from target beneficiaries about Graduation Indicators: The beneficiaries are not much aware of Graduation Indicators and the Graduation Ceremony as planned out by World Vision India at the end of the second year of the programme. The staff should also sensitise the local stakeholders like bankers and line functionaries of various government departments for the next phase of support when the beneficiaries graduate and move to the next ladder of the enterprise.

Feedback about usefulness of Group Meetings: Less than 50 per cent of beneficiaries have evinced interest in weekly meetings. They are also not much capacitated in bookkeeping but they could gain skills of maintaining their Rice Bank without any conflict. Majority of them felt that their Graduation is irreversible with a sustainable livelihoods asset, savings, food security through Rice Bank, and last but not the least, the self-confidence they could gain through coaching by staff.

Feedback from World Vision staff and volunteers: World Vision staff felt that by far this is the best programme they have been implementing and have expressed a sense of fulfilment in sustainably graduating the extreme poor.

Advocacy Strategies to make the Graduation Model Scalable:

Upfronting the Poorest in the Government Sponsored Programmes

Central and State sponsored programmes meant for poverty alleviation should realise that extreme poverty is a different paradigm and cannot be clubbed with generic poverty programmes. A sizable portion of funds should be earmarked for the extreme poor with quality targeting protocol in place. Right targeting is the soul of the Graduation Programme.

Tracking Tools for Graduation

There should strong monitoring and tracking mechanism in place to keep how beneficiaries are moving up on the Graduation ladder.

Capacity Building

Asset transfer alone will not help and the targeted beneficiaries need intense hand-holding support in terms of livelihood assets management, awareness about State-sponsored programmes, gender and health awareness, and social networking.

Implications of Graduation Programme Policy

The right beneficiary shall be targeted leaving less room for wastage of State commitment in poverty alleviation programmes. Economically active extreme poor shall catch up with the Graduation process quickly and can move on to Enterprise trajectory. A comprehensive Graduation approach addressing food security, income security, health security and social security can reduce the burden of the State on future programmes for such commitment. Incremental income for the lower bottom of the poor will reinvigorate the rural economy in general. The costs to benefits in such programmes are highly encouraging for the State to scale up the model.

Impact Assessment of PMAY-G (Madhya Pradesh, Odisha & West Bengal)

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Introduction

Rural housing programme, as an independent programme, started with Indira Awaas Yojana (IAY) in January, 1996. Although IAY addressed the housing needs in the rural areas, certain gaps were identified during the course of performance audit in 2014. These gaps include non-assessment of housing shortage, lack of transparency in the selection of beneficiaries, low quality of the house and lack of technical supervision, lack of convergence, loans not availed by beneficiaries and weak mechanism for monitoring, and limiting the impact and outcomes of the programme. In order to address these gaps in the rural housing programme and in view of the government's commitment to providing "Housing for All" by 2022, the scheme of IAY has been restructured into Pradhan Mantri Awas Yojana - Gramin (PMAYG) with effect from 1st April, 2016. Pro-poor policies and programmes on rural housing is a dire need, given the size of rural population that continue to live in houses that are unsafe to live in. PMAY-G is another significant step towards fulfilling the housing needs of the poor. PMAY-G aims to provide a pucca house with basic amenities to all houseless households and households living in kutcha and dilapidated house by 2022.

Objectives of the Study

This study on the impact of PMAY-G set out answering: (i) To what extent were the programme objectives met with regard to improving the physical conditions of living of the target population; and (ii) the socio-economic improvements experienced by the target population, as a result of owning a new house. These precisely mean the changes brought about by PMAY-G in physical facilities or subjective well-being of the people, who availed house under the PMAY-G. Studying the convergence possibilities under PMAY-G and factors constraining effective convergence were also part of the study.

Research Design

The study was conducted in three States, viz. Madhya Pradesh, Odisha and West Bengal (covering 24 Gram Panchayats in six districts, interviewing 1382 PMAY-G beneficiaries). The methodology used was RCT (Randomized Control Trial), where the beneficiaries who availed house

‘already and are living in that house for the past six months to one year’ are taken as ‘Treatment Group; and those who were selected and have been put on the ‘waiting list’ (that they shall avail house in the upcoming years) are taken as Comparison Group. The following are some of the important findings of the study.

Major Findings

Type of House: The poor who were living in thatched houses, mud houses, and houses with paddy straw roofs have got concrete roofed houses (58 per cent), partly concrete roof plus partly asbestos roofs (25 per cent), and fully asbestos roofed (17 per cent). Most of the houses are made of brickwork or cement block work. PMAY-G has provided better housing condition to the beneficiaries by providing pucca houses. In the comparison group, we found only 66 per cent of the houses electrified, whereas, in PMAY houses, we found 81 per cent electrified. PMAY-G has slightly reduced congestion in houses by providing two or more rooms. It has slightly reduced the congestion in occupancy by bringing the median occupancy from 5 to 4.5. About 68 per cent of the households have mentioned about having got additional space for livelihood activities indoor.

Kitchen: PMAY-G has provided cooking space (kitchen) inside the house. This has changed the practice of cooking outside, but not to the extent it could have changed. PMAY-G beneficiaries seem to prefer an additional room to the kitchen. Some have designed their houses to be all rooms without a kitchen. A few of them, who have constructed kitchen, also prefer cooking outside, so as to use the kitchen space as another living room. This explains why Prime Minister Ujjwala Yojana (PMUY), which provides LPG for cooking, has not picked up amongst the PMAY-G houses to the extent it could have.

Fuel for Cooking: Traditional *chula* and firewood still remain the main cooking fuel even in PMAY-G houses. The LPG is used only in 14 per cent PMAY-G houses in MP; 20 per cent in Odisha); and 8 per cent in West Bengal. The PMUY (LPG for cooking) is not a big success under PMAY-G convergence. The price of LPG, and voluntarily placing oneself under the pressure of having to find money to replace empty cylinders almost every month, are reportedly other reasons why PMAY-G beneficiaries do not apply for LPG for cooking. A third factor is that the awareness level with regard to PMUY convergence is found to be poor, even among the *Awaz Bandu* (Local Motivators of PMAY-G).

Toilets: Among the PMAY-G households, 65 per cent have toilets and 35 per cent do not have toilets. Out of the 65 per cent of the households who have toilets, on an average (all the three States

put together) 10 per cent of them are not using. It shows that the new houses constructed under PMAY-G have provided with toilets to every household, but still a good number of them do not use. Most of these non-use cases are reported from Odisha, and West Bengal, and very less from Madhya Pradesh. This is surprising, and it requires probing to ascertain if the non-use/disuse is due to behaviour-related reasons or because of poor installations.

Drinking Water: In providing access to piped water supply through convergence with NRDWP, there has been no much headway made amongst PMAY-G beneficiaries. Most beneficiaries of PMAY-G houses get water through common water collection points only. The same holds good for other common facilities like waste collection, drainage, and streetlights too, confirming once again the poor convergence of PMAY-G with other programmes.

Additional Expenditure Incurred: It was found that about 80 per cent of the beneficiaries have invested additional funds for constructing their PMAY-G assisted houses. The median amount spent was Rs.60,000. In most cases, the amount spent ranges from Rs.50,000 to Rs.80,000. A few beneficiaries reported to have spent additional funds ranging from Rs.200,000 to Rs.600,000, but the number of such beneficiaries does not go beyond 10 at the maximum (out of 1380 beneficiaries interviewed). Therefore, such outliers (extreme cases) need not be taken as the programme driving the beneficiaries to become indebted - as some studies argue. However, a matter of concern here is the source from which the beneficiaries generate the additional fund.

The main sources reported are private moneylenders and building material suppliers (54 per cent), and friends and relatives (18 per cent). Five per cent of them have reported using up savings/sold out assets or pledged assets, etc. Hardly, 3 per cent have gone for SHG/MFI loans, and less than one per cent of them have gone for nationalised banks. During informal interviews, it was found that they were aware that they could approach banks for availing loan up to Rs.70,000. Some report of having very little hope about convincing a banker to lend for the purpose of investing in a house being constructed under a government programme.

House Maintenance Expenditure: With regard to the house maintenance expenditure incurred by PMAY-G beneficiaries, most of them have reported 'zero maintenance'. The reason, possibly, could be because a new house does not require much maintenance. Some beneficiaries have reported spending Rs.2000-6000, and their number is too few. Reportedly, the new PMAY-G house has lightened the house maintenance burden. It may be noted that the maintenance expenditure for the mud/dilapidated house used to be too big almost every year.

Conclusion

When the overall objective well-being of the PMAY-G beneficiaries is measured by taking into account the physical facilities such as type of house, electricity connection, kitchen, toilet and bathroom, natural ventilation, natural light, space for livelihood activities, etc., in comparison to those on the waiting list, we can conclude that PMAY-G beneficiaries have the mean positive difference of 31.9 per cent in Madhya Pradesh, 26.9 per cent in Odisha and 39 per cent in West Bengal. The T-test conducted also shows a significant difference between the PMAY-G beneficiaries against the Comparison Group (those on the ‘waiting list’ living in the old dilapidated house).

In terms of effect size (Cohen’s d), we find that as far as Madhya Pradesh and Odisha are concerned, the programme has made ‘Very Large’ effect; and in West Bengal, the programme has made a ‘Huge Effect’. On convergence possibilities - except with some programmes such as SBM-G or MGNREGS - the programme still has not made any perceptible headway. In terms of subjective well-being (socio-psychological well-being) on indicators such as Social Status, Self-worth, Confidence Level, Feeling of Ownership, Feeling of Safety & Security, Self-perceived Improvement in Health, Overall Quality of Life, and Satisfaction about the New House, we find the PMAY-G beneficiaries feel much better when compared to the Comparison Group. It can be concluded that the new PMAY-G has made a significant impact on the lives of beneficiaries – both in terms of physical facilities provided and subject well-being.

Policy Implications

Policy issues concerning PMAY convergence with other programmes require major changes. For example, once a set of beneficiaries have been selected under PMAY-G while other facilities such as toilet, solar light, LPG, yard connection for drinking water provision, etc., from other programmes (e.g. SBM-G, NRDWP, PMUY, etc.) must be get marshalled into a pack and delivered. This can avoid the beneficiaries stepping into every office of the government that implements each of these programmes. Secondly, we find that *Awaz Bhandus* (PMAY-G Local Motivators) in many places are doing commendable work in local coordination. They, in fact, seem to help speed up the progress but are unaware of the convergence possibilities. They can be trained in various schemes that a PMAY-G beneficiary can avail. Possibly, this can also facilitate convergence to take momentum.

Handbook on Panchayati Raj Statistics

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Introduction

Panchayati Raj is a system of governance at the grassroots level in rural India. Traditionally, 'Panch-Ayat' means a group of five persons selected by the villagers, and 'Raj' means 'king or ruler.' It means rule, i.e. governance. So, the tradition Panchayat means governance by a group of five persons selected by the villagers, i.e. the system through which people at the village level are governed. The Panchayati Raj is as an indigenous system of governance in rural areas and has a long history, going back to more than 4000 years. Traditionally, the Panchayat used to settle the disputes between individuals/groups within a village.

Establishment of Panchayati Raj after Independence

Article 40 of the Constitution of Directive State Principles advises the Government to organise village of Panchayats. Article 40 says,

“The State shall take steps to organise village Panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government.”

Since Article 40 is in Directive Principles of State Policy, it is not abiding on the central government to force the state to create the Panchayati Raj Institutions. But the institution of Panchayati Raj has become a necessity at the rural level to provide services rural governance is at doorsteps of the rural people. The 73rd Amendment provided constitutional status to the Panchayats and the states are forced to implement the Act. The Panchayati Raj is a state subject and the Centre only guided in implementation of the Act. The performance of the states in Panchayati Raj differs from state to state. In principle, all the states are implementing the Act, although they face problems from the MLAs and the bureaucracy. This handbook is a performance of the states on 5 subjects and 36 indicators in the development process and providing the services at doorsteps of the rural people.

Objectives

1. To compile state-wise statistics based on measurable indicators of Panchayati Raj governance and
2. To publish a comprehensive handbook on 'Panchayati Raj Statistics'

Methodology

1. Primary Data Collection on 5 subjects and 36 Indicators. Five subjects are i) Local Governance, ii) Accounts and auditing, iii) Administration and regulations, iv) Training and capacity building and v) General statistics.
2. Secondary Data Collection on 5 subjects and 36 indicators from different sources.

Study Area

28 States and 4 Union Territories

Findings

The states do not maintain the data on Panchayats systematically. The handbook is a maiden attempt to provide the data at one place. The data collection from primary sources was the most difficult phase as the states have not provided the full data. The data provided by the states were not authenticated as the collection of data was not done systematically. The data on Panchayats available with the states are abysmal. But, a few states have shown improvement in data collection. The performance of the state of Kerala is exemplary in this regard.

Conclusion

The data are useful for policy decisions and the states can perform better in providing services to the people. A comparative analysis of the data on different states brings out the status of all the states on performance. The best practices followed by a few states can be replicated in other states and they can adopt new initiatives to improve their service delivery performance.

Assessment and Change Detection of Selected Tanks in Gurla Mandal, Vizianagaram District using Spatial Technology

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Introduction

The major part of India falls in arid, semi-arid and dry agro-climatic zones, where the rural agricultural practices depend on the rain-fed cultivation. The major rainfall brought by the southwest monsoon, which is spread in a short period (two to three months) during the monsoon season. Most of the dryland regions come under the drought-prone areas due to climatic conditions as well as mismanagement of the water resources. In the summer season, these areas experience shortage of water due to improper storage of runoff. Regions with an unpredictable climate need to follow water resource management methods.

Sustainable development is important for the proper management and utilisation of natural resources. Utilisation of water resources ensures sufficient amounts of surface and groundwater, thus ensuring and improving the quality of ecosystems and human living standards. Surface water and groundwater management is an important factor which helps to store the required amount of water to meet the increasing population requirement as well as the needs of agriculture, industrial and energy sectors. Impact of climate variability on hydrologic responses is prominent in arid and semi-arid regions. Major parameters that influence the amount of available water are rainfall, temperature and evapotranspiration. Sustainable development can address many problems related to water resources with geospatial technology on a spatiotemporal basis. Increasing temperature due to climate variability further causes changes in land-use pattern, which leads to uneven distribution of water across the area. Planning and implementation of sustainable programmes for the restoration of ecological balance are essential.

In Andhra Pradesh, there are 13 districts, covering an area of 162,970 km². With a population of 49,386,799, Andhra Pradesh is the 10th most populated state in India. Sixty per cent of the population is employed (engaged) in agriculture and agri-related activities and rice is the major crop of the state. Andhra Pradesh is a riverine state with 40 major, medium and minor rivers. Godavari, Krishna, Vamshadara and Pennar are major interstate rivers. The potential irrigation projects have been developed before 1956 (29.73 lakh acres) and now, it has reached 101.72 lakh acres. There are 58,518 minor irrigation tanks present in this state with a registered ayacut of 10,43,111 acres. These

tanks provide irrigation support in Kharif and Rabi seasons. Traditionally, the tanks are constructed to harvest the rainwater and water from rivers for agricultural purposes. These tanks are constructed along the slope to collect the runoff from the catchment area.

Most of the tanks are made as small structures and have been neglected. These tanks are in dilapidated condition and are encroached by the locals using political influences. The rehabilitation of the tanks marks an improvement in irrigation support to the small landholding farmers (below two hectares of cultivation land) and also improve the groundwater recharge and hold water for dry seasons. Many research projects are undertaken to study minor tanks rehabilitation, which show a positive impact on the local environment. The issues and challenges in the implementation of a cascade of tanks of Vallakulam are discussed by DHAN Foundation in 1999 and many NGOs have been coming forward to study this work. The impact of the desiltation work was studied by Babu and Manasa (2008) for Warangal district and they estimated the increased water availability due to desiltation work.

The satellite remote sensing technique is being used to generate reliable and objective primary data on existing irrigation schemes and the resultant productivity. The ground survey also has to be conducted and supplementary information has to be obtained from satellite data. Landsat series of multispectral and thematic mapper images with a spatial resolution of 80 m and 30 metres, respectively, at a 16-day repetitive coverage, were used. Several case studies in south India have shown that satellite remote sensing technique provides reliable data on agriculture productivity and secondary data related to water management to help better water management practices. Monitoring and managing existing irrigation schemes using satellite remote sensing data and integration with several other data using computerised GIS for taking rapid management decision is more effective. Regular monitoring of land use land cover helps to recognise and identify the basic issues responsible for the land cover transformation. Remote sensing is one of the emerging effective data information source related to water and agriculture productivity, which helps to increase more efficient water usage in the command area.

Land use and land cover information are the basic prerequisites for land, water and vegetation resource utilisation, conservation and management. This information is required periodically to monitor changes, particularly in areas where such changes occur more frequently. Hence, it became necessary to use technology and tools like remote sensing and GIS. It was evident that increased cultivation, agriculture expansion and encroachment bring changes in surface water spread area. The increased area under tree/vegetation cover is an ideal development activity towards sustainable ecology for planners and others to decide future courses of a variety of actions.

This study focussed on the assessment and change detection of selected tanks in Gural mandal of Vizianagaram district using spatial technology and the following objectives are framed based on the literature review and project needs.

Objectives

- To study the change detection LULC in the years of 2005, 2011, 2016 and 2018
- To study water index using MNDWI
- To analyse vegetation density change using NDVI in the Tank Command Area
- To identify NDVI pattern at village level to show overall improvement after desiltation work
- To develop a script for visualisation and analysis of lakes using Google Earth Engine

Methodology

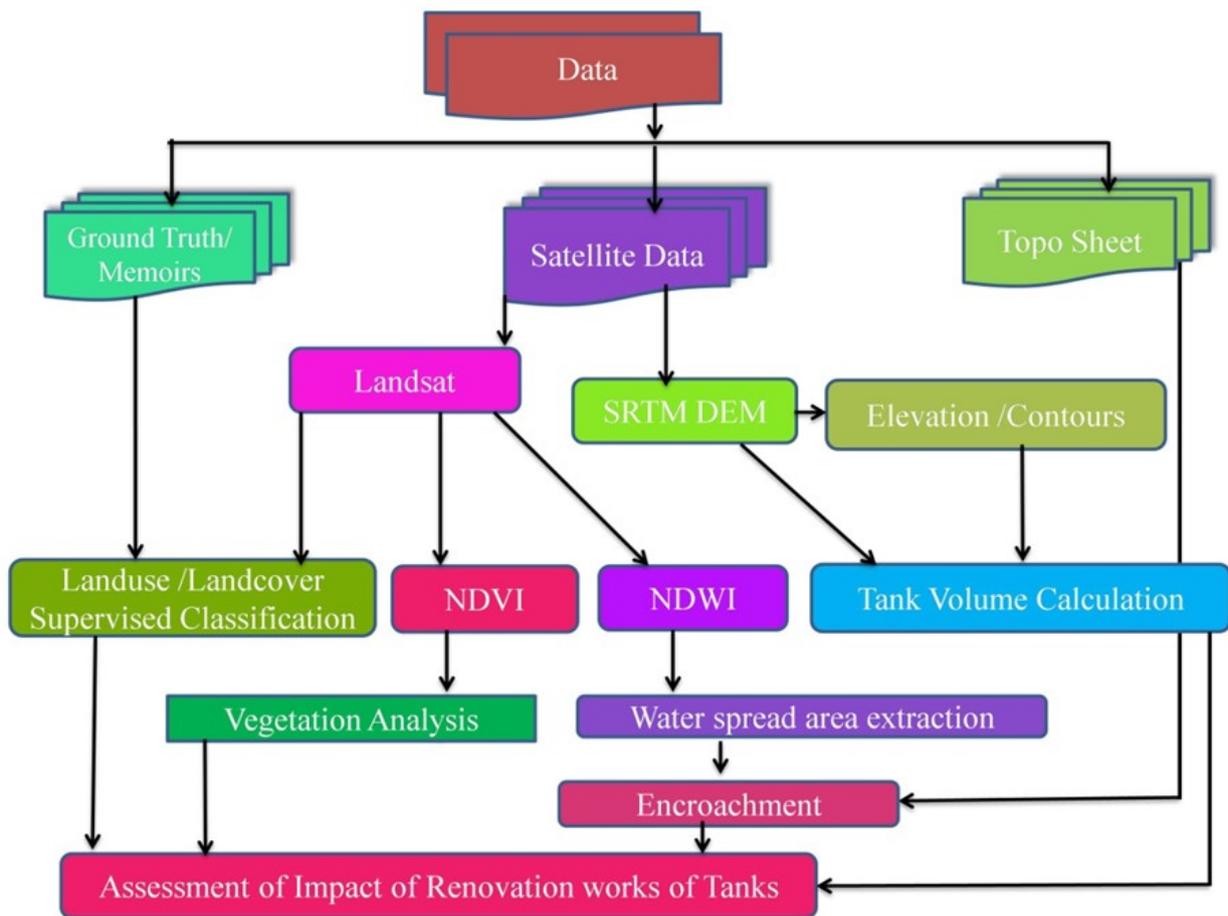


Figure1: The sequence of methodology adapted

The schematic representation of the methodology used in the present research work is given in Figure 1. The satellite images of the study area for the study period were downloaded from the US Geological Survey. Downloaded images were initially subjected to atmospheric correction. The study aims to analyse the change matrix for land use /land cover mapping of Gurla mandal of the central part of the Vizianagaram district. The maps were prepared on 1:50,000 scale using the Landsat-5, and 8 for the years 2015, 2016, 2017 and 2018 using supervised classification. The study area has been classified into eight classes as croplands, wasteland, built-up land, plantation, water bodies-river stream and water bodies/tanks and forest. In this study, Remote Sensing and GIS give detailed land cover information of Gurla mandal between 2005 and 2017 which was used for change detection.

Study Area

Vizianagaram district is a major educational society hub in the state of Andhra Pradesh and has lush paddy fields. Vizianagaram district was formed in June 1979 and the history of the district dates back to Kalinga Dynasty. The district was divided into two revenue divisions and has 34 mandals. The major rivers flowing in the district are Nagavali, Champavathi, Gosthani and Kandivalasa Gedda. The average annual rainfall of the district is 1,131 mm. Around 82 per cent of the population is living in rural areas and depends on agriculture for their livelihoods. The major crops grown are paddy, mesta, groundnut, ragi, bajra, cotton, sugarcane and pulses. The total tanks existing in the district are 9,183 (out of them, 459 are above 100 acres ayacut and 8,724 are below 100 acres ayacut).

Gurla is one of the mandals in Vizianagaram district having a total geographical area of 163 km². There are 39 revenue villages in Gurla consisting of 37 Gram Panchayats. The total households in the mandal are 15,571 with a population of 64,695 (32,354 females). Major crops grown in the mandal are paddy and maize, but the area under mango cultivation is increasing gradually. The study area is situated between 83°27'8" and 83°32'00" E longitudes, 18°10'35" and 18°16'40" N latitudes. The study area includes 13 Panchayats, namely Garida, Tettangi, Polayavalasa, Badaripeta, Jammu, Jammupeta, Kella, Vallapuram, Gudem, Achutapuram, Chukkapeta, Gujjangivalasa and Meesalapeta, which covers 64 km² of the geographical area. A total of 78 tanks were taken for the analysis of surface water extent and volume calculation before and after desiltation.

Two tank cascades were identified in Gurla mandal, namely Tettangi and Garida with the renovation of 78 tanks. This is identified by conducting a detailed study by DHAN Foundation with the community, discussions with stakeholders – Departments of Irrigation, PR & RD, and Groundwater, and district administration during April-May 2016.

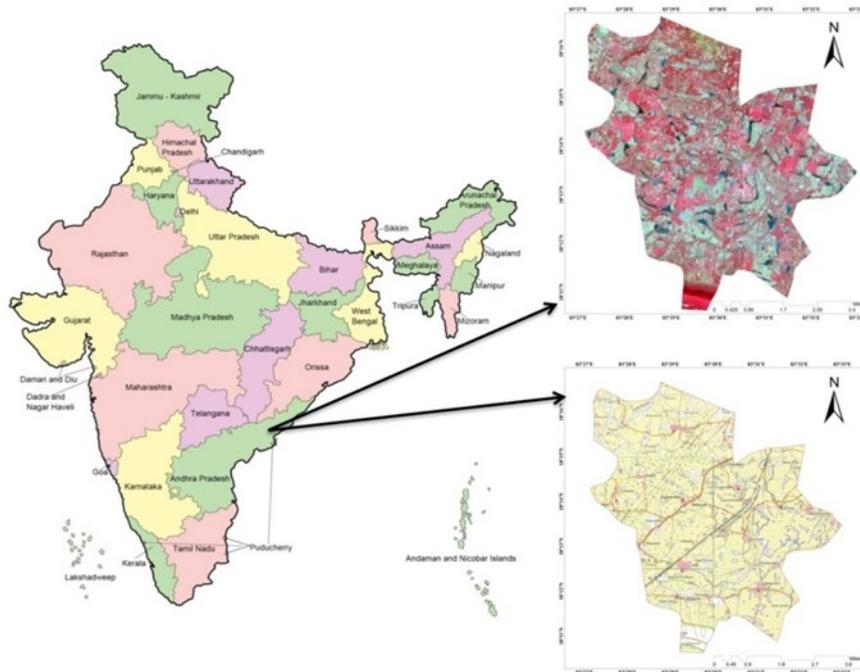


Figure 2: Geographical Location of the Study Area

Findings and Conclusions

The proposed project is carried out using remote sensing satellite images, spatial and non-spatial field data to give accurate information related to the impact of tank renovation work on water bodies and agriculture land under Mahatma Gandhi NREGS done by DHAN Foundation. The proposed and developed methodology will be used to monitoring and assessing small to medium village tank areas frequently to make appropriate decisions at the right time. Such information collected from remote sensing data and different sources can be analysed and stored for the future purpose of impact assessment. Changing climate and human-induced actions are responsible for siltation and encroachment of tanks. Gurla mandal of Vizianagaram district is selected to monitor and assess small and medium tanks with water spread area. The average annual rainfall of this area is 1,039mm. In Rabi and Kharif seasons, paddy and maize crops are cultivated, respectively. Land-use changes in this area are increased plantation of mango. Between 2016 and 2017, 12.73 per cent of the fallow land decreased and 14.07 per cent plantation increased. Forest cover does not show any change over a period of five years. Transformation matrix gives detailed information about each land cover changes during the study period. The plantation within the study area is shown as 8.70 ha, in cropland 66.20 ha, fallow land 17.06 ha and in wasteland 2.22 ha. An increased plantation is because of lowered water content in all the tanks and farmers could able to supply water only for a few months. Most of the tanks become dry during the summer season, hence no crop cultivation. Desiltation of tanks will increase the depth of the tank and the silt is transported to agriculture land to improve soil fertility and productivity.

Because of man-made and natural factors, tanks are becoming silted with topsoil eroded along with runoff. Monitoring of small and medium scale tanks at different time periods is required to implement better water resource management. In Garida and Tettangi, tanks are connected through the cascading system.

Surface water spread is calculated using water indices to assess the presence of water in each tank. Satellite images collected from 2015 to 2018 with cloud-free data were used for MNDWI index from +1 to -1. The derived MNDWI index could calculate water and land features, however, high spatial resolution data would help to estimate tank water exactly and volume calculation is also possible with field measurement by the farmer groups. Surface water extent is estimated by delineating pure water pixels by giving threshold values for different land features. Most of the tanks show weed infestation up to 50 per cent with local plants. Field data were used for deciding threshold value for all land use classes while delineating water pixels. Each tank surface area varies seasonally and before/after surplus water filling from the upper tank.

Tanks support irrigation in associated ayacut area throughout the year, depending on the water availability in each tank. Variation of agriculture within the ayacut area was estimated using NDVI. NDVI values of agriculture vary with crop growth and area of cultivation and this is assessed during rabi and kharif seasons. The overall plantation gives higher NDVI values than agriculture. Rabi starts from July and ends by October. Starting weeks give fewer NDVI values compared to fully grown plants. Again harvesting period gives lower values. Images collected throughout the year give information about area sown, plantation and uncultivated land.

Village level NDVI calculation supports as a productivity indicator to assess overall improvement in agriculture. Silt removed from tanks serves as a good soil conditioner, thus improving soil nutrients. Desiltation of tanks increases groundwater and surface water by storing rainwater effectively. Desiltation work also increased farm labour and the number of working days, which has contributed to a rise in income. Improved water availability/source increases the number of crops with high-quality yields.

The Google Earth Engine script developed will be useful to monitor any lake without computation effort where the user-defined time period is applied. Currently, this script was performed on the optical remote sensing data sets; further, it will be enhanced on active remote sensing data such as Sentinel – 1 so that the missing data due to the cloud can fulfil the gap.

Re-looking into Micro-irrigation Models and Macro Issues for Upscaling in India

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Introduction

Indian irrigation system has been drastically improved after the Independence and is presently irrigating about 65 million hectares. The budget allocation or the share of the expenditure to the total budget for improving the water resources was 25 per cent during first Five-Year Plan (1951-56) and it is below 10 per cent in the rest of the plans. Farmers are using surface/flood irrigation methods to irrigate crops with increased water availability. Nonetheless, water losses are more due to seepage and evaporation losses, whereas plants use less water as compared to the total water applied. Concerned by the growing water scarcity due to climate change and the seriousness to use the available water more efficiently, the Government of India is making efforts to improve water use efficiency by encouraging micro-irrigation (drip and sprinkler) technologies through different subsidy programmes. The present programme where micro-irrigation (MI) implemented is Pradhan Mantri Krishi Sinchayee Yojana (PMKSY – Per drop more crop). The programme helps in proper utilisation of available water resources by increasing the area under cultivation and economic status of the farmer.

The estimated potential of MI in India is about 42 mha and the current coverage of area under MI in the country as on March 2015 is about 7.7mha (18.3 per cent). Recently, it is in the process of revision, as per which, the potential is estimated to be 47 million hectares. Out of this potential, about 70 per cent is suitable for sprinkler irrigation for crops like cereals, pulses and oilseeds in addition to fodder crops, while the rest is suitable under crops like cotton, sugarcane, fruits and vegetables, spices and condiments. In addition to drip and sprinklers, there is a potentiality for bringing an area of about 2.8 million ha with mini-sprinkler for crops like potato, onion, garlic, groundnut, cabbage, cauliflower, etc. Nonetheless, the coverage under MI varies considerably amongst States signalling the constraints in expanding the potential area.

Objectives

The main objective of the study is to relook into the micro-irrigation models implemented by different States and suggest an up-scaling model to the Government of India. In this context, the

following objectives were studied in detail:

1. Assess the impacts of PMKSY on the implementation of MI scheme in the study States
2. To study the MI implementation process in different States of India based on their adoption rate
3. To assess the factors contributing to the adoption of micro-irrigation system and stakeholder perceptions on improving the micro-irrigation adoption.
4. To develop alternative up-scaling approaches/framework based on the successful models in the States

Methodology

Data were collected using pre-tested questionnaires from different stakeholders, who are actively engaged in the implementation of MI. Therefore, different questionnaires were prepared for different stakeholders, viz. MI State Nodal officer, extension officers implementing the MI scheme in the districts, researchers involved in the MI developmental activities from different State agricultural universities, dealers who are actively involved in selling, manufactures of MI equipment, and farmers who are adopting MI systems. The farmers are divided into two categories such as adopted farmers, who are currently practising the MI technology, and potential farmers, who can use MI but still not using.

To assess the impact of PMKSY-MI, data on fund utilisation and area expansion for the past five years from the study States were collected and analysed. Garrett ranking was used to analyse the perception of the stakeholders for the adoption and non-adoption of MI. The Logit model was used to identify the factors contributing to the adoption of micro-irrigation

Study Area

Five States were selected, viz. Gujarat, Rajasthan, Uttar Pradesh, Madhya Pradesh and Telangana. Gujarat and Telangana (bifurcated from Andhra Pradesh in June, 2014) models are referred to as competent models due to the increasing adoption of micro-irrigation. Uttar Pradesh, Madhya Pradesh and Rajasthan States are referred under incompetent models due to the less micro-irrigation coverage area compared to the proposed potential area of the respective States. Therefore, primary and secondary data were collected through questionnaires from different stakeholders (farmers, departments, extension specialists, dealers, researchers and manufactures) engaged in micro-irrigation implementation programme in five States. Farmers presently using micro-irrigation are

categorised as adopted farmers and potential farmers, who do not practice micro-irrigation but are eligible. To know the different possible alternatives to up-scale micro-irrigation, perceptions of different stakeholders were recorded.

Two districts from each State were selected based on the rate of adoption. The highly adopted districts and moderately adopted districts were selected in concurrence with the State officials. Similarly, one mandal/tehsil was selected from each district with two villages from each. In total, data were collected from 340 people, which include 5 State Nodal officials, 12 Extension Officers, 13 dealers, 4 manufactures, 6 researchers and 300 farmers (148 adopted and 152 potential).

Findings

The results depict that Uttar Pradesh government has spent 83 per cent of the amount in last two years and covered about 86 per cent of the targeted area, which shows the impact of PMKSY-MI programme in the State. While Gujarat, MP and Rajasthan do not have an impact of PMKSY-MI implementation on the area and MP government offers the lowest subsidy based on the landholding and farmers community, Telangana and UP offer a high subsidy for installation of MI. In addition to that, the SC and ST farmers in Telangana are eligible for 100 per cent subsidy. In Gujarat, subsidy covers the cost of the MI system, insurance and agronomical services for one year, and maintenance of MI System by MIS suppliers for five years. In case of awareness about MI systems, 70 per cent adopted and 95 per cent potential farmers are aware of MI from fellow farmers. The farmers (10 per cent) from Uttar Pradesh and Madhya Pradesh do not know the benefits of micro-irrigation, which points to lack of awareness.

As the scheme is bankable in Gujarat, 50 per cent of the farmers opted for a bank loan while the rest used their own money or take money from moneylenders, especially by farmers in MP. It is observed that majority of the farmers are carrying out irrigation schedule based on their own experience and few farmers follow the recommendations of State agriculture or horticulture department and dealer or manufacturer. Adopted farmers are willing to expand the land under micro-irrigation but due to labour shortage, scarcity of water and money problem, they are unable to do. The adopted farmers reported that high installation cost followed by high maintenance and post-service issues are the bigger challenges while adopting and practising the micro-irrigation system. Among the potential farmers, the high installation cost is the major concern for not adopting MI.

In all the States, farmers have to pay Goods and Service Tax (GST) from 7 to 12 per cent before approving the application and installation. Presently, the subsidy is limited to a maximum area of five hectares per beneficiary in all States except Gujarat, which impedes the growth of area under

All the adopted and potential farmers are aware of the benefits of micro-irrigation but are not aware of scheduling irrigation and fertigation, and need more technical guidance and training. The lowest financial assistance, i.e. subsidy is provided by Madhya Pradesh and the highest by Telangana.

Farmers preferred increment in subsidy amount as the most important option followed by training and low interest/interest-free loans from banks for micro-irrigation. The direct benefit transfer and subsidy at the manufacturing level were least preferred. All states use online portals for applying micro-irrigation subsidy. It is observed that Gujarat Green Revolution Company Limited (GGRC) model is the best fit because the application process is easy, tri-party agreement (manufacturers, farmers and government), no area capping limit, bank loan availability and renewable subsidy after seven years. The highest amount of subsidy is offered by Telangana followed by Uttar Pradesh and Gujarat, whereas minimum subsidy is given by Madhya Pradesh. Through this research study, a model of implementation is suggested with awareness programmes, and insurance to MI and farmer for accidental death under personal accident scheme, which will help to up-scale the micro-irrigation in rest of the states in India.

Conclusion

Despite the sustained efforts made by Central and state governments, the adoption of MI in the country is rather tardy. Over the last three decades, only about 18 per cent of the potential area could be brought under MI coverage. The main bottleneck is the initial cost of the MI system and the poor governance in implementing the subsidy disbursement mechanism by the states. Hence, the present study was conducted to understand the challenges and alternative options preferred by the stakeholder for relooking into the implementation of MI scheme. Increment in the subsidy percentage, training on the MI (water scheduling, fertigation) and its maintenance and providing low/interest-free loans seem viable options for the implementation. The study recommends for preliminary field survey for approval of farmer application, tri-party agreement and third-party verification for the effective implementation of the programme. As MI adoption is less in canal commands, there is a scope for MI in command areas and lift irrigation schemes. Integration of awareness programme and tri-party agreement in MI model or approaches can generate a promising response from the beneficiaries as well as the implementing agencies in rural areas.

Forest Village in Assam: Issues of Extension of Panchayati Raj and Programmes of Rural Development

Dr. Mukesh Kumar Shrivastava, Assistant Professor, NERC

Introduction

In India, there are 2474 settlement/colonies established by the British government in the reserve forest which are known Forest Village. These villages are unique in terms of their establishment, local self-government, administration, economy and rights over the land. In fact, these villages are settlements of coolies brought out by the colonial ruler during the last quarter of 19th century and the first decade of the 20th century in the name of management of forest and its resources.

In the State of Assam, the forest villages (locally known as 'Ban Gaon') were established in two phases. The first set of villages were established during the colonial rule to ensure the supply of labourer to meet the demand of wood for the raw material for railway expansion, shipbuilding, bridge construction, housing, firewood, packaging and other industrial activities, and revenue to support the British Imperial Government. The second set of the forest villages were mainly the outcome of the rehabilitation of the flood-affected people, during the decade of the 1960s. For e.g., the forest villages of the Jokai Reserve Forest of Dibrugarh district are established for the purpose of rehabilitation (Dihingia, 2016). But, there is no significant difference except for the duration of the establishment. They are subjected to the same terms and condition which were framed by the colonial rulers. Originally, 35 forest villages were established covering forest areas in the then Kamrup, Goalpara and Cachar districts. At present, there are 499 forest villages (AIRTSC, 2011)

In the State, each forest village household was allotted 5 bighas of land including homestead land. Besides that, each working member living in that household was entitled to receive 10 bighas of land. The ceiling, however, was fixed at 35 bighas per family on payment of nominal land revenue. In turn, the forest villagers are required to render 5 days of labour to the Forest Department. The forest villagers are only given the occupancy right over the land, not the title. As per the provisions, the Forest Department and the contractors have the first claim to the labour of forest villages on payment of wages. The villagers will not accept any other employment without obtaining prior permission from the Forest Department.

The above discussion shows that the villagers of forest villages are consciously debarred from getting the benefits of politico-economic development and the changes happening in the country. Due

to several complexities, these villages have not been given the status of revenue village or an industrial colony. In fact, the status of villages is ceased to be a settlement of enclaves in the reserved forests. The villages have been excluded from the extension of Panchayati Raj Institution as per 73rd amendment and programmes of socio-economic development implemented by the various Ministries/Departments other than Forest and Tribal Affairs. These villages are administered and controlled by the Forest Department as per the Assam Forest Regulation, 1891. Even for their livelihoods, the villagers are totally dependent on the Forest Department.

Therefore, a case study is proposed to be carried out to find of the present status of the village and villagers, and to ascertain the modalities of extension of Panchayati Raj and programmes of rural development to the Forest Village.

Objectives

The objectives of the study are to critically examine the present status of Forest Village and to find out the prospects of extension of Panchayati Raj as per 73rd Amendment, and benefits of rural development programmes to the forest villages.

1. To assess the role Forest Development Agency and implementation of other programmes including the Forest Rights Act, 2006 in the state.
2. To identify the impediments in the conversion of forest villages into revenue villages
3. To find out the way for the extension of Panchayati Raj as per the 73rd Amendment, and benefits of rural development programmes to the forest villages.

Methodology and Sampling

Considering the statutory position and complexity of the areas of study, it would be very difficult to go with a fixed set of method and design. But a plan of action is required for the scientific study. Under the broader framework of exploratory and descriptive study design, the data will be collected from both primary and secondary sources with the help of required and relevant techniques and tools. The primary data will be collected by using interview schedule, observation and focus group discussion while the secondary data will be collected through data capture format, desk review and the review of relevant documents. For the analysis of collected data, both quantitative and qualitative techniques such as content analysis and statistical method will be used.

As far as sampling is concerned, two villages from the two forest circles, i.e. East and Central Forest Circles will be selected after consultation with the Range and District Forest Officer. Out of

the two villages, one village from the Forest Circle where the existence of Panchayati Raj has been reported and another from the Circle where older forest village exist will be selected.

Study Area

The State of Assam has seven forest circles: (i) East Assam Forest Circle (ii) North Assam Forest Circle (iii) Central Assam Forest Circle (iv) Western Assam Forest Circle (v) Karbi Anglong Forest Circle (vi) North Cachar Forest Circle and (viii) Southern Assam Forest Circle. For the field study, the East and the Central Assam Forest Circles will be selected. Most of the first phase villages are located in the Central Assam Forest Circle and most of the villages are still in unchanged form. The East Forest Circle is known for the forest villages which were established in the second phase or due to the rehabilitation. Interestingly, the existence of Panchayati Raj and the implementation of rural development programme in the villages have been reported by some researcher. The FRA 2006 is also being implemented in both divisions. Under this law, all forest villages are required to be converted to revenue villages. At least, two villages from the selected circles will be selected for the detailed study.

Findings

Rules for the establishment and control of forest villages under Section 72(E), 74 and 75 are:

1. Forest villages may be established within the limits of any reserved forest on sites the location of which shall be approved by the Conservator of Forests in writing.
2. Forest villages are designed to provide a source of the suitable local labour and for forming and maintaining plantations and *taungyas*, and no castes which are not habituated to living and working in the forest are eligible for admission. Divisional Forest Officers may admit new entrants to existing forest villages in accordance with the executive orders of the Conservator.
3. The boundaries of all permanent forest villages will be demarcated by boundary pillars and shown in maps together shall be maintained of the houses in each forest village.
4. The Divisional Forest Officer is authorised to evict summarily from a forest village without payment of compensation anyone who does not comply with the rules or who refuses to carry out his orders so far as they are consistent with the rules or whose conduct impairs the harmonious working of the village. An appeal, however, shall lie to the Deputy Commissioner of the district, but in the event of the latter disagreeing with Divisional Forest Officer, the case must be referred to the Conservator whose decision shall be final.

5. An allotment up to 5 bighas of land to include homestead or *bari* will first be made for each resident household, to which will be added 10 bighas of land on account of each working member residing in that household, but no household should occupy more than 35 bighas of land. Thus, a household containing three workers including the household would be entitled to 35 bighas of land. The land given out to a household will not be reduced in extent during the householder's occupancy if the members of his household become subsequently reduced in number. Non-resident villagers may similarly be allowed to cultivate up to a maximum of 30 bighas per household.

Note – This rule shall not have retrospective effect in the case of those householder's to whom more than 35 bighas of land have already been allotted but may be given effect to the decease of the present occupier, in cases where households own land considerably in excess of the amount permitted under this rule.

6. On the demise of a householder, the name of his male heir will be registered as a forest villager if he is considered by the Divisional Forest Officer to be suitable in all respects, or in cases where a daughter is the heiress, the name of her husband should be recorded as the householder if he is suitable for employment as a forest villager. The names of heirs who are minors will be recorded as forest villagers when they become fit for work or, in case of females, when they marry husbands suitable for employment as forest villagers, but nothing in this rule shall be held to recognise any heritable right in the land allotted to a forest villager.
7. The subletting of land by a forest villager is not permissible in any circumstances, but with the permission of the Divisional Forest Officer, servants may be engaged to assist in agricultural operations and their names shall be recorded as temporary forest villagers.
8. Land revenue shall be levied for the land (excluding homestead or *bari*) given to a forest villager at such rates as have been approved by the government.

Note - The following have been approved:

| <u>Division</u> | <u>Rate</u> |
|-------------------|----------------------|
| Lakhimpur | Six annas per bigha |
| Sibsagar | Ditto ditto |
| Darrang | Ditto ditto |
| Kamrup and Cachar | Ditto ditto |
| Garohills | Ditto ditto |
| Nowgong | Four annas per bigha |

9. Each adult forest villager shall, if called upon, render 20 days' labour per annum at the rate of wages locally current.

10. In addition to cultivating land at concessional rates of revenue for which an annual *patta* will be issued by the Divisional Forest Officer, each householder in a forest village will be allowed free grazing for all necessary plough cattle and ten head of other cattle, but this term shall not include buffaloes in cases where on account of proximity to plantations or other considerations they are likely to cause damage. Cattle belonging to outsiders shall not be allowed to be kept by a forest villager.

Note - The number of necessary plough cattle is fixed as follows:

| <u>Land under cultivation</u> | <u>No. of plough cattle allowed free</u> |
|-------------------------------|--|
| 15 bighas | 1 pair |
| 25 bighas | 2 pair |
| 35 bighas | 3 pair |

For any excess number of cattle owned by a forest villager for which free grazing is not allowed, grazing fees will be realised at rates not less those levied in the Unclassed State Forests.

11. Adult male forest villager shall pay all forest produce taken by them at ordinary rates in force in the reserved forest concerned, but may be allowed to remove free of royalty sufficient building materials to erect and maintain their houses and 10 cartloads of fuel annually, if they elect to render 5 days' labour in lieu of paying the royalty. In cases wherein his opinion is justifiable, the Divisional Forest Officer may allow not more than one servant per household to remove forest produce to the above amount free of royalty without the obligation to render 5 days' labour.

As per the general principle, those forest villagers who render free labour should be employed as far as possible in the vicinity of their villages. If labour is given under the preceding or succeeding paragraphs of this rule in return for free produce, and work cannot be found within a distance of five miles from the village concerned, it will be paid for at the current rate of wages with the maximum of six annas per diem. Labour should not be called upon during the cultivation or reaping season save in emergency which should be reported to the Conservator, and must be in connection with work other than domestic work in the household of any Forest Officer, and must not be on the construction or repair of latrines; this applies also to labour rendered under Rule 9.

Where in any case persons other than forest villagers have been in the habit of rendering free labour in return for forest produce free of royalty the amount of labour to be rendered for equivalent privileges will in future be five days if ten days have hitherto been rendered, or four days if the amount was actually eight days in practice (exclusive of the time spent in coming and going, without a reduction in respect of forest produce. This rule is provisional and subject to the provision that where forest villagers wish to pay land revenue at ordinary *kehiraj* rates in lieu of supplying free labour, this should be allowed.

12. *Jumias* may be admitted into the reserves on condition that they sow with their crops the seed of such forest trees in such manner as the Divisional Forest Officer may direct; building material and 10 cartloads of fuel annually will be given to them free of charge but they will be liable to render 20 days' labour, if called upon, at the local rate of wages. *Jumias*, who also cultivate *rupit* land, will be similarly required to sow tree seeds with their *jum* cows. They shall be liable to pay for building material and fuel required by them, but may commute the payment annually due for these by undertaking to maintain the forest seedling in each *jum*, from being suppressed by weeds for a period of two years from the time cultivation is abandoned. They will still remain liable to render the 20 days' labour at the local rate of wages.
13. The Forest Department and its contractors shall have the first claim to the labour of forest villagers, who shall not accept employment from any other department, company or individual without the previous sanction of the Divisional Forest Officer.
14. The Forest Department may resume occupation of land allotted to forest villagers by giving six months' notice to the occupier.
15. Separate work registers in addition to the ordinary muster rolls will be maintained for each village showing the amount and the nature of the work done by each villager. The village registers, the work registers and the muster rolls will be inspected by the Divisional Forest Officer at the time of range and beat office inspections, and he will be responsible that the labour is being properly utilised. Labour for carrying the baggage of officers must always be paid.
16. Payments for work done should be made by a responsible officer at intervals which should not exceed a week except in special circumstances with the permission of the Divisional Forest Officer.

17. For each forest village, the Divisional Forest Officer may, with the sanction of the Conservator of Forests, appoint a *gaonbura* or headman and if necessary, a watchman; and their suspension, punishment and dismissal shall be vested in the Divisional Forest Officer. The duties of such headman or watchman will be prescribed in each case by the Conservator of Forests who may exempt any of them from paying land revenue for any area up to 35 bighas of land and from rendering any labour required by Rules 9 and 11.
18. The Divisional Forest Officer with the previous sanction of the Conservator may make such reasonable advances of cash or grain to any householder of forest village, as may be necessary to enable him to prepare or sow his land or purchase plough bullocks; all such advances will be recoverable with the interest at 6.25 per cent per annum.
19. The Divisional Forest Officer may with the written permission of the Conservator excuse forest villagers who have become old or infirm, poor widows, minors incapable of work, or persons who are for the time being whole-time employees of the Forest Department, such as elephants attendants, from rendering labour in exchange of forest produce removed for home consumption, and will forward a list of such exempted persons annually to the Conservator.
20. On a request supported by 50 per cent or more of the villagers, the Divisional Forest Officer may, with the approval of the Conservator, admit persons whose services are needed for the welfare of the forest villagers, e.g., a schoolmaster, a shop-keeper or a barber as residents of a forest village on the following terms:
 - (1) An allotment up to 12 bighas of land may be given to such a resident for homestead or *bari* but no *rupit* land will be allowed to him. No concession shall be allowed in respect of land revenue for the land occupied by him but the Divisional Forest Officer shall consult the Deputy Commissioner in each case as to what would be an appropriate rate of charge, bearing in mind not only the character of the land occupied but the use to which it is put.
 - (2) The villagers and the Forest Department shall always have the first claim on his services and he shall not work for persons outside the village without the permission of the Divisional Forest Officer.
 - (3) He will be exempted from rendering any labour but will ordinarily be given forest produce free for his own use only in return for his services rendered to the villagers on wages at the rates locally current.

(4) He shall be subject to such additional conditions as the Divisional Forest Officer may with the approval of the Conservator lay down in writing at the time of admission.

(5) He shall be liable to be evicted summarily by the Divisional Forest Officer, without payment of compensation, from a forest village for breach of any of the above terms or breach of any provision of the Assam Forest Regulation or of the rules made there-under in force at the time or for refusal to carry out his orders.

Proposal for Upgradation of Forest Villages into Revenue Village

The Ministry of Tribal Affairs has been implementing a programme for the development of Forest Villages since 2005-06 for its integrated development with a view to raising the Human Development Index (HDI) of the inhabitants of the Forest Villages and for provision of basic facilities and services in 2,474 forest villages/habitations spread over 12 states, including Assam. Under the programme, funds are released out of Special Central Assistance to Tribal Sub-Plan for infrastructure work relating to basic services and facilities, viz. approach roads, healthcare, primary education, minor irrigation, rainwater harvesting, drinking water, sanitation, community halls, etc., for the development of forest villages. So far, the Ministry has released Rs.65379.04 lakh for the development of these forest villages. The programme is being implemented due through Forest Development Agencies (FDA) in the State governments. FDAs are under the administrative control of the Forest Departments of the states concerned. The programme for integrated development of forest villages being implemented by the Ministry since 2005-06 does not envisage upgradation of forest villages into revenue villages. However, the Scheduled Tribes and other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006, administered by the Ministry of Tribal Affairs for recognition and vesting of forest rights of the forest-dwelling scheduled tribes and other traditional forest dwellers recognise the rights of settlement and conversion of all forest villages, old habitations, unsurveyed villages and other villages in forests, whether recorded, notified or not into revenue villages. As per the provisions of the Act and the Rules framed thereunder, the forest right related to the conversion of forest villages into revenue villages is to be adjudicated by the Gram Sabha, Sub-Divisional Level Committee and the District Level Committee as per the laid down procedure, like any other forest right specified in the Act. After the enactment of the Act, the Ministry has not received any report regarding the conversion of the forest villages into revenue villages as per the provisions of the Act. The Ministry has issued guidelines on 12.7.2012, *inter-alia* impressing upon all the State/UT governments to convert all such erstwhile forest villages, un-recorded settlements and old habitations into revenue villages with a sense of urgency in a time-bound manner. The conversion would include the actual land use of the village in its entirety, including land required for current or future community uses like, schools, health facilities, public spaces, etc.

The Ministry of Tribal Affairs, Govt. of India introduced schemes under SCA to TSP for development of forest villages through Forest Development Agencies. However, no fund has been released by the Government of India under the scheme since 2009.

Scheduled Tribes and other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006

Rights of Tribals and Forest Dwellers

To address the adverse living conditions of many tribal families living in forests on account of non-recognition and vesting of pre-existing rights, a landmark legislation, viz. Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006, has been enacted to recognise and vest the forest rights and occupation of forest land in forest-dwelling scheduled tribes and other traditional forest dwellers, who have been residing in such forests for generations, but whose rights could not be recorded.

This Act not only recognises the rights to hold and live in the forest land under the individual or common occupation for habitation or self-cultivation for livelihood but also grants several other rights to ensure their control over forest resources which, inter-alia, include the right of ownership, access to collect, use and dispose of minor forest produce, community rights such as *nistar*; habitat rights for primitive tribal groups and pre-agricultural communities; right to protect, regenerate or conserve or manage any community forest resource which they have been traditionally protecting and conserving for sustainable use.

The Act also provides for diversion of forest land for public utility facilities managed by the Government, such as schools, dispensaries, fair price shops, electricity and telecommunication lines, water tanks, etc., with the recommendation of Gram Sabhas. In addition, several schemes have been implemented by the Ministry of Tribal Affairs for the benefit of tribal people, including those in the forest areas such as "Mechanism for the marketing of Minor Forest Produce (MFP) through Minimum Support Price (MSP) and development of Value Chain for MFP." Funds are released out of Special Central Assistance to Tribal Sub-Plan for infrastructure work relating to basic services and facilities, viz. approach roads, healthcare, primary education, minor irrigation, rainwater harvesting, drinking water, sanitation, community halls, etc., for development of forest villages.

Under the Section 3(1)(h) of the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006, the rights of settlement and conversion of all forest villages, old habitations, un-surveyed villages and other villages in the forest, whether recorded, notified, or

not, into revenue villages have been recognised as one of the forest rights of forest-dwelling scheduled tribes and other traditional forest dwellers on all forest lands.

As per the provisions of the Act and the rules framed thereunder, the forest right related to the conversion of forest villages into revenue villages is to be adjudicated by the Gram Sabha, Sub-Divisional Level Committee and the District Level Committee as per the laid down procedure, like any other forest right specified in the Act. The Ministry of Tribal Affairs has issued guidelines on 8.11.2013, inter-alia, impressing upon all the State/UT governments to convert all such erstwhile forest villages, un-recorded settlements and old habitations into revenue villages with a sense of urgency in a time-bound manner. The conversion would include the actual land use of the village in its entirety, including land required for current or future community uses, like, schools, health facilities, public spaces, etc.

Several steps are being taken by the Ministry of Tribal Affairs for speedy implementation of Forest Rights Act-2006 and settlement of community claims.

Under the Forest Rights Act, 2006 (FRA), until 30th January, 2018 as much as 1,39,266 Community Forests Rights (CFR) claims have been received from 20 states. Out of this, 64,328 (46.19 per cent) claims have been recognised. As per the data received from various states, Madhya Pradesh has received the highest number of community claims (39,419) followed by Chhattisgarh (27,548) while Himachal Pradesh received the lowest number of claims (68) followed by Tripura (277), Goa (372) and Rajasthan (700). Bihar and Uttarakhand are reported not to have received any such CFR claims. Likewise, Madhya Pradesh is reported to have recognised the highest number of claims (27,275), followed by Chhattisgarh (14161), Odisha (5964) and Maharashtra (5748). Awareness regarding the FRA and claims are being received from states throughout the country. The Tribal Affairs Ministry has taken several measures to monitor and to encourage speedy implementation of FRA, including the disposal of community claims.

Steps being taken by Ministry to monitor and encourage for speedy implementation of FRA including the disposal of community claims.

1. The Ministry regularly monitors the progress in the distribution of title deeds, across all States. A regular update is sought from all the states in the form of Monthly Progress Report (MPR), which is also published on the website of the Ministry every month. The MPR also helps in identifying the high/low performing states and the specific need for interventions.
2. This Ministry has written to the Principal Secretaries of states identified as low performing, seeking justification of their current status and asking them to undertake suo moto review of rejected claims to ensure that no wrongful rejections are made.

3. Ministry of Tribal Affairs has also written to the Chief Secretaries of the State governments where the rejection of FRA claims is very high, directing them to mandatorily review such claims since 1st April, 2014 if the same has already not reviewed.
4. To encourage speedier implementation of the Act, funds to undertake crucial prerequisite works such as public awareness building, support for evidence collection, mapping and demarcation, land measurements, use of space technology (in support of shreds of evidence), other administrative expenses, etc., are provided by the Ministry under SCA to TSS for FRA work and has issued directions to State governments accordingly.
5. For effective implementation of FRA, various steps have been taken which inter alia include Translation of Act, rules and clarifications into local languages through the Tribal Research Institutes (TRIs), awareness camps, regional consultations/workshops, etc.
6. During the year 2017-18, several rounds of review-cum-consultation meetings have been held covering all states wherein the progress of FRA implementation has been reviewed and suitable directions were given in such meetings.
7. A Forest Rights portal, i.e., <http://forestrights.nic.in> has been developed by the Ministry exclusively for the Act, which gives the complete information about the Forest Right Act and Rules, and for facilitating filing of claims under the Act.

A Case Study on Functioning of Mising Autonomous Council: An Instrument of Tribal (Plain Tribes) Development in the State of Assam

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Introduction

Assam is one of the States strategically located in the northeast region of India along with international boundaries. The terrain is composed of both hills and plains, inhabited by myriad ethnic groups of diverse socio-economic culture and tradition. The question of ethnic identity in the State is a very complex issue which leads to the emergence of many tribal movements. To preserve and protect their identity, culture and development, the Indian Constitution has made a provision for some of the tribal communities (Hill Tribes) under the Sixth Schedule of the Constitution. However, the other tribal groups living in the plains of Assam were left outside the ambit of constitutional protection. Subsequently, the tribal people living in the plain areas of Assam also mobilised their ethnic identity to get a share in the political process of Assam. In response to their demands, the State Government of Assam constituted some '**Tribe Specific Autonomous Councils**' in for some plain tribal groups.

Apart from the three Autonomous District Councils (Karbi-Anglong and North Cachar Hills Autonomous Councils and Bodoland Territorial Council (BTC), under Schedule VI provisions, six more autonomous councils have been constituted for certain schedule tribes. These are (i) Mising Autonomous Council, (ii) Rabha Hasong Autonomous Council, (iii) Tiwa Autonomous Council, (iv) Deori Autonomous Council, (v) Sonowal Kachari Autonomous Council and (vi) Thengal Kachari Autonomous Council. The first three autonomous councils were created in 1995 while the last three were created in 2005.

The councils work under the State Government and have been bestowed with executive and financial powers. So far, the State Government of Assam has offered 34 departments. The autonomous council is also empowered to carry out the plan for the particular community and implementation of development work on the subject accorded to them with financial under power Tribal Sub Plan (TSP).

In order to achieve optimum outcomes in terms of equitable development, a case study is proposed. To improve the planning process, the study will look into the details like planning process, steps, resources, various sectors and dimensions, vertical and horizontal of integration with the State

plan. The case study will adequately enrich the quality of our training programme including reading materials.

Objectives

The objectives of the study are:

1. To critically examine the functioning of the Mising Autonomous Council (MAC)
2. To understand the planning process, steps, resources, various sectors and dimensions, vertical and horizontal of integration with the State plan.

Study Area Justification

So far, six (06) Autonomous District Councils (ADCs) have been created in two phases – in 1995 and 2005. The Mising Autonomous Council was established under the Mising Autonomous Council Act, 1995 passed by the Assam Legislative Assembly with its headquarters at Gogamukh, Dhemaji. The Council has the highest percentage of population of the relevant tribe (Mising) within the overall ST population. The council is biggest and has the largest number of villages under the jurisdiction. The Mising Autonomous Council is the only Council which has ‘Core’ and ‘Satellite’ areas. Considering the above, the Mising Autonomous Council is selected and will be studied in detail. The study will cover both ‘Core’ and ‘Satellite’ areas falling under MAC.

Findings

The Government of Assam has taken various steps to accelerate the development process for the welfare of different ST communities in the State through democratic decentralisation of power and empowering them to participate in the planning, monitoring and implementation of TSP schemes at the grassroots level by constituting Territorial Councils, Autonomous Councils and Development Councils for them.

Statutory Autonomous Councils are constituted for the social, economic, educational, ethnic and cultural advancement of the ST communities living in Core areas as well as in Satellite areas covering many districts of Assam. Presently, there are six (6) Autonomous Councils:

1. Rabha Hasong Autonomous Council
2. Mising Autonomous Council
3. Tiwa Autonomous Council
4. Deori Autonomous Council
5. Thengal Kachari Autonomous Council
6. Sonowal Kachari Autonomous Council

The Mising Autonomous Council

About Mising:

The Misings belong to the north Assam branch of the great Tibeto Mongoloid linguistic family. Other similar groups are Adi, Galong, Pasi, Padam, Minyong, etc., and all these groups live in Arunachal Pradesh. They settled in the plains of Assam about thousands of years ago and presently, they inhabit the riverine tracts along the Brahmaputra and Subansiri rivers. Misings have a life closely connected to rivers and therefore, they can be described as the only riparian tribe of Northeast India. In Assam, their habitations are in the districts of Dhemaji, Lakhimpur, Sonitpur, Golaghat, Jorhat, Sibsagar, Dibrugarh and Tinsukia, and mostly on river banks.

Establishment of the Mising Autonomous Council

The Mising Autonomous Council was established under the Mising Autonomous Council Act. The Mising Autonomous Council was constituted including Satellite Areas and Core Areas for the social, economic, educational, ethnic and cultural advancement of the Mising and other Scheduled Tribe communities residing therein.

Core Areas and Satellite Areas as Defined by the Act

Satellite Areas mean the areas consisting of a non-contiguous cluster of villages predominantly inhabited by the scheduled tribe population having 50 per cent and above as a whole in the cluster and not necessarily in the individual villages. Core Areas means the compact and contiguous areas predominantly inhabited by Scheduled Tribes population having 50 per cent and above as a whole in the area and not necessarily in the individual villages.

Abstract of Villages and Population Data
(Modified in 2012; Figures are as per Census, 2001)

| Area | No. of villages | Total Population | SC Population | ST Population | ST per cent |
|----------------|-----------------|------------------|---------------|---------------|--------------------|
| Satellite Area | 765 | 521809 | 23226 | 406327 | 78 per cent |
| Core Area | 566 | 265627 | 8176 | 176847 | 67 per cent |
| Total | 1331 | 787436 | 31402 | 583174 | 74 per cent |

Administration

The Act provides for constitution of a General Council having strength of 36 members and an Executive Council with 15 members from the General Council. The General Council and the Executive Council implement the development programmes. There are 36 constituencies in the Council.

Powers and Functions

The Mising Autonomous Council has been provided with executive powers and functions on 34 subjects as mentioned below:

1. Cottage Industry
2. Animal Husbandry and Veterinary
3. Forest other than reserved forest
4. Agriculture
5. Rural Roads and Bridges
6. Sericulture
7. Education
 - a. Adult Education
 - b. Primary Education
 - c. Up to Higher Secondary including vocational training
8. Cultural Affairs
9. Soil Conservation
10. Cooperation
11. Fisheries
12. Panchayat & Rural Development
13. Handloom & Textiles
14. Public Health Engineering-Drinking Water
15. Minor Irrigation
16. Social Welfare
17. Flood Control Schemes for protection of Villages (not of highly technical nature)
18. Sports & Youth Welfare
19. Weights & Measures
20. Library Services
21. Museum and Archaeology
22. Urban Development, Town & Country Planning
23. Tribal Research
24. Land & Land Revenue [provided that no allotment or settlement of land shall be made in the Council area without the recommendation of the Executive Council]
25. Publicity & Public Relations
26. Tourism
27. Transport
28. Any other matter connected with the development

29. Municipal Board, Improvement Trust, District of Boards & other local-self Government of Village Administration
30. Tribal Welfare
31. Market and Fair
32. Lotteries, Theatres, Dramatic performances & Cinema
33. Vital Statistics including registration of birth and deaths
34. Food & Civil Supplies

Funding

The MAC is funded by the State Government of Assam under Tribal Sub Plan (TSP). The funds allocated to MAC during last three are given below:

| | |
|---------|------------------------------|
| 2012-13 | Rs. 45.97 crore |
| 2013-14 | Rs. 53.69 crore |
| 2014-15 | Rs. 58.52 crore (Sanctioned) |

Jurisdiction

As per the Government of Assam, vide its notification No. TAD/BC/133/2005/52), 1239 villages are covered under Core Areas and 392 villages are under Satellite Areas of the MAC. These villages are located mostly in riverine areas, on the banks of the Brahmaputra and Subansiri rivers in the districts of Dhemaji, Lakhimpur, Sonitpur, Golaghat, Jorhat, Sibsagar, Dibrugarh and Tinsukia.

Project Formulation and Procedure:

The Council follows the guidelines and instructions given by the Government of Assam from time to time as follows:

- The Council takes the forum of Gram Sabha for selection of schemes, beneficiaries, etc., in a transparent way.
- Non-duplicity certificate is obtained from PRIs/line departments, etc., against any proposed scheme.
- The Council evaluates the objective, benefit and appropriateness of the schemes.
- Estimates are prepared with the latest Schedule of Rate of APWD and other line departments and technical sanction is obtained from the competent authority.
- The Council also consults the Krishi Vigyan Kendra and Regional Research Stations of Assam Agricultural University and various other State as well as Central government institutions.
- In case of individual beneficiary-oriented schemes, the council has constituted the constituency level committees for its implementation and monitoring.

Activities

- Steps have been taken to revamp the infrastructure of AH&V department, which is in a dilapidated condition in the MAC area. Twenty-one Veterinary Aid Centres/Sub-Centres have been newly constructed under plan fund of MAC for the year 2013-14 and more such schemes are being taken up.

- Fish farming or pisciculture holds immense potentiality as a viable alternative mode of livelihood as well as a commercial venture in MAC area due to abundance of natural water bodies like ponds, derelict rivers and rivulets, horseshoe lakes, beels and vast areas of low lands. What is required is awareness and training on integrated fish farming. MAC organises awareness meetings for intending fish farmers in coordination with the State Fishery department and other resource centres.
- Handloom is one of the largest unorganised sectors of livelihood. Every woman of the Mising community is a weaver and Mising handloom products, particularly women wear, are high on demand in the market owing to its colourful intricate designs and their usable simplicity for women of all other communities. MAC has provided support to the weavers including skill upgradation training programme followed by the supply of inputs and weaving sheds/Common Facility Centres in select clusters.
- MAC has been taking up schemes to restore community forest and establish edible and medicinal plant gardens. Plantation along roads and riverbanks will also be taken up.
- MAC has taken up construction, repairing and maintenance of rural roads, culverts, bridges, government or Council buildings, other public works, etc. During 2013-14, such 100 construction schemes have been successfully executed.
- The MAC has taken up schemes and programme for preservation and practices of the art and culture of Misings and all other communities residing in MAC area.
- Ninety-nine flood and erosion management schemes have been executed by the Council with an expenditure of Rs. 644.71 lakh during 2013-14. The works are mostly of RCC porcupine screening, bund construction, raising and strengthening of dykes, construction of bamboo palisades, boulder protection work, etc.
- Four hot tourist destinations fall partly in MAC area – three National Parks, namely Kaziranga, Nameri and Dibru-Saikhowa, and the Majuli Island, a cultural landscape. Besides, there are many other areas with the potentiality for development as ecotourism, cultural and/or ethno-tourism destination. MAC has constructed three Eco Camps with bamboo cottages and Swiss tents. They are Me:po Okum at Sitadar village, Majuli (open for tourists), Subansiri Eco Camp on the banks of Subansiri river near Gogamukh (open for tourists), and Agoratoli Eco Camp at Teliabari village near Kaziranga (scheduled for opening in October, 2015).
- Twenty-seven doctors'/nurses' quarters and Health Sub-Centres have been constructed by MAC during 2013-14 with an expenditure of Rs. 166.16 lakh. MAC is planning to renovate/construct more number of such buildings in a phased manner.

End-Term Evaluation of Batch- II IWMP Projects in Tripura

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Introduction

The State Level Nodal Agency (SLNA) of Integrated Watershed Management Programme (IWMP), Tripura has entrusted the National Institute of Rural Development and Panchayati Raj (NIRDPR), North East Regional Centre (NERC) at Khanapara, Guwahati for undertaking the end-term evaluation of 10 IWMP Batch-II projects (2010-11 to 2014-15) of the state.

In response to the request of SLNA Tripura, the task of end-term evaluation of 10 projects belonging to six districts was taken up and completed.

Objectives of the Study

In light of the scope of the evaluation, the following have been set as its specific objectives for achievement:

- i. To examine the compliances of various stipulations of the common guidelines for watershed projects, 2008/2011 against the activities accomplished, and the process followed during the consolidation phase.
- ii. To examine the status of the implementation of the preparatory phase, work phase and consolidation phase plan, both in physical and financial terms.
- iii. To evolve a system of rating and grading for each of the important activities taken up during the consolidation phase.
- iv. To suggest and recommend actions for successful completion of the consolidation phase activities based on the evolved rating system.

Methodology

The implementation of IWMP Projects has to get through a three-phased execution approach, namely Preparatory phase, Work phase and Consolidation phase. The execution of preparatory holders through entry point activity, by mobilising people into groups in the form of SHGs, UGs and WCs, through capacity building activities concerning the PIAs, WDTs, WCs, SHGs and UGs, and lastly the preparation of DPR with the involvement of the primary stakeholders. The successful execution of preparatory phase only sets the next stage for implementation of the work phase which includes three important sub-components of development, namely (i) Natural Resource Management (NRM), (ii) Production System and Micro Enterprise and (iii) Livelihood for Asset-less. However, the capacity building of the project personnel and the members of social groups promoted among the primary

stakeholders are also to continue during the work phase. Towards such a mechanism, the institutionalisation of the above aspects through the social institutions formed by the primary stakeholders is the most important activity. Secondly, since the term of the project is to be over by the fifth year, the PIAs have to make an exit by making formal closure of it and handing over all project outputs/outcomes to the authorised institution for sustainable management and continuity. This phase is expected to result in the establishment of faith and belief among the primary stakeholders.

Broad Themes of the End-Term of IWMP project

Five broad themes are discernible during end-term. Under them, a large number of specific activities are to take place during the consolidation phase. These include the following:

- Project Management during the Consolidation phase
- Management of developed natural resources
- Intensification of farm production systems/off-farm livelihoods
- Exit Protocol
- Project completion report and documentation

Scope of evaluation

The activities listed above thus constitute the scope of the evaluation of Consolidation phase of 10 IWMP Batch-II projects of Tripura state.

Data Collection and Sampling

The evaluation has been designed to make use mainly primary data to be drawn from sample MWS (micro watershed) units of the project accounting to 33 per cent of the MWS. Secondary data available with the PIA of the project and also the evaluation reports pertaining to the Preparatory phase have also been made an integral part of the database of evaluation. The 10 Batch-II IWMP projects under evaluation have 30 MWSs in total. In the process of selection, a total of 30 MWSs got selected as the samples of the treatable area. The number of samples adopted has been chosen randomly. The list of sample MWSs taken up for detail study, their code, geographical area, treatable area and amount sanctioned are provided in Table 1.

Table 1: Details of Sample MWSs

| S. No. | MWS Name | Project | MWS Code | Area (ha.) | | Share of funds (Rs in lakh) | | |
|--------|----------------------|-------------------|-------------------------|------------|-----------|-----------------------------|---------|-------|
| | | | | Geog. | Treatable | Total | Central | State |
| 1 | Loharnala LL | West Tripura VI | 3C3A2C2D | 1655 | 1239 | 185.85 | 167.27 | 18.59 |
| 2 | Loharnala M | | 3C3A2C1E | 1685 | 1532 | 229.8 | 206.82 | 22.98 |
| 3 | Bamutiacherra | | 3C3A2C2B | 1757 | 1597 | 239.55 | 215.59 | 23.96 |
| 4 | Loharnala LU | | 3C3A2C2D | 1434 | 401 | 60.15 | 54.14 | 6.02 |
| 5 | Bangeswargang MB | | 3C3A1C2C | 1615 | 1421 | 213.15 | 191.84 | 21.32 |
| 6 | Sonainadi | West Tripura VII | 303030101050 202 | 1978 | 1798 | 269.7 | 242.73 | 26.97 |
| 7 | Dakshin Champa | | 303030101050 105 | 1363 | 1239 | 185.85 | 167.27 | 18.59 |
| 8 | Lawgang lower | South Tripura IV | 3C3B2C3D | 1405 | 933 | 139.95 | 125.96 | 13.99 |
| 9 | Sangang LL2 | Gomati II | 303030205100 302 | 969 | 489 | 73.35 | 66.02 | 7.34 |
| 10 | Gumati MU1 | | 303030205020 2 | 2184 | 1984 | 297.6 | 267.84 | 29.76 |
| 11 | Gumati MM1 | | 303030205020 3 | 807 | 466 | 69.9 | 62.91 | 6.99 |
| 12 | Gumati ML 1 | | 303030205020 4 | 1292 | 456 | 68.4 | 61.56 | 6.84 |
| 13 | Ichacherra | South Tripura VI | 010105 1062 856 2010 | 1062 | 856 | 128.4 | 115.56 | 12.84 |
| 14 | Khagracherra | | 303030201010 103 | 874 | 788 | 118.2 | 106.38 | 11.82 |
| 15 | Shilcherra | | 303030201010 202 | 748 | 623 | 93.45 | 84.11 | 9.345 |
| 16 | Pancharicherra | North Tripura III | 303030201010 202 | 697 | 552 | 82.8 | 74.52 | 8.28 |
| 17 | Barhaldicherra MU | | 3C3A6E1F | 1958 | 1780 | 267 | 240.3 | 26.7 |
| 18 | Barhaldicherra Lower | | 3C3A6E2C | 1100 | 1003 | 150.45 | 135.41 | 15.05 |

| S. No. | MWS Name | Project | MWS Code | Area (ha.) | | Share of funds (Rs in lakh) | | |
|--------------|----------------------|---------------------|----------|--------------|--------------|-----------------------------|----------------|---------------|
| | | | | Geog. | Treatable | Total | Central | State |
| 19 | Bamuniacherra U | North Tripura IV | 3C3A7A3A | 2225 | 2023 | 303.45 | 273.11 | 30.35 |
| 20 | Thalgangcherra | | 3C3A7A2D | 667 | 606 | 90.9 | 81.81 | 9.09 |
| 21 | Juricherra (U) | | 3C3A7A1G | 1225 | 1113 | 166.95 | 150.26 | 16.69 |
| 22 | Ichaicherra (U) | Dhalai II | 3C3A7A1I | 640 | 581 | 87.15 | 78.44 | 8.72 |
| 23 | Jarulcherra | | 3C3A5E2F | 1370 | 1244 | 186.6 | 167.94 | 18.66 |
| 24 | Mainamacherra | Dhalai III | 3C3A5F1C | 1230 | 1117 | 167.55 | 150.79 | 16.76 |
| 25 | Karamcherra | | 3C3A5E3D | 714 | 128 | 19.2 | 17.28 | 1.92 |
| 26 | Dhalajharicherra (L) | Dhalai III | 3C3B5K3E | 470 | 426 | 33.75 | 30.38 | 3.38 |
| 27 | Gandacherra (L) | | 3C3B5K3B | 330 | 300 | 63.9 | 57.51 | 6.39 |
| 28 | Haldiraicherra (L) | | 3C3B5K3D | 665 | 604 | 90.6 | 81.54 | 9.06 |
| 29 | Purba Rajnagarcherra | Khowai III | 3C3A3C1C | 1270 | 1154 | 173.1 | 155.79 | 17.31 |
| 30 | Samrucherra | | 3C3A3D1F | 1730 | 1573 | 235.95 | 212.36 | 23.59 |
| Total | | | | 37119 | 30026 | 4492.65 | 4043.43 | 449.27 |

Method designed for performance scoring and grading

The Department of Land Resources, Ministry of Rural Development, Government of India has already adopted a scoring system which expresses the performance of each action in terms of five value-based classes, namely Excellent, Very Good, Good, Satisfactory and Poor. The quantitative values attributed in the form of score to the corresponding level are 9.5, 8.5, 7.0, 5.5 and 4.0, respectively. The percentage classes of the corresponding score are >90 per cent for Excellent, 80 to 90 per cent for Very Good, 60 to 80 per cent for Good, 50 to 60 per cent for Satisfactory and <50 per cent for Poor.

Findings of the study

1. The Batch-II IWMP projects of Tripura State include 10 projects distributed over six districts. Four districts, namely West Tripura, Gomati, North Tripura and Dhalai have two projects each while the remaining two have one project each. The geography of the project area consists of both plain and hilly areas. Under the 10 projects, there are 30 MWSs.
2. The geographical area of 10 projects accounts for 37119 hectares. Of this, 30026 hectares, accounting to 80.89 per cent of the total geographical area, have been taken for treatment.
3. The amount sanctioned accounts for Rs.4503 lakh for 10 projects with a uniform project period of five years with the starting year being FY 2010-11 and ending year being FY 2014-15. The sanctioned amount averages at Rs.150.13 lakh with Rs.19.2 lakh as minimum Karamcherra (Dhalai II) and Rs.303.45 lakh as maximum Bamuniacherra (North Tripura II).

Preparatory phase

4. During the preparatory phase, the PIAs of 10 projects executed EPAs in all 30 MWSs. The EPAs executed include compost pit, tube well, ring well, community pond and shallow tube well. Majority of the activities are related to NRM. In the execution of EPAs, a sum of Rs. 178.55 lakh was spent at the aggregate level of 10 projects against the target of Rs. 180.16 lakh.
5. All the PIAs during the preparatory phase completed the institutional building activities. The sample of 30 MWSs comprises an equal number of WCs, 887 SHGs and 363 UGs.
6. It is found that the project management has conducted a large number of awareness camps and various capacity building training for WDTs, PIAs, WCs, SHGs and UGs. Most of the capacity building activities were completed during the preparatory phase.
7. Another important activity which PIAs during preparatory phase completed successfully was the task of preparation of DPRs of the projects. All DPRs got sanctioned from SLNA, IWMP Tripura and also from the Department of Land Resources, GoI.

Work phase

8. The PIAs initiated the implementation of work phase activities comprising NRM, livelihoods for asset and production system & micro-enterprises.
9. Among the NRM activities implemented, the highest focus is found on WHS as a total of 5261.8 ha are treated under the scheme by spending a total sum of Rs.789.25 lakh.
10. The second important activity under NRM is found to be the renovation of various farm ponds and WHSs. The total area treated is 4270.36 hectares by spending a total sum of Rs. 640.56 lakh.
11. Land development emerged as the third important activity as is found in 10 projects. The total area treated is 3424.04 hectares by spending a total sum of Rs. 516.61 lakh.
12. The fourth important activity in terms of expenditure is soil moisture conservation comprising drainage Channel, kutchha channel, pucca channel, etc. The total area treated under activity is 1628.55 hectares and spending being Rs. 244.27 lakh.
13. A considerable number of activities related to vegetative and engineering structures, viz. earthen check dam, gully plug, etc., under NRM are found implemented in eight out of ten projects. The total area treated is 1472.4 hectares which is achieved by spending a total sum of Rs.220.86 lakh.
14. The sixth important activity is the other works (land development work including farm machinery) executed in three projects. The treated area in total is 625.57 hectares and the expenditure incurred is Rs.640.56 lakh.
15. By implementing the farm production and micro-enterprises activities, a total of 5554 nos./unit beneficiaries are assisted through i) fishery, ii) backyard poultry iii) livestock, iv) beekeeping v) duck farming, vi) goat rearing, vii) assist for rice mill, viii) establishment of retail shop ix) seed production, x) tailoring and xi) others by spending a sum Rs. of 444.27 lakh in total.
16. Under livelihood for the asset-less, different types of activities such as i) piggery, ii) goat rearing, iii) dairy, iv) poultry v) duck farming vi) composite fish culture vii) beetle vine shop, viii) incense stick production, ix) vegetable cultivation x) sericulture, x) band party, xi) individual activities, xii) floriculture, xiii) mushroom, bamboo craft, etc., were completed by spending a sum Rs. of 364.31 lakh.

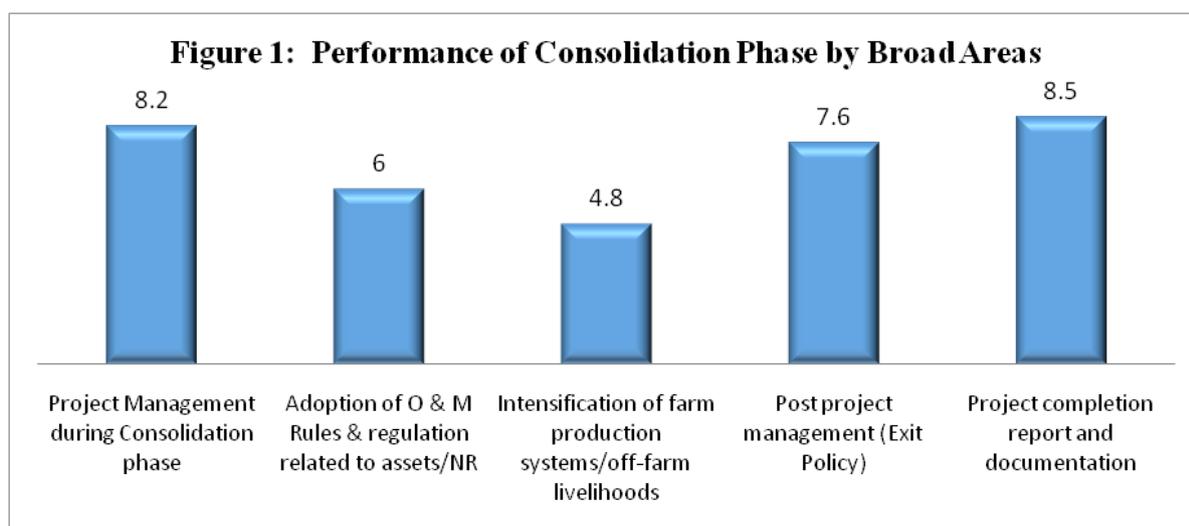
Consolidation Phase

17. As recommended, each project went with the execution of consolidation phase activities. On utilisation of funds to the extent of 86.0 per cent, the SLNA deployed NIRDPR, Guwahati for evaluation of consolidation phase activities.

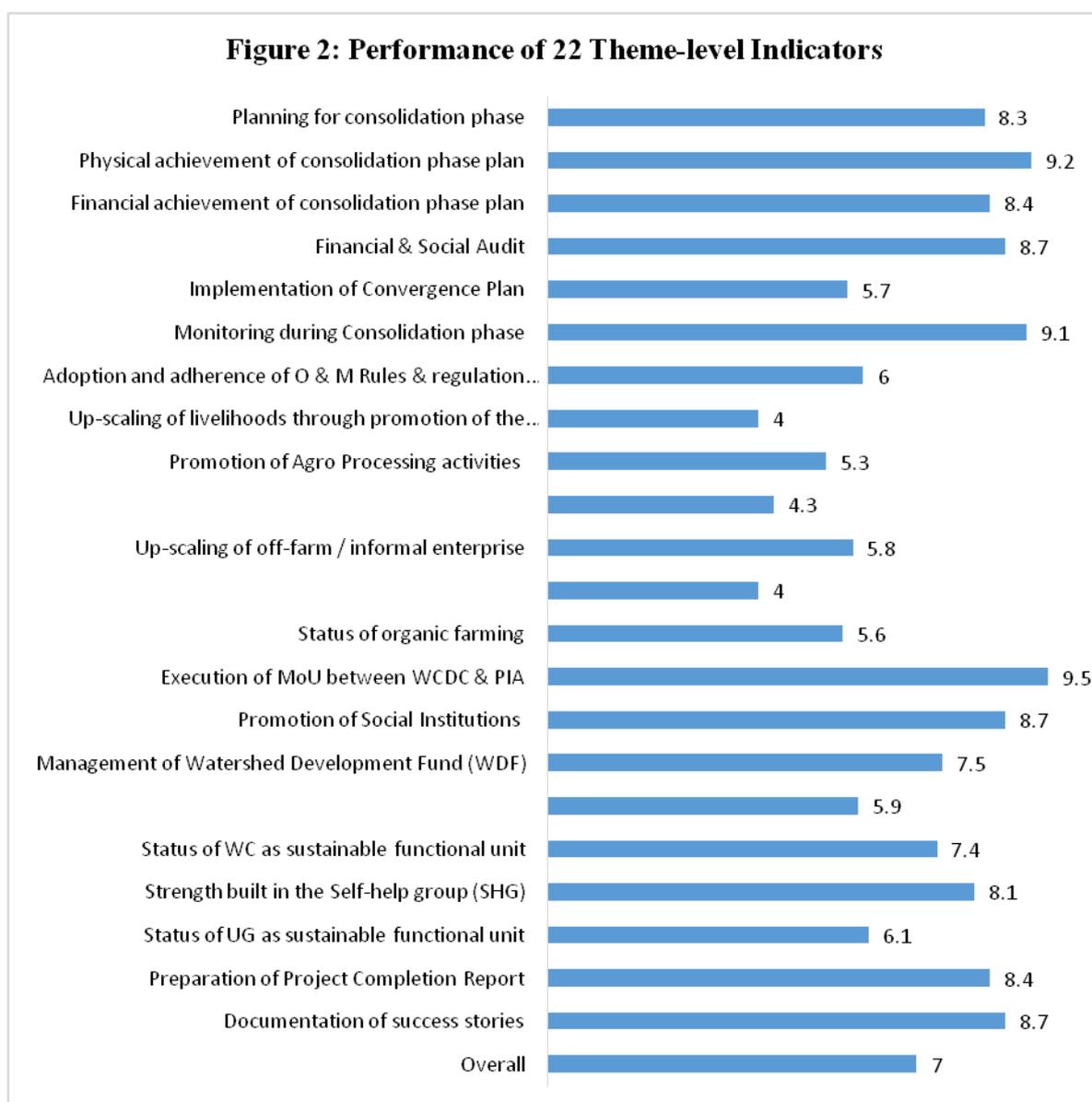
18. In the absence of prescribed assessment method related to the consolidation phase, the evaluation developed and made use of a technique that is similar to the method prescribed by Department of Land Resources for preparatory and work phase evaluation. The framework takes into account the examination of five broad area-level indicators, 22 theme level indicators and 79 sub-theme level indicators.
19. The evaluations found that PIAs of the 10 projects prepared plans for the consolidation phase. The implementation of the same plans resulted in coverage of the different activities related to natural resource management, farm production and micro enterprise, livelihood activities, etc.

Performance at the end of the Consolidation phase

20. The performance of the 10 projects when viewed with one overall indicator, the same in respect of five broad areas and also considering 22 theme-level indicators, stands at the score point of '7.0' registering 'Good' performance status.
21. The performance status of the consolidation phase in terms of score and grade for five broad areas is summarised in Figure 1.



22. The overall performance of 10 projects in Batch-II thus has 10 theme-level indicators ranging from Excellent (3) and Very Good (7) where the evaluation as a whole shows that the PIAs in respect of indicators/areas could accomplish all tasks fully as per the stipulation of the Common Guidelines. Out of 22 theme-level indicators, 15 theme-level indicators ranging from the status of Poor (3), Satisfactory (5), and Good (7) deserves the attention of the PIAs to set the things right as desired in the common guidelines. The performance status of 22 road indicators is summarised in Figure 2.



Conclusion

The analysis makes it evident that the theme-level indicators with Poor and Satisfactory performance status need attention and action on the part of the PIA to address the weakness that prevails in the project implementation of Consolidation phase.

1. The attempt for making the convergent implementation of IWMP work/activities with other programmes/schemes is less observed and hence, the introduction of the practice of convergent implementation as suggested in the guidelines is recommended.
2. The SHGs have been provided with the revolving fund but the corpus at WC level is not created. Similarly, the credit linkage to the beneficiary is found absent under the livelihood component. The technical supports for linking the corpus with bank credit also remained absent. It is recommended that the corpus under the livelihood component is created and the same is used for extending bank credit to the promising SHGs and individuals.

3. The upscaling of successful income-generating activities like livelihood activities through the institution of SHGs, up-scaling of marketing infrastructure and support activities for agri-based products are not found during the Consolidation phase. As suggested in the guidelines, it is recommended that PIA of the project should take up upscaling of successful activities.
4. Again, the upscaling of agro-processing activities, off-farm/informal enterprise through youths/SHGs, etc., is found but in less than 50 per cent projects during the Consolidation phase. It is recommended that PIA of all projects should take up upscaling of successful activities.
5. Some activities promoting organic farming are observed but only in less than 50 per cent projects during the Consolidation phase. It is recommended to improve promotional activities.
6. Another initiative observed is the lack of programmes for supporting marketing arrangement of the products of off-farm/informal activities. It is recommended that such initiatives are taken up by PIA during the Consolidation phase by considering the outcome scenario of the income-generating activities.

Work Phase Evaluation of IWMP Batch-III Projects in Nagaland

Dr. A Simhachalam, Assistant Professor, NERC

Introduction

The 20 IWMP Batch-III IWMP projects under samples evaluation have 59 MWSs (micro watershed) with 185 MWSs in total. The implementation of the project began during FY 2011-12. The Land Resource Department, Government of Nagaland is the Nodal Department of the programme. Under it, there is an SLNA at the State level, WCDC at the district level, PIA at the project level and WC at the MWS level. The SLNA Nagaland commissioned the evaluation of work phase activities by entrusting NIRDPR-NERC, Guwahati with the task. The NIRDPR-NERC, Guwahati, in response to the above, carried out the evaluation task.

Objectives of the Study

- To evaluate the achievements of the project during the work phase both in physical and financial terms.
- To examine the compliances of various stipulations of the Common Guidelines for watershed projects, 2008/2011 against the activities implemented and the process followed during the work phase.
- To examine and evaluate the performance status of work phase activities using the score and grading system designed by the Department of Land Resources, GoI.
- To draw recommendation for further improvement of project performance.

Methodology

The implementation of IWMP Projects has to get through a three-phased execution approach, namely Preparatory phase, Work phase and Consolidation phase. The execution of preparatory holders through entry point activity, by mobilising people into groups in the form of SHGs, UGs and WCs, through capacity building activities concerning the PIAs, WDTs, WCs, SHGs and UGs, and lastly the preparation of DPR with the involvement of the primary stakeholders. The successful execution of preparatory phase only sets the next stage for implementation of the work phase, which includes three important sub-components of development, namely (i) natural resource management (NRM), (ii) production system and micro enterprise and (iii) livelihood for asset-less. However, the capacity building of the project personnel and the members of social groups promoted among the primary stakeholders are also to continue during the work phase. Towards such a mechanism, the institutionalisation of the above aspects through the social institutions formed by the primary

stakeholders is the most important activity. Secondly, since the term of the project is to be over by the fifth year, the PIAs have to make an exit by making formal closure of it and handing over all project outputs/outcomes to the authorised institution for sustainable management and continuity. This phase is expected to result in the establishment of faith and belief among the primary stakeholders.

Data collection and Sampling

The evaluation has been designed to make use mainly the primary data to be drawn from sample MWS units of the project, accounting to 33 per cent of the MWS. Secondary data available with the PIA of the project and also the evaluation reports pertaining to the preparatory phase have also been made an integral part of the database of evaluation.

The 20 Batch-III IWMP projects under evaluation have 185 MWSs in total. Of them, a total of 59 MWSs were selected as samples of the treatable area. The number of samples adopted has been chosen randomly. The list of sample MWSs taken up for detail study along with their code, geographical area, treatable area and amount sanctioned is provided in Table 1.

Table 1: Code, village name, Geog. area, Treat. Area & financial details of the sample 59 MWSs under 20 IWMP Batch-III projects, Nagaland

| S. No. | MWS Name | Project | MWS Code | Area (ha.) | | Share of funds (Rs in lakh) | | |
|--------|-------------------|--------------|----------|------------|-----------|-----------------------------|---------|-------|
| | | | | Geog. | Treatable | Total | Central | State |
| 1 | Suhoi | Dimapur-V | 3B3B6a6e | 647.4 | 400 | 60.00 | 54.00 | 6.00 |
| 2 | Zukihe | | 3B3B6a7g | 741.47 | 400 | 60.00 | 54.00 | 6.00 |
| 3 | Pishikhu | | 3B3B6a7f | 550.76 | 400 | 60.00 | 54.00 | 6.00 |
| 4 | Hovishe | Dimapur-VI | 3B3B2a3a | 452.78 | 400 | 60.00 | 54.00 | 6.00 |
| 5 | Hezulho | | 3B3B2a2f | 513.21 | 400 | 60.00 | 54.00 | 6.00 |
| 6 | Kiyezu A | | 3B3B2a5d | 741.47 | 400 | 60.00 | 54.00 | 6.00 |
| 7 | Nerhe Model | Kohima - V | 3B3B7b4b | 398.99 | 350 | 52.5 | 47.25 | 5.25 |
| 8 | Tsiemekhuma | | 3B3B3a4d | 475.27 | 450 | 67.5 | 60.8 | 6.75 |
| 9 | Viphoma | | 3B3B2b2a | 637.53 | 530 | 82.5 | 74.25 | 8.25 |
| 10 | Seiyha Phesa | | 3B3B3a3g | 555 | 450 | 67.5 | 60.8 | 6.75 |
| 11 | Tsonsa | Kohima - VI | 3B3B1g4d | 660.96 | 600 | 90 | 81 | 9 |
| 12 | K.Station | | 3B3B1g4b | 572.06 | 550 | 82.5 | 74.3 | 8.25 |
| 13 | Hakchang | Tuensang - V | 3B3D3l2b | 451.41 | 450 | 51 | 42.00 | 9.00 |
| 14 | Kejok | | 3B3D3m5a | 774.25 | 770 | 87.75 | 82.50 | 5.25 |
| 15 | Tuensang Vill (B) | | 3B3D3m4g | 635.07 | 630 | 78.083 | 72.30 | 5.78 |

| S. No. | MWS Name | Project | MWS Code | Area (ha.) | | Share of funds (Rs in lakh) | | |
|--------|--------------|----------------|----------|------------|--------|-----------------------------|------------|------|
| 16 | Longra | Tuensang - VI | 3B3B2a3a | 711.49 | 530 | 71.70 | 64.5 | 7.20 |
| 17 | Noksen Vill | | 3B3B2a2f | 557.07 | 500 | 69.00 | 62.25 | 6.75 |
| 18 | Phisami | Kiphiri - IV | 3D2B9a5e | 562.09 | 500 | 75 | 67.5 | 7.5 |
| 19 | Seyochung | | 3D2B7b1e | 520.38 | 500 | 75 | 67.5 | 7.5 |
| 20 | Yangzitong | | 3D2B7b3d | 671.28 | 600 | 90 | 81 | 9 |
| 21 | Phiro | Wokha - V | 3B3B1g1h | 659.99 | 400 | 60.00 | 54.00 | 6.00 |
| 22 | Pongidong | | 3B3B1g2a | 607.06 | 400 | 60.00 | 54.00 | 6.00 |
| 23 | Sankiton | | 3B3B1g1b | 317.09 | 300 | 45.00 | 40.50 | 4.50 |
| 24 | Shaki | | 3B3B1g1c | 457.99 | 300 | 45.00 | 40.50 | 4.50 |
| 25 | Yimkha | Wokha - VI | 3B3B5k6a | 371.62 | 300 | 45.00 | 40.50 | 4.50 |
| 26 | Longla | | 3B3B5k6c | 596 | 400 | 60.00 | 54.00 | 6.00 |
| 27 | N- Longidang | | 3B3B5k4d | 533.96 | 400 | 60.00 | 54.00 | 6.00 |
| 28 | Koio | | 3B3B5a4b | 455.66 | 300 | 45.00 | 40.50 | 4.50 |
| 29 | Chishilimi | Zunhebo-to, -V | 3B3B5h2a | 574.93 | 500 | 75.00 | 67.50 | 7.50 |
| 30 | Vekuho Old | | 3B3B5f6b | 515.66 | 500 | 75.00 | 67.50 | 7.50 |
| 31 | Chisholimi | | 3B3B5h3d | 685.82 | 600 | 90.00 | 81.00 | 9.00 |
| 32 | Phuye New | Zunhebo-to -VI | 3B3D2h5d | 617.28 | 610 | 91.5 | 82.35 | 9.15 |
| 33 | Phishumi | | 3B3B5e4d | 676.02 | 670 | 100.5 | 90.45 | 10.0 |
| 34 | Sutemi | | 3B3B5e4b | 595.75 | 590 | 88.5 | 79.65 | 8.85 |
| 35 | Nsenlo | Peren - IV | 3B3B614f | 418.35 | 418.30 | 52.2037 | 46.86 5 | 5.33 |
| 36 | Sailhem | | 3B3B619c | 503.08 | 445 | 55.5359 | 49.86 | 5.6 |
| 37 | Nkio B | | 3B3B616c | 523.66 | 523.6 | 65.3451 | 58.67 | 6.69 |
| 38 | Old Tesen | Peren - V | 3C2C6c4b | 707.27 | 570 | 78.93 | 70.84 | 8.09 |
| 39 | Mpai | | 3C2C6c5b | 502.65 | 490 | 67.85 | 60.9 | 6.95 |
| 40 | Meluri | Phek-V | 3D2B4n3b | 626.31 | 600 | 90 | 81 | 9 |
| 41 | Khumisu | | 3D2B5a1a | 407.21 | 400 | 60 | 54 | 6 |
| 42 | Akhegwo | | 3D2B4n5e | 535.29 | 500 | 75 | 67.5 | 7.5 |
| 43 | New Akhegwo | Phek-VI | 3D2B4f1a | 1018.11 | 600 | 90 | 81 | 9 |
| | | | 3D2B4e1c | | | | | |
| 44 | Kukhegwo | | 3D2B4n5d | 766.79 | 500 | 75 | 67.5 | 7.5 |
| | | | 3D2B4n5c | | | | | |
| 45 | Waziho | | 3D2B4e2b | 1013.24 | 600 | 90 | 81 | 9 |
| | | | 3D2B4e2c | | | | | |

| S. No. | MWS Name | Project | MWS Code | Area (ha.) | Share of funds (Rs in lakh) | | | |
|--------|--------------------|------------------|----------------------|-----------------|-----------------------------|---------------|---------------|----------------|
| 46 | Long-hphayimku pok | Mokok-chung-V | 3B3C3cJe | 407.53 | 329.0804 | 49.35 | 44.4 | 4.935 |
| 47 | Sumito | | 3B3C3c5a | 367.82 | 297.0146 | 49.5 | 44.55 | 4.95 |
| 48 | Aokum | | 3B3C2a6e | 595.48 | 480.8501 | 69 | 62.1 | 6.9 |
| 49 | Kubza | Mokok-chung - VI | 3B3B5d5b | 485.21 | 480 | 72 | 64.80 | 7.2 |
| 50 | Aosettsu | | 3B3B5e6d | 435.31 | 430 | 64.5 | 58.05 | 6.45 |
| 51 | Longmisa | | 3B3D2f1b | 484.91 | 470 | 70.5 | 63.45 | 7.05 |
| 52 | Netnyu | Longleng -IV | 3B3C4a4c | 576.63 | 500 | 75 | 67.5 | 7.5 |
| 53 | Tamlu | | 3B3C4a3e 3B3D1c5c | 1130.78 | 700 | 105 | 94.5 | 10.5 |
| 54 | Chenmoho | Mon -V | 3B3D3e5d | 594.71 | 500 | 75.00 | 67.50 | 7.50 |
| 55 | Chen-wetnyu | | 3B3D3e4c | 608.9 | 500 | 75.00 | 67.50 | 7.50 |
| 56 | Ngangching | | 3B3D3f2d | 558.5 | 500 | 75.00 | 67.50 | 7.50 |
| 57 | Mohung | | 3B3D3f3f | 611.13 | 550 | 82.50 | 74.25 | 8.25 |
| 58 | Shiyong | Mon -VI | 3B3D3b1c | 356.69 | 320 | 48.00 | 43.20 | 4.80 |
| 59 | Tanhai | | 3B3D3b4b | 468.34 | 450 | 67.50 | 60.75 | 6.75 |
| | Total | | | 26271.93 | 24716.94523 | 1896.6 | 1476.9 | 162.285 |

Scope of evaluation: The activities listed above thus constitute the scope of evaluation during the work phase. Accordingly, the evaluation has been carried out to achieve the objectives mentioned above.

Tools of evaluation: Two types of data collection tools have been framed. One has been framed at the project level and the other at the sample MWS level. The project-level tool comprises nine components and the MWS level tools contain seven components.

Method designed for performance scoring and grading: The Department of Land Resources, Ministry of Rural Development, Government of India has already adopted a scoring system which expresses the performance of each action in terms of five value-based classes, namely Excellent, Very Good, Good, Satisfactory and Poor. The quantitative values attributed in the form of score to the corresponding level are 9.5, 8.5, 7.0, 5.5 and 4.0, respectively. The percentage classes of the corresponding score are >90 per cent for Excellent, 80 to 90 per cent for Very Good, 60 to 80 per cent for Good, 50 to 60 per cent for Satisfactory and <50 per cent for Poor.

Findings

While depicting the background of the project under reference, it is found to be a sanctioned project of 101381.71 hectares of geographical area, of which 84320 hectares have been taken up to be treated. The project area is hilly terrain and it comprises 59 isolated MWSs as well as an equal number of villages under the 20 projects, namely i). Dimapur-V, ii) Dimapur-VI, iii) Kiphire-IV, iv) Kohima-V, v) Kohima-VI, vi) Longleng-IV, vii) Mokokchung-V, viii) Mokokchung-VI, ix) Mon-V, x) Mon-VI, xi) Peren-IV, xii) Peren-V, xiii) Tuensang-V, xiv) Tuensang-VI, xv) Wokha-V, xvi) Wokha-VI, xvii) Zunheboto-V, and xiv) Zunheboto-VI. The amount sanctioned for the project is Rs.12568.494 lakh with a project period of five years starting from FY 2011-12 and ending with FY 2016-17.

1. With the given size of the project, the PIA executed the preparatory phase activities. Followed by the execution of preparatory phase activities, the evaluation of the preparatory phase as per the stipulation of the Common Guidelines, 2008/2011 was carried out.
2. The evaluation report recorded execution of 59 Entry Point Activities (EPAs) fully spending the sanctioned amount of Rs 512 lakh. It also took up institutional building activities by constituting WCs in each MWS followed by few SHGs and UGs in each MWS. Awareness camps and capacity building training of different types were also conducted. During the phase, PIA also successfully completed the task of preparation of DPR of the project which got sanctioned from SLNA, IWMP, Nagaland and also from the Department of Land Resources, GoI. The findings brought out the accomplishment of various activities conforming to the stipulations of the Common Guidelines, 2008/2011 and accordingly, recommended for continuation of the project to its next phase, i.e. Work phase.
3. The overall performance accrued a score of 8.5 points out of 10 which corresponded to Very Good performance in the grading scale. Hence, the implementation of the next phase of the project was recommended. Along with the recommendation, the evaluation made three suggestions, namely i) to undertake the exercise of convergent implementation ii) to put more emphasis on capacity building through training and demonstration, and exposure visits for the field functionaries as well as the WCs and UGs to equip them with the necessary tools to carry out their work more competently and efficiently, and iii) to revise the wage rates for the workers.
4. The execution of the work phase under such recommendation proceeded. The review of project-level data related to work phase evaluation reveals that the execution of NRM activities resulted in the coverage of 55.85 per cent of the physical target under land

- development and 33.33 per cent under soil & moisture conservation, besides construction of water harvesting structures and check dams numbering 35.
5. Under the production system and micro-enterprise activities, 3358 beneficiaries have been provided with physical assistance in 20 projects. The data of the remaining project were not available. The amount was utilised under the component FP&ME by spending a sum of Rs. 816.518 against the target Rs. 1149.1 lakh.
 6. Under the livelihood component for the asset-less, the PIA has assisted 131 SHGs with RF @ Rs.10,000 per SHGs. Financial assistance has also been provided to individual beneficiaries for taking up income-generating activities. The total fund utilised under the component is found to be Rs. 833.00 lakh.
 7. The examination in respect of 59 sample MWSs in 20 projects further reveals the following:
 - i) With regard to EPA, the implementation is found to be in line with the stipulation of the Common Guidelines. In each project village, there is one EPA. The EPAs are serving the purpose and people are happy with such execution; two projects (Longleng-IV and Mokokchung-V) accrued the score of 9.5, which corresponds to the status of 'Excellent' performance.
 - ii) The aspect of the general execution of the work phase like (i) the schemes implemented are as per the DPR, ii) if partially followed or not followed, the deviation thereof, iii) activities proposed vs. actually implemented, iv) the signage with GPS coordinates have been installed for watershed works. The grading of performance in respect of all the three aspects is found to be Very Good and Satisfactory. However, it is found Satisfactory and Good in respect of the four aspects as the available signage do not bear the GPS coordinates.
 - iii) As regards to the land development works under NRM component, the physical and financial achievements are found to be good. The land development works have been carried out only in wasteland areas. The works are qualitatively found to be Good as per grading scale.
 - iv) Five activities under the soil and moisture conservation, namely i) bench terrace ii) half-moon terrace, iii) contour bund, iv) natural regeneration and v) other activities were carried out. On average, the performance of five activities in the 59 sample MWSs in 20 projects graded, namely for i) bench terrace (Very good), ii) Half-moon terrace (Good), iii) contour bund (Good), iv) natural regeneration (Poor) and other activities was found Good against the target.

v) Five types of activities, namely farm pond, check dam, nallah bund, percolation and other (irrigation channel) have been constructed under water harvesting structure component. The physical and financial achievements against the target of 59 MWSs in 20 projects are found to be Very Good on average. Also, the structures are qualitatively Good and serving the purpose.

vi) Under production and micro enterprises, 13 activities along with an average performance, namely i) weaving (good) ii) backyard poultry (Excellent), iii) handicraft (Good), iv) carpentry (Good), v) rice mill (Good), vi) kitchen garden (Very Good), vii) grocery shop (Excellent), viii) blacksmith (good) ix) tailoring (Very Good), x) livestock (Very Good) xi) rubber roller (Good), xii) salon (Satisfactory) and xiii) beekeeping (Poor) were found. A lot of beneficiaries, who have been assisted with the same, are found in the sample MWSs. It was found that the beneficiaries were selected in consultation with the WC. The contribution is also drawn and deposited in the WDF as per set norms of 20 per cent as all beneficiaries are ST only. While the above aspects of the component are found Good and Satisfactory in the grading scale, the DPR did not take into account any activity related to i) crop demonstration ii) IMN, IV) IPM, iv) IFS, v) Veterinary Services and vi) promotion of preparation of non-convention energy.

vii) In the areas of livelihood, a total of 131 SHGs have been assisted with RF @ Rs. 10,000, of which verification has been done in respect of 131 SHGs belonging to 59 sample MWSs in 20 projects. The SHGs have been paid in cash although each of them has a bank account. The bank accounts are operated jointly. The repayment of RF, however, is seen in some of the projects. The components provided under livelihood are piggery, poultry, goat rearing, carpentry, handicraft, weaving, vegetables, blacksmith and cardamom plantation.

viii) Community participation through the forum of WCs and UGs is very good in respect of planning and execution of the works. However, social audit has been done so far in 20 projects with 59 sample MWSs. Thus, the performance in respect of conducting a social audit is found good.

ix) As regards to the capacity building of farmers/beneficiaries of production system and micro enterprises as well as livelihoods for asset-less, the persons covered under different training are found to be good. The PIA has conducted several exposure visits of the progressive farmers, livestock owners, etc., as part of the capacity building programme.

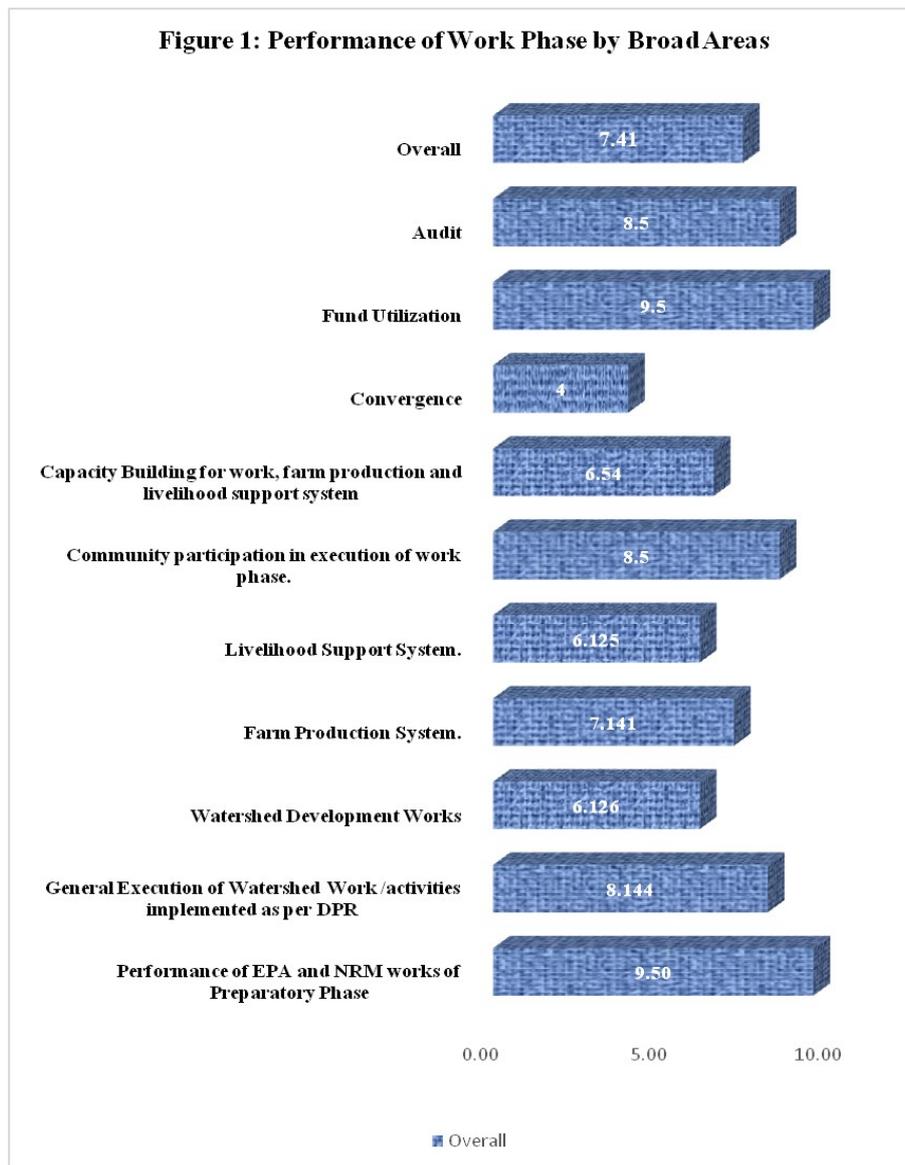
x) The functionality of social institutions such as WCs and SHGs has also been examined in 20 projects. In the 59 sample MWSs, uniformity has been observed in record-keeping by the WCs concerned. Records such as Meeting Minutes, Stock

Register, Visitors Registers, etc., have been maintained by the WC. The maintenance of accounts by the WCs is found to be poor. It is also found that the WCs have not been registered under the Societies Registration Act, 1860.

xi) Further, the SHGs promoted under the project have been examined using five principles of “Panchasutra,” i.e. (i) regularity of meeting, (ii) regularity in savings, (iii) regularity in internal lending, (iv) regularity in repayment, and (v) up-to-date bookkeeping. The verification reveals that the status of bookkeeping by the SHGs in the 59 sample villages is poor. The regularity aspects of the remaining four principles, i.e. regularity of meeting, regularity in savings, regularity in internal lending and regularity in repayment are also seen inconsistent with the ideals of Panchasutra. As a whole, all aspects (5) bear clear weakness.

xii) Fund utilisation is found to be good at WC level with 100 per cent utilisation.

xiii) Confirming the utilisation of fund under the project, the PIA carries out the financial audit at WC level. This is found done in respect of the sample MWSs also.



Conclusion

The findings with respect to the 20 Batch-III IWMP projects at the PIA level and 59 sample MWSs level bear a lot of positive and encouraging performances, obtaining a total score of 7.1, which corresponds Good in the grading scale. The project, therefore, is recommended for its continuity to the Consolidation phase. Towards such a level of progress, there are, however, a number of commissions and omissions are observed and enlisted for addressing the same particularly during the consolidation phase. These areas of attention are enlisted below for needful action:

- i. WCs are not yet formal bodies as they are not registered under the Societies Registration Act, 1860. The problem of deployment of non-formal bodies for utilisation of government grant may be taken up seriously and addressed.
- ii. WCs are neither authorised nor provided with the management skill of livelihood corpus and hence a recommendation is made to address both.
- iii. Special training programme for the members of WCs and SHGs on record-keeping as well as maintenance of accounts of WC/SHG may be organised. These training programmes should focus on maintenance of Cash Book, Meeting Minutes, Stock Register, etc.
- iv. Signboard of a permanent nature should be placed in the project site showing details of beneficiary, fund sanctioned, area treated and also the GPS coordinates.
- v. The assistance from livelihood corpus as returnable financing may be introduced in place of the present pattern of assisting SHGs with Rs. 10,000 as RF, which is a one-time grant.
- vi. A convergence plan should be prepared to achieve the common objectives through value addition, targeted and effective use of financial and human resources.
- vii. The practice of Social Audit as suggested in Common Guidelines, 2008/2011 is recommended for adherence.
- viii. The documentation of the success stories of the project activities or innovative practices may be introduced for each project as desired in the Common Guidelines.

Impact of the MGNREGS Rural Road Connectivity Initiatives on the Socio-economic Sphere in Jorhat District, Assam

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Introduction

Rural connectivity is one of the permissible works of MGNREGS. Assam has been a pioneer in the effective implementation of the road connectivity initiatives under the programme in the country. During the last 10 years, more than 10,000 rural road connectivity initiatives have been undertaken, and as part of the initiatives, more than 500 km of paved block roads has been constructed. The Government of Assam has entrusted NERC-NIRDPR to evaluate the impact of the road connectivity initiatives of the programme on the socio-economic sphere in Jorhat district.

Objectives

- To take stock of the rural roads created under MGNREGS in Jorhat district.
- To study the connectivity pattern developed with respect to settlement/built up and agriculture fields.
- To examine and analyse the impact of rural roads on socio-economic life (socio-economic impact of rural roads).

Methodology

Both primary and secondary data were used for the fulfilment of study objectives. However, the main findings are based on the primary data from the field. The secondary data constitute both official data from the offices at district, block and GP level, besides MIS as well as data found relevant from the review of literature. The collection of primary data from the field, however, based on samples appropriately represents the basic study unit. The study is based mainly on primary data collected from 72 sample road schemes and 720 road users (respondents) from 18 sample GPs of six blocks in Jorhat district.

The study examines the impact of MGNREGS road initiatives on nine broad socio-economic spheres, namely 1) attending social, 2) participating in cultural, religious and sports events, 3) availing education facilities, 4) availing health facilities, 5) availing government programme benefit, banking and marketing, 6) supporting farmers in agriculture, 7) supporting non-farmers in non-agricultural

activities, 8) supporting working people in offices and labour market, and 9) availing and accessing information and communication.

Study Area

Jorhat is an administrative district of Assam, located in the central part of Brahmaputra Valley. The district is bounded by Majuli district in the north, Nagaland State in the south, Sivasagar in the east and Golaghat in the west. In the north of the district, Brahmaputra River forms the largest riverine island in the world. The administrative office is located at Jorhat town. Under the district, there are six rural development blocks and 90 Gram Panchayats. Jorhat district is spread over an area of 2851 km² with a population of 10, 91,295, according to the 2011 census.

Findings

Among all the nine socio-economic spheres, the impact of MGNREGS roads on the educational activities is found to be the best. The impact on the sphere of health stands nearly similar to that of education. The participation of villagers in undertaking medical treatment/check-up as well as villagers carrying out emergency healthcare activities has increased in 90 per cent of the GPs. Regarding the visits to government offices for availing programme benefits, and banks and markets for availing necessary services, the impact of MGNREGS roads is as expected, which can be traced at the whole district as well as the GP level. The impact of MGNREGS roads on the activities of non-farmers is found to be the least. The study reveals that the plying frequency of commercial vehicles carrying (i) passengers, (ii) goods and (iii) operating various services has marked an increase to some extent as 48.89, 66.81 and 55.14 per cent of the respondents, respectively, have a favourable opinion at the overall district level. The overall impact scenario with respect to villagers attending cultural events shows that due to MGNREGS roads, the participation in such events has increased according to 70.69 per cent, travel time in doing so has decreased, according to 68.08 per cent and the use of labour/person-hours has decreased, according to 46.53 per cent of the respondents. The occurrence of outcome-related benefit on enterprise growth and agricultural practices due to MGNREGS roads is found to be much lower. The outcome in agriculture is still poor. The opinion support in favour of an increase in crop diversification, production of perishable commodities and adoption of advance agricultural technologies accounts for 21.53, 5.42 and 36.70 per cent of the respondents, respectively.

Conclusion

The impact of MGNREGS roads on nine socio-economic spheres provides a number of indications in positive lines.

Women's Economic Contribution through their Unpaid Household Work

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Background

Traditional economic theories have been extremely short-sighted in the valuation of goods and services produced in an economy. Only those goods and services, which have a market value and which can be transacted in exchange for money, were typically considered for inclusion in the national statistics such as GDP. Women's unpaid activities are continued to be considered as non-economic and thus, remain outside this traditional framework of GDP estimation. Consequently, mainstream macroeconomic policymaking has been misleading and discriminatory towards women.

Women's unpaid work ranges across a wide spectrum comprising domestic work like cleaning and cooking, caring work like nurturing children and caring for the old and diseased, non-remunerative economic work like participation in the family business or own farm, etc. There are attempts by scholars to measure the economic value of household production or work done in the home that includes childcare, cooking, shopping, housework, gardening, etc. In rural India, women are going through even more hardships than their urban counterparts. Fetching water from well, bringing forest residues and agriculture crops from the field, rearing children at home are among them. Some studies suggest that when it comes to childcare, it is not just children who stand to gain from their devoted parents. It turns out that we all gain from those who invest their time and resources in their children.

This study was taken up to map the number of hours spent by women in unpaid work and the monetary value they would assign to this work, if they had a chance.

Objectives of the Study

- To determine factors that may influence the time spent by women on unpaid work.
- To determine women's self-evaluation of their unpaid work.
- To understand the level of cooperation within the family in reducing women's unpaid work.
- To infer policy/programme implications from the analysis of the data on
 - (a) distribution of paid and unpaid work among women
 - (b) nature of unpaid work of women including the drudgery of their work.

Study Area

This exploratory study was conducted in Kerala and Tamil Nadu. Kerala was chosen because of the empowerment of women. This would help answer the question of whether the empowerment status of women in Kerala has helped them to value their unpaid household work.

In 1998-99, India conducted its first time use survey in six states and Tamil Nadu was one among those states. For this study, Tamil Nadu was chosen again so that some level of comparison may be achieved.

The culture, social status and topography of these selected states are different from each other and they have a significant influence on the work done by women. Therefore, the study area covers both hilly and plain areas where the work activities are different.

One district from each state was selected for the study. The sample size is 200 for Tamil Nadu and 203 for Kerala. In each district, respondents were women drawn from urban and rural areas. This sample also covers respondents engaged and not engaged in economic activities outside the home. Purposive sampling method was adopted to fulfil the above criteria. In addition to these, while choosing the sample, respondents' social status, physical fitness and age were taken into consideration. Primary data were collected through structured schedules from Dindigul district in Tamil Nadu and Kottayam district in Kerala.

Methodology

The study adopted Expert Group Classification to have a comprehensive knowledge of the use of time by women for various household activities. Household activities are those done by respondents to maintain their households. The activities are divided into the following major groups:

1. Employment for establishments
2. Primary production activities (not for establishments)
3. Services for income and other production of goods (not for establishments)
4. Household maintenance, management and shopping for own household
5. Care for children, the sick, elderly and disabled for own household
6. Community services and help to other households
7. Learning
8. Social and cultural activities
9. Mass media use
10. Personal care and self-maintenance

Based on the above-mentioned activities, empirical data were collected to estimate the time spent by women on those activities and how much they are valued in terms of money.

Replacement cost method was used to check the robustness of estimation. Replacement cost is a widely used method for estimating unaccounted (unpaid) contribution in the developing countries. Mainly, two types of replacement cost methods are used - generalist and specialist. The present study used the generalist **replacement cost method**. For the replacement cost method, the shadow wage (paid in the respective regions) for a similar type of work was used. Data were collected by asking the following question:

“If you hire someone to do the job instead of doing it by yourself, how much would you have to pay monthly for this work for the assigned time daily?”

For analysis, data were coded, entered and analysed. Simple frequency tables, crosstables, correlations and measures of central tendency were used to analyse the information. In most cases, comparisons are made between Tamil Nadu and Kerala, rural and urban. This is a quantitative analysis based on a structured questionnaire. The fieldworkers spoke to respondents in their homes and recorded responses of the questions in the schedules.

Main Findings

- Maximum women in Tamil Nadu reported working for 5 hours on unpaid work; the average number of hours of unpaid work is 7.6 hours (mean). In Kerala, maximum women reported spending 8 hours (mode) in unpaid work; the average number of hours of unpaid work is 9.3 hours (mean).
- When asked to assign a monetary value to their work, women were mostly unable to do so. In fact, 90 per cent of respondents in Tamil Nadu and 70 per cent of respondents in Kerala could not respond to the question “how much would you pay a hired help for the work you are doing now?”
- For those who did respond to the question, the average monthly value of the unpaid work comes out to be INR 4189 in Tamil Nadu and INR 730 in Kerala. The valuation of unpaid work is shockingly low in Kerala!
- Maximum respondents assigned the lowest value to care work (INR 500 in rural Tamil Nadu and rural Kerala, INR 1000 in urban Tamil Nadu and INR 825 in urban Kerala) and reported spending least number of hours (1 hour) on it. Clearly, women were themselves unable to compute the hours or put a value to the nurturing role. They were far more comfortable in enumerating hours spent on cleaning work. Maximum reported spending 2-3 hours on it. In Tamil Nadu, most women assign INR 2000 to cleaning work. In Kerala, however, cleaning work gets an average (mode) value of INR 500 only.

- With age, hours spent on unpaid work decreases for women in Tamil Nadu but increases in the case of women in Kerala. Usually, unpaid work increases with an increase in family size except in urban Kerala.
- Along with unpaid work, 66.2 per cent of all respondents also engaged in income-generating activities. 'Employed' women/women engaged in income-generating activities have to work a far greater number of total hours than unemployed women, in fact, 4.5 hours more. This is the typical case for double burden of work (paid and unpaid).
- The average number of hours worked by the employed woman (paid work and unpaid work) in the study sample comes out to be 14.7 hours whereas that worked by unemployed women (doing only unpaid work and no paid work) is 10.2 hours.
- On average, women in income-generating activities were found contributing to a little more than one-third of the total family income. Despite that, the exclusive burden of unpaid domestic and care work did not decrease or get redistributed. The fact of being employed did not have any effect on the husband's role in housework.
- Interestingly, more than two-third women reported that husbands 'helped' them in housework but this 'help' was in the form of shopping and fetching water in Tamil Nadu. In Kerala, however, two-third respondents said that husbands helped them in cleaning the house.
- In terms of awareness about gender equality and rights, 61 per cent respondents were 'below average' in their scores (score 20 or below out of 40). Not a single respondent was in the 'good' gender awareness category (score 25 or more). This is perhaps one of the reasons why women labour extremely hard in unpaid and paid works without recognising or gaining recognition for the value and contribution of such work.

Conclusion

The study was an attempt to bring to the forefront women's unpaid work, both economic as well as domestic and care work, which remains unrecognised in national statistics, public policy and within families and communities. This lack of recognition or invisibilisation of women's work emanates from naturalised notions of gender roles in society where women are seen to be nurturers and caregivers, their work relegated to the 'private' sphere and deemed outside the purview of market. This results in severe discrimination, devaluation and subordination of women and women's contribution to every aspect of life. Devaluation is so naturalised that often women themselves do not recognise or value their hard labour as 'work.' The study found that while women often put in eight hours of unpaid labour in household and other activities, they are unable to assign a market value for this work. Those of who can make a guess at the value of their work, grossly underestimate it.

Thus, for example in Kerala, for 9.3 hours of work every day on an average by women, the valuation is only INR 930 for the whole month. Kerala is celebrated in India and the world over for its achievements in development, for attaining full literacy rates and for its bottom-up approach to engaging women in income-generating activities through Kudumbashree. The fact that despite such great strides in gender and development, women in the study sample from Kerala value their unpaid work so less, is truly unfortunate. It signals the fact that economic empowerment and literacy do not necessarily translate into overall empowerment where women and their communities value their voice, choice and agency. In fact, none of the women in the study sample, be it Kerala or Tamil Nadu, seem to be well aware of gender rights or the fallacious discrimination against women because of socially prescriptive gender roles.

The study proves the actual existence of the double burden of work for employed women. More alarming is the fact that women do not question this double burden of work and accept it as given/natural. Husband's contribution is mostly restricted to shopping and fetching water and this too is seen as 'help' rather than the responsibility of the man towards the home. Women continue to labour for hours in unpaid and paid work throughout their lifecycle, making a significant monetary contribution to family's income (whenever they earn) and still they are unable to value their work! This is a failure of the society at large, and public policy in particular. The importance of 'counting' women's unpaid work is important not only for a better assessment of women's contribution to the Gross Domestic Product but to accord their untiring labour the status of 'work' and invest it with dignity and value. The study is a small attempt in that direction.

Smart Village, Lakhpati Kishan: Case Study of Gram Panchayats in Khunti District, Jharkhand

Dr. Pratyusna Patnaik, Assistant Professor, CPR

The case study is a documentation of successful initiatives taken up by the Gram Panchayats in coordination with a civil society organisation (Nav Bharat Jagriti Kendra - NBJK) and Collectives for Integrated Livelihood Initiatives (CInI) in Khunti district of Jharkhand to bring irreversible change in the quality of lives of 2500 households. Tata Trust with CInI launched “Mission 2020 – Lakhpati Kisan: Smart Villages” programme in 2015, intending to make 101,000 tribal households ‘lakhpatis.’ Mission 2020 has two goals: developing 17 blocks in four states (Jharkhand, Odisha, Maharashtra and Gujarat) as regional drivers of development and bringing 101,000 households irreversibly out of poverty.

With the support from Collectives for Integrated Livelihood Initiatives (CInI), Nav Bharat Jagriti Kendra (NBJK) is working in five Gram Panchayats (Digri, Gutuhatu, Kudapurti, Binda and Bichna) of Murhu block in Khunti district of Jharkhand to enhance the livelihood opportunities of communities and uplift the quality of life of 2500 households. The major interventions of NBJK in coordination with the Gram Panchayat members include institution building through SHGs, water resource development, diversification of livelihood opportunities through vegetable, horticulture, lac cultivation and piggery towards a successful initiative of Smart Village. The budget outlay of Rs 7.44 crore is planned for five years from 2015-20 to improve livelihood development of 2500 households in Muhru block of Khunti district, Jharkhand. These initiatives of Smart Village and Lakhpati Kishan are generating income of more than Rs. 1.00 lakh per year per household against the previous average of Rs. 30,000 a year. The Gram Panchayats with public-private partnership and effective planning showcase a successful model of rural development, which can be replicated elsewhere taking into consideration the local needs and priorities.

Capacity Building Training (CB&T) of Elected Women Representatives (EWRs) in Jharkhand

Dr. Pratyusna Patnaik, Assistant Professor, CPR

Introduction

Capacity Building & Training (CB&T) of Elected Women Representatives (EWRs) in Jharkhand was carried out by the National Institute of Rural Development and Panchayati Raj in collaboration with the National Commission of Women, New Delhi. The CB&T was conducted in three districts of Jharkhand, i.e. Chatra, Simdega and Pakur. The primary objective was to make the EWRs well conversant with the powers and functions of PRIs, ensuring democratic decision-making, planning and implementation of development schemes by imparting training to them comprehensively at the local level. The CB&T was conducted in saturation mode in a phased manner with the first six days of on-site training and second three days of handholding. The on-site training engaged with classroom lecture covering maximum information related to Panchayati Raj Institutions, Acts, and women and children rights to enable the women representatives to articulate their voices. The target participants for the CB&T programme were 3401 women representatives from nearly 376 Panchayats in 28 blocks of three districts, viz. Simdega, Pakur, and Chatra. The project was launched at Ranchi, Jharkhand on 17th April, 2017 through videoconference by the Union Minister of Women & Child Development, in the presence of Minister of Rural Development & Panchayati Raj. The following strategy was followed:

Strategy

1. Training module was prepared on various topics related to PRIs prior to the commencement of the programme for imparting effective training to EWRs
2. The training was undertaken in a phased manner; in the first phase, 35 master trainers were identified and trained to execute the actual on-site training at the grassroots level.
3. In the second phase, six days of on-site training of EWRs was carried out. Thematic sessions were taken by the resource persons to enable the EWRs at the block level.
4. To place the concepts into practice, three days of handholding sessions were carried out for the EWRs.
5. After executing the CB&T programme, an impact assessment was undertaken to assess the effectiveness and impact of capacity building training on EWRs in Jharkhand. In order to map the effectiveness of the training programme, individual interviews and focus group dis-

cussions with trained EWRs of PRIs were held to draw the benefits of the capacity building and training. Further, an interview with non-trained EWRs was also conducted to assess the comparative impact of CB&T on trained and non-trained EWRs of PRIs of Jharkhand.

Implementation

It was planned to cover a total of 3401 EWRs of three districts in 76 batches. However, 2064 EWRs successfully completed three days of training in the first phase and 2084 EWRs in the second phase. The overall percentage of the achievement was 60.88 and 61.72 per cent, respectively, in the first and second phases. Compared to the other two districts, Simdega scored the highest at 63.49 per cent in the first phase and 65.3 per cent in the second phase.

Findings of Impact Assessment of the Capacity Building Training

It was found that the majority of EWRs have benefited through the CB training. The EWRs said that capacity building training accelerated their practical skills and knowledge in the process of planning, monitoring, and implementing various developmental schemes. This is their first formal training through which they have acquired information about the PRI Act. It was observed that the trained EWRs were more aware of various Acts for the vulnerable when compared to non-trained EWRs. Following are the observations made during the post-training assessment.

1. Regarding the functions related to Gram Panchayat, it was observed that before training, the EWRs were not aware of the standing committee at the Gram Panchayat level or preparing a plan for village development through GPDP in Gram Sabha. However, after the CB training, they have prepared a perspective plan and are attending the Gram Sabha meetings regularly.
2. It was noticed that after they underwent the CB&T, majority of the EWRs were aware of the functioning of the Panchayats such as the required number of Gram Sabha meetings, the quorum for the meetings, the persons responsible for preparing the agenda and the person who keeps Panchayat record.
3. The training helped the EWRs to generate own sources of revenue for the Gram Panchayats from the forest products.
4. During the FGDs, the EWRs said that they have created an awareness campaign with the help of ICT against the superstitions followed by villagers. The CB&T enabled them to use ICT platform to launch campaigns against the superstitious practices prevalent in villages.
5. The EWRs were regularly visiting various sites for monitoring and supervision such as anganwadi centre, MGNREGA construction site, etc., which in turn made them confident,

- active and responsible in terms of empowerment, which is found to be the key impact of this training programme.
6. Further, the training programme made them troubleshooters for development problems and empowered them for better implementation of rural development programmes.
 7. In response to addressing public grievances, the EWRs revealed that public grievances have improved after the training, which helped them to measure efficiency and effectiveness for identifying the problematic areas.
 8. It is observed that very few EWRs entered into electoral politics of grassroots institutions at their own choice. Rather, they were pursuing by male heads of the family or their husband to contest the election. As a result, the majority of them are not capable of taking an independent decision with regard to grassroots politics. However, they got confidence after attending the CB training which helped them to contribute to the decision-making process.
 9. In several Gram Panchayats, women Sarpanches, who were not aware of their legitimate right to chair the Gram Sabha and Panchayat meetings, are now doing it with confidence. The Dalit women sarpanchs are also presiding over the Panchayat meetings, which is an indicator of the remarkable success of the training programme.
 10. The responses received were very encouraging as the training programme raised the awareness level of EWRs on their roles and responsibilities in the administrative and development matters. This is a very consistent finding in the sense that knowledge is a necessary precondition to perform, particularly because most of them being first-timers and did not undergo induction training after getting elected.

**Change in Livelihood Pattern of Rural Household Participating in
Small Credit & Saving Schemes in the State of Jharkhand
– A Study of Rural Household in Four Districts of Jharkhand**

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Introduction

Jharkhand is a State in Eastern India, which is carved out of the southern part of Bihar on 15th November, 2000. Jharkhand shares its border with the States of Bihar to the north, Uttar Pradesh and Chhattisgarh to the west, Odisha to the south, and West Bengal to the east. It has an area of 79,710 km² (30,778 sq mi). The industrial city of Ranchi is its capital and Dumka is its sub-capital. Jamshedpur is the largest industrial city in the State, while Dhanbad and Bokaro Steel City are the second and fourth most populous cities, respectively. Jharkhand accounts for 40 per cent of the mineral resources of India. The State has a population of 32.96 million, consisting of 16.93 million males and 16.03 million females. The sex ratio is 947 females to 1000 males. The population consists of 28 per cent tribal people, 12 per cent Scheduled Castes and 60 per cent others. The population density of the State is 414 persons per square kilometre of land; it varies from as low as 148 per square kilometre in Gumla district to as high as 1167 per square kilometre in Dhanbad district.

Jharkhand has witnessed an all-pervasive growth with all sectors and most of the sub-sectors of the economy recording an impressive growth in the last five years. The performance of Jharkhand in the last five years has been better than that of the country as a whole. While the GDP of India grew at an average annual rate of 6.8 per cent (CAGR), the GSDP of Jharkhand grew at the average rate of 8.8 per cent per annum between 2011-12 and 2015-16. The growth rate of Jharkhand, in the last two years, has been a little more than 12 per cent, while that of the country has been a little above 7 per cent only. Following the provisions of the Indian Constitution, as a separate State, Jharkhand has enacted its Panchayati Raj Act. This has been done in accordance with the provisions of the 73rd Amendment to the Constitution and that of the Panchayats (Extension to the Scheduled Areas) Act, 1996 applicable to the State. The State has accordingly brought about the changes in its Act and announced the elections.

Jharkhand State Livelihood Promotion Society (JSLPS), with the support from Ministry of Rural Development and National Rural Livelihood Mission (NRLM), has taken the initiative of organising women from 10 blocks across the districts belonging to ST and SC communities through self-help groups, and providing them with technical support for productivity enhancement through the adoption of package of practices, promoting micro-enterprises, skill upgradation training and facilitating business development services through self-help groups and their organisations, and enhancing their livelihoods.

This study has made an attempt to analyse the change that has happened in the status of families participating in this programme, resulting in better income and livelihood options, and documenting objectively the process of change that has been promoted by JSLPS over last two to three years. An understanding of changing status of livestock, agricultural assets and the shift in availing loan from non-formal sources to formal sources are some of the proxy indicators of improvement in the state of affairs.

Objectives

The overall objective of this study is to determine the attribution of small credit and savings programmes to the livelihood of rural community.

Specific Objectives:

- To examine the socio-economic condition and livelihoods pattern of the rural community participating in small credit and savings programmes
- To document various options adopted by rural households after participation in small credit and savings programmes
- To examine the sustainability and effectiveness of these livelihood options adopted by the community by participating in small credit and savings programmes
- To analyse the increase in income of the households participating in small credit and savings programmes
- To examine the pattern of small savings done by households by participating in small credit and savings programmes

Methodology

Survey Method

Survey method was chosen to collect primary data. A small group of interviewees comprising representatives of the self-help group of the village was selected for the survey and an interview schedule was prepared.

Case Study

Case studies of successful livelihood interventions, enterprises and skill enhancement from the sample villages were used for generating evidence and supporting the study findings.

Sampling Technique:

Multistage, purposive and simple random sampling methods were adopted for the selection of samples in the following manner:

First Stage: Four districts were selected from three different regions - three from Chota Nagpur and one from Kolhan - through purposive sampling method.

Second Stage: Two villages were selected from the selected districts again through purposive sampling method.

Third Stage: About 15 earning households (HH) were selected from each village through simple random sampling.

The sample size is 128 in total for all the 8 villages.

Study Area

For primary data collection, one hundred and twenty eight (128) respondents from eight villages in four districts in two Administrative Divisions, namely Chota Nagpur (North & South) and Kolhan, were selected. The details are as follows:

| Districts | Blocks | | | | | | | | | Total |
|--------------------|-----------|----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|------------|
| | Angara | Baya-bad | Benga-bad | Bhar-no | Dumri | Khut-pani | Nam-kom | Palkot | Tantnagar | |
| Giridih | | 7 | 4 | | 18 | | | | | 29 |
| Gumla | | | | 16 | | | | 16 | | 32 |
| Ranchi | 16 | | | | | | 21 | | | 37 |
| West Singhbhum | | | | | | 15 | | | 15 | 30 |
| Grand Total | 16 | 7 | 4 | 16 | 18 | 15 | 21 | 16 | 15 | 128 |

Altogether, 128 sample SHG members were selected using the proposed techniques for the collection of information. The village-wise distribution of sample is as below:

| Villages | Panchayats | | | | | | | | | |
|--------------|------------|----------|-------------|------------|--------|-----------|----------|------------|------------|-------|
| | Bharno | Dho-bani | Dudh-paniya | Duma rtoli | Gar ke | Get-alsud | Jamt oli | Janumb era | Tantna gar | Total |
| Getalsud | | | | | | 16 | | | | 16 |
| Keyachalom | | | | | | | | 15 | | 15 |
| Kullukera | | | | 1 | | | 15 | | | 16 |
| Madhgopali | | 4 | | | | | | | | 4 |
| Madhyagopali | | | 14 | | | | | | | 14 |
| Phitokoriya | | 11 | | | | | | | | 11 |
| Sidroll | | | | | 21 | | | | | 21 |
| South Bharno | 16 | | | | | | | | | 16 |
| Tantnagar | | | | | | | | | 15 | 15 |
| Grand Total | 16 | 15 | 14 | 1 | 21 | 16 | 15 | 15 | 15 | 128 |

Findings and Conclusions

Jharkhand is one of the richest states in the country with 36.7 per cent population below the poverty level. Interventions like JSLPS and NRLM have certainly made an impact in terms of income enhancement of families participating in small credit and savings programmes. The training in terms of skill upgradation, adoption of an improved package of practices and availability of credit at nominal cost have made a difference for these farming families. There is a noticeable improvement in the practice of livestock rearing among the communities that participated in the programme and this is also contributing significantly to the income of the families in rural areas.

The major issues related to the smallholder women producers in agriculture and livestock rearing are as follows:

- Lack of organisational cohesiveness either as an occupational group or as a social group
- Low productivity in agriculture due to inadequate extension and business development services
- Poor market facilitation and limited available backward and forward linkages
- Limited or no integration in the existing value chains
- Lack of Market Information

Recommendations

The impact assessment survey of small credit and savings activities was conducted with the specific objective of tracking the change due to the implementation of livelihood projects by JSLPS. The major indicators for assessment have been the inclusion of poorest quintile household, benefits received by women households, adoption of package of practices, services received from backward and forward linkages, marketing of produce, change in income level, impact on household security in terms of their food, health, decision-making, etc. The change in income has been subjected to the analysis of the significance and the same has been presented in the main report.

Inclusion in project: The analysis shows that the project has been able to ensure the inclusion of poorest quintile of households in the community. This is mainly done by bringing them into the fold of self-help groups. Further, each member has an account in the formal bank and this ensures financial inclusion of the community. It has been found that the women in the sample taken for the study have bank accounts and thus, the project objective in terms of financial inclusion has been achieved successfully.

Benefits received from the project: Benefits have been provided to the household included in the fold of the project. The need and requirement of the community has been assessed at the beginning of the project through a baseline study and they have been provided with the benefits accordingly. It was found that the benefits like training and capacity building on package of practices, demonstration, soil testing, agricultural inputs in terms of seeds, fertilisers and pesticide, support for marketing of produces, on-field support, seed treatment technique, etc., have been provided to them. The support for purchase of feed for poultry, construction of shed and purchasing goats was made available from the loan from groups. It was found that the demonstration, training and inputs received by sample farmers were quite satisfactory. Also, it was revealed that 76, 90 and 67 per cent of them are satisfied with the demonstration, training and inputs benefits, respectively.

Adoption of package of practices: It was found that the community has been trained on various details of changing cropping pattern and diversification of cultivation which is necessary for the improvement of production. The community has participated in training programmes meant for the improvement of the package of practices. Farmers were being regularly monitored by the agricultural specialists to ensure the adoption of the package of practices. Exposure visits of group members were organised to orient them on the standard package of practices. Agricultural specialists and animators visited the crops at all critical stages such as nursery stage, land preparation, transplantation, intercultural operation and harvesting. Harvesting data have also been recorded.

Poultry growers were provided inputs such as drinkers, feeders, poultry feeds, vaccination, minerals and vitamin. Regular on-the-spot guidance was provided by the VAS to the SHG members on poultry farming. The animal husbandry specialist regularly monitored all the demonstration units. Exposure to the demonstration units was also organised to orient the villagers on the standard package of practice. Livestock specialist and animators visited demonstration sites to ensure proper feed management, health management, and shade management of demo units.

Technical Services: JSLPS has initiated the process to promote best practices of farming, maintaining marketing information system, diversifying and raising levels of knowledge and skills in agricultural production and post-harvest processing in collaboration with the horticulture department. This will add value to the products.

Income enhancement: The study has been conducted with the prime emphasis on change in income regarding improved productivity and livestock rearing by households participating in small credit and savings activities. It has been found that there has been a positive change in the productivity (kg/acre) of sample women households if the average number/kg of poultry birds/goats is chosen as an indicator of productivity for poultry and goat farmers.

Over the last two years, there has been an increase in income. In the analysis, it was found that there has been the highest increase in income for women households practising diversified agriculture with livestock rearing. The second highest productivity enhancement has been found in terms of women households undertaking agriculture mixed with small enterprises. So, it has been recommended that the project should focus on promoting a mixed type of portfolio of activities rather than only agriculture or livestock or enterprise promotion.

Marketing of produce: One of the objectives of the project is the collective marketing of surplus produce to fetch better prices for producers and increase their bargaining power. It is seen that in the agriculture sector, households sale their produce to their respective aggregators, and in the livestock sector, most of the beneficiaries sell their produce to the trader and at the local *baat*. There has been a decrease in distress sale of produces as it was happening earlier. The women members, who are not selling their produce to the aggregators, revealed that though they were interested to sell their produce to them, the payment system by cheque prevented them to do so as their needs were urgent.

Change in income: The change in income of the household has been assessed due to project intervention and it has been found that the mean annual income of women households participating in the small credit and savings has been increased significantly. It was found that on average, there has

been an increase of 40-50 per cent in the income level of families participating in the SHG activities having mixed types of interventions supported by JSLPS.

Impact on food security, health status, and decision-making process: The analysis of the impact of the project revealed a significant change in the status of food security, health status, and participation in the decision-making process. Further analysis of the project impact revealed that there is 26.7 per cent increase in women households providing study materials to their children, 23.7 per cent increase in household achieving food security for the whole year, 34 per cent increase in households' incapability to purchase assets, 30.7 per cent increase in households in involvement in decision-making, and 28.3 per cent increase in households' participation in Gram Sabha.

It was found that the project implemented over the last two years has made a significant impact in terms of change in the lives of the community and the same has been reflected in the study undertaken.

RESEARCH HIGHLIGHTS 2018-19

Performance of Functionaries under MGNREGS in Andhra Pradesh

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Introduction

Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) has a unique place among other flagship schemes/programmes of the Ministry of Rural Development both in terms of magnitude (physical coverage) and the personnel deployed for implementation purposes at all the three tiers of Panchayat.

In tune with the changing priorities, the scheme guidelines have also been tweaked in the last five years. There is a multifold increase in the number of days of employment the scheme could generate since its inception and accordingly, the functionaries deployed for the scheme also upgraded their skills so as to improve their performance levels.

Objectives

- 1) To study the performance levels of the functionaries in their own assessment
- 2) To compute a 'delivery index' of each functionary group
- 3) To identify the reasons for the gap in responsibilities expected to be discharged and actual position
- 4) To make suggestions for improving the present status of discharge of responsibilities

Methodology & Study Area

As the performance of the functionaries is reflected in the performance of MGNREGS by and large, parameters reflecting the performance of the scheme at the district level, viz. the number of employment days generated, percentage of woman person-days in total days of employment generated and the work completion rate during the period 2012-17 are considered for the selection of districts. Based on the overall performance, all the 13 districts in the State are ranked. Two districts representing high and low levels of performance within each region, viz. North Coastal, South Coastal and Rayalaseema are selected for the study. Following this procedure, six districts, namely Visakhapatnam and Srikakulam (from North Coastal region), East Godavari and Guntur (from South Coastal region), and Anantapur and Kurnool from Rayalaseema were selected.

Selection of mandals: While the same parameters were adopted for the selection of mandals from each of the selected districts, there is a slight difference in the procedure followed for the selection of mandals. Choosing appropriate cutoff points, the mandals in a district are classified into high, medium and low groups based on the position on three parameters, and from each group, one mandal was selected randomly (18 mandals were selected for the study).

Selection of GPs: For the selection of Gram Panchayats (GP), one GP was selected randomly from the selected mandal. Thus, the study team covered 18 mandals and as many GPs in the study.

Summary of findings and conclusions

- The study, in all, covered seven different kinds of respondents – five categories of officials dealing with the implementation of MGNREGS, active workers and elected representatives.
- The officials were interviewed mainly to quantify the self-assessments of their responsibilities/functions they are supposed to discharge in the context of the implementation of MGNREGS. Among the five categories of officials, there exists some hierarchy in their status and also in their functions. In terms of sample coverage of different categories of officials, it goes like Assistant Project Director (APD)-17, Assistant Project Officer (APO) and Engineering Consultant (EC)-17 each, Technical Assistant (TA) -65 and Gram Rozgar Sahayak (GRS)-102. Separate schedules containing indicators reflecting the actual responsibilities of the officials were administered to each of these officials to capture their self-assessments of their performance with respect to each of the functions (indicators) they discharge.
- Weighted mean scores were computed for each district across functionaries based on their self-assessment ratings according to which Anantapur got the first position with a mean score of 2.72 (or 91 per cent), closely followed by Visakhapatnam with a mean score of 2.71 (or 90 per cent). Across all the six study districts, Kurnool (mean score of 2.49 or 83 per cent) ranked the lowest.
- The mean scores are based on the self-assessment of (the five categories of) functionaries working for the MGNREGS and therefore, it can be assumed that the assessment is a clear reflection of the extent to which they are able to discharge their duties despite many odds they face in the process. Towards improving the position further, the hindrances the functionaries face need to be plugged, especially in the case of those working in Guntur and Kurnool districts.
- If we go by the performance scores on the indicators that relate to the job chart of different functionaries covered in the study, the picture is encouraging. But the functionaries poured

out many issues in specially conducted focus group discussions (FGDs) and also in the individual interviews. If we analyse the issues raised and suggestions made by these functionaries, they are seemingly centred around three important aspects- (1) workload-related, (2) issues regarding cooperation from other departments, especially in convergence works and (3), 'personnel' issues, including the need for showing a career growth path along with an increase in the pay package. The authorities concerned may examine the issues and act on them wherever necessary in order to ensure a bigger push for the implementation of MGNREGS.

The gist of the feedback and suggestions is what follows:

- Uploading of approved works using Bhuvan software is very slow mainly due to the technical glitches which need to be carefully studied and rectified. Uploading of the details collected from the field through mobile phones is turning difficult due to network connectivity issue, which leads to delay in sending the reports in time. For this, the solution could be improving the bandwidth of the servers used for MGNREGS data transfer, besides thinking in terms of providing 'tabs' in the place of mobile phones.
- Mounting pending wage bills is a cause for concern. Whatever be the reason, in some cases, the wage seekers are not paid for more than three months since their participation in MGNREGS. The officials are not in a position to explain to them the reasons for the delay. Non-seeding with Aadhaar has also resulted in delay in wage payment in some cases.
- Because of the wage differentials (between the market wage and the wage offered under MGNREGS), mobilisation of labour for participation in the scheme is becoming difficult, especially in the irrigated areas. The planning for implementation of the scheme cannot afford to overlook this issue. The scheme will have a larger success if it is given a greater push during the off-agricultural season.
- All functionaries, without any exception, across the spectrum were of the view that a lot of their time is taken away by video and teleconferences. The present number of such conferences may be brought down to half for the field staff (TAs and ECs).
- Pressure from the political leaders to implement more works involving larger material component was reported. Some complaints were voiced by the functionaries that they were asked by the leaders to fudge the accounts so that they (the leaders) can make some money. The involvement of Sarpanches is also reported in the appointment of GRS (field assistant) and senior mates.
- The functionaries were finding it difficult to take forward the works involving convergence with the Housing department as coordination (with this department) is a task in itself. There must be a clear demarcation of responsibilities when the works are implemented in

convergence mode with not only the Housing department but also with the departments of Minor Irrigation, Horticulture, etc.

- Lack of assistance for record maintenance is affecting the timely upkeep of records. Slower internet is also adding to the woes regarding forwarding e-musters and also in uploading photos.
- Only some APOs are promoted as APDs. But the post of APD is normally filled by the deputationists from other departments and such deputationists, as alleged by APOs, do not evince interest in the implementation of MGNREGS as much as APOs promoted as APDs show. In this background, the APOs plead for incentives for better performance and the post of APD should be filled by APOs only but not by deputationists from other departments. And, when the salary is fixed for the APOs, their past experience in the department of RD must be taken into account, they plead.
- The services of APOs were being used for other works such as Special Officer and Nodal Officer, and duties concerning the implementation of Gram Darshini. Besides, the APOs have to attend all meetings at the office of MPDO, regardless of the fact whether the works are related to MGNREGS or not. This takes away most of their time resulting in paying lesser attention to MGNREGS.
- The APO is responsible for the implementation of convergence works pertaining to 24 departments and meetings in this regard take place every week in the MPDO's office. Besides, their job chart also includes attending video and teleconferences and supporting the social audit team. In the midst of these responsibilities, they are not able to give due attention to MGNREGS.
- Heavy workload of the functionaries is telling on their health status (in terms of developing diabetes and hypertension), as reported by many of them. The health facilities offered by the authorities are not adequate despite some contribution by the functionaries. In this regard, the functionaries were pleading for the introduction of a health insurance scheme or there must be a provision where the government pays the medical charges of the employees to the hospital directly.
- Monitoring of the progress of the work of ECs is done against the targets fixed under MGNREGS. But the ECs are roped in for performing a multitude of other tasks which include participation in opinion polls, borewell survey and geo-tagging of IHHLs besides attending to the convergence works. The ECs were of the view that they can do better justice to the job chart given to them under MGNREGS if they are allowed to confine themselves only to MGNREGS works. The GRSs and TAs are also involved in a large number of tasks not directly related to their job chart and such tasks include participation in Swachh Bharat, electric pole survey, etc. And such tasks take away most of their time.

- The officials of other departments with which convergence works are taken up, the services of such officials should be adequately utilised even for geo-tagging of works.
- The workload (of EC) is very high as reported by the ECs. There is no holiday and no fixed working hours. Each EC is attached to one mandal having a radius varying between 20 and 25 km, and required to implement/attend to at least 3000 works. Due to the vast coverage of the area, the ECs are spending more on conveyance. The salary offered is not commensurate with the workload. Added to this is the fact that there is no promotional policy in vogue. Due to these reasons, this group of functionaries pleads for an increase in travelling allowance and also an increase in salary. In some cases, some ECs and TAs are given the additional charge of other mandals also without any raise in the conveyance allowance.
- The number of workers participating in MGNREGS during 2017-18 across mandals in the State of Andhra Pradesh varies between 651 (in Tadepalli mandal of Guntur district) and 28,658 (Pedavegi mandal of West Godavari district) and due to this vast range in the coverage, one-EC-per mandal norm, wherever followed, needs to be revisited.
- According to the ECs, TAs and GRSs, Social Audit is a nightmare for them as the existing measurements, especially in regard to the earth excavation works, do not tally with the original measurements as per the records. Memos are issued for explanation about deviation and in some cases, money is recovered from the salary of the functionaries. Some 'allowance' in the measurements needs to be given taking into account the time that has elapsed after the completion of the work. Otherwise, it may be ensured that Social Audits are conducted immediately after the completion of such works.
- Though MGNREGS is basically a demand-driven scheme, in the course of time, it has turned out to be a supply-driven scheme. Targets are fixed for each functionary and as a result, the works suffer from lack of quality. Beneficiaries need to be mobilised for taking up works like digging of farm ponds and there are instances where, according to some functionaries, the farmers close the farm ponds after digging. Instead of making the scheme a target-oriented one, the works approved in Gram Sabha should be strictly adhered to and this ensures quality in the works.
- Field posts at some levels are vacant for quite some time. If they are filled, the present staff will have some respite.
- The number of GPs allotted to each Technical Assistant (TA) varies from 8-16 (each GP having at least two-six worksites) and as such, they (the TAs) are finding it difficult to meet the requirement of recording measurements in M-book in the stipulated time of three days after the completion of the work. The ideal number of GPs for allotment for each TA is five according to the group.

- According to the GRSs, the targets pertaining to man-day generation fixed for them are on the higher side and not realistic. The number of active job card holders/workers and also the prosperity of the village vis-a vis the general livelihoods of the people must be the guiding factor for fixing the targets and this must be clearly reflected in the Labour Budget prepared for GP under the scheme.

Quick Assessment Study on Process and Progress in 1st phase of Mission Antyodaya

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Introduction

Mission Antyodaya (MA) is intended to converge various government interventions already in implementation through different Ministries with Gram Panchayats (GPs) as the basic unit for planning by pooling resources - human and financial – towards ending multidimensional deprivation at household level on saturation mode. In its first phase, MA has targeted one crore households in 5,000 rural clusters or 50,000 Gram Panchayats in 1,000 days on measurable effective outcomes considering the need for optimising the efforts through inter-sectoral approach. Out of the 50,000 GPs allocated to 35 States/UTs on the basis of deprivation and populations size, the States/UTs have identified the GPs based on the potential of social capital and community action. For these Mission Antyodaya GPs, the data with regard to 37 indicators connected to six key parameters such as (i) irrigation, (ii) infrastructure, (iii) economic development & livelihoods, (iv) health, nutrition, sanitation, (v) women empowerment and (vi) financial inclusion were collected and uploaded through the baseline survey conducted in August 2017. The scores obtained by GPs are different as the performances are different; 120 GPs of 15 States have scored higher than 80 (out of 100). In view of this, the Ministry of Rural Development (MoRD) desired to know the processes and progress made in 120 GPs of Mission Antyodaya which scored more than 80 points and also in comparison with the low performing GPs of the States concerned.

In this regard, at the instance of MoRD, the National Institute of Rural Development and Panchayati Raj (NIRDPR) has taken up the study in all 15 States which have GPs scoring more than 80 marks and by comparing them with GPs which scored less from the same State/district aiming (i) to find out the progress and processes undertaken in MA GPs (ii) to evaluate/compare the inter se performance of parameters in the high-performing Panchayats and their performance with that of the low performing Panchayats, and (iii) to document and map the successful cases, underlying factors and reasons to scale/replicate the success in other Panchayats.

Objectives of the Study

- i. To map the processes and factors underlying the good performance in the listed well-performing Panchayats

- ii. To evaluate/compare the inter se performance of parameters in the well-performing Panchayats and their performance with that of the low performing Panchayats
- iii. To document and map the successful cases and underlying factors and suggest measures/strategies to scale/replicate the success in other Panchayats.

The study is expected to (i) provide analytical information after rigorous examination of the process followed and progress made in mobilisation and convergence of the resources (ii) difficulties faced and lessons learnt by GPs in different situations and (iii) in achieving the objectives of Mission Antyodaya, i.e. this would facilitate authorities (MoRD) to take decisions and suitable actions in order to update/design guidelines appropriate for bringing improvements in the implementation of the first phase of Mission Antyodaya.

Methodology

This is a status/comparative study on high performing and low performing GPs of Mission Antyodaya. Out of the 120 GPs from 15 States that scored more than 80 out of 100 points, 50 GPs are taken up for study as high performing GPs. These 50 high performing GPs are further classified into few groups depending on the GP population size (SECC 2011 data) and other locational advantages and disadvantages such as (i) natural resources (ii) distance from urban local bodies (iii) market access (iv) connecting road network (v) industrial development, etc.

As the minimum scores of GPs vary significantly across all 15 States at different class interval scores, it is proposed to consider choosing 50 low performing GPs of the States from such class intervals accordingly. In addition, the criteria followed for forming the high performing groups as stated above is adopted in the selection of low performing GPs. This facilitated to identify suitable/nearest comparison GP (low performing) matching with the characteristics of the 50 high performing GP of the State/district concerned.

Study Area

Fifteen States (Tamil Nadu, Andhra Pradesh, Telangana, Bihar, Jharkhand, Uttar Pradesh, Kerala, Karnataka, Gujarat, Haryana, Punjab, Odisha, Maharashtra, Madhya Pradesh, and Tripura)

Findings

This study has tracked the progress made with regard to six parameters in Mission Antyodaya Gram Panchayats and explored the reasons for high performance. Convergence and accountability factors have been examined while analysing the reasons which contributed to the high performance of some Gram Panchayats. Several major factors are identified for the best performance. **Active social**

participation is the key factor, which is found to be crucial when compared to the GP with poor community participation. A collective decision is important for any good cause. Due to the active participation of the community as an entity, many things could be possible for village development. This active participation had happened in the high performing GPs which resulted in addiction-free GPs, reducing pollution, etc., apart from many village development activities made possible in an effective manner. This participation happened through teachers, youth, retired officials, educated sections and others who have a commitment towards the work. The level of efforts and commitment shown by the village presidents vary from GP to GP. It is appropriate to attribute the **leadership role as a significant contributor** for high performance of the GPs, which materialised as a result of activities like conducting Gram Sabhas regularly, taking decisions with people's participation, etc. Primarily, villagers would like to see effective leadership in terms of implementation of development activities in a transparent manner. Leaders, who have taken decisions in consultation with the other functionaries, achieved success in most of the cases. The effective functioning of Panchayat's executive body was the main reason in many cases with able leadership of the village president concerned. As a result, many villages have achieved the target of toilet construction in order to ensure open defecation-free villages. Participation and acceptance of the community, though it is voluntary but becomes mandatory, by the high performing GPs is strong whereas this effort is weak in most of the low performing GPs.

Apart from the leadership qualities of elected representatives, efficient Gram Panchayat officials with a will to involve in village development are seen in high performing GPs. **Effective functioning of PRI functionaries** with a pertinent response is noticed to be a very important driving force for the better performance of GPs in an orderly manner. It is important to note that almost all the infrastructural facilities like construction of roads, availability of piped water, schools and healthcare centre through government administrative system using exclusively allotted funds were implemented. As confirmed by the village elders, the local government officials and Gram Panchayat members play a crucial role in the process of bringing and maintaining such basic infrastructural facilities at the village level appropriately. The HPGP, through its efficient members, has moved to e-governance which paved the way for success in creating awareness about various social issues and making every transaction of GP more transparent.

Though the role of sectoral departments is not uniform across the GPs (high and low performing), the interest paid by individuals (officials) with regard to the subject concerned is noteworthy. Hence, **effective functioning of sectoral department** functionaries has gained prominence in village development. Usually, the representative officials of the sectoral departments are stationed at the block level. However, the attendance/association of officials of the sectoral

departments like agricultural, horticultural, fisheries animal husbandry, etc., with important meetings at low performing GPs is poor compared to the importance given at the high performing GPs. As a result, most of the Gram Panchayat presidents in low performing GPs are not aware of the officials concerned to any particular sectoral department. This results in a poor evaluation of the natural resources available at GP level and also in making the plans prepared appropriately for the utilisation of these resources. The prime duty of making the availability of technical services, particularly in the field of agriculture, horticulture, livestock management, etc., is still a dream for most of the deprived people belonging to the GPs that are not rated well in performance.

High level of **awareness on government schemes** among all is seemingly evident in well performing GPs. Because of the high educational status and social background, the public representatives are capable of utilising the opportunities well. They are aware of the various government schemes for the benefit of the village as well as deprived people. In general, the public representatives belonging to well performing GPs are active in participation and keen in knowing the government policies, strategies, programmes, schemes, etc. Most of them have undergone a good number of capacity building training and still, they are eager to participate if they get an opportunity. Such enthusiasm is lacking in most of the people in low performing GPs.

Apart from these factors, having an **advantage of GP village being a single unit** is also a major contributor to progress. Single Gram Panchayat village has a greater advantage than the GP with more villages. Except for one or two high performing Mission Antyodaya Gram Panchayats (HP-MAGPs), most of the low performing Mission Antyodaya Gram Panchayats (LP-MAGPs) have more than two villages/hamlets under the main village (GP). Allocation of funds in accordance with the population size of the GP is not in preference to the GPs having more hamlets; less population with more GPs (LP-MAGPs) are getting fewer funds against the requirement of development needs. For example, the total length of road network of a GP covering all hamlets requires more funds than the GP with less total length of roads in a single unit of GP. **Locational advantage and better access to opportunities** like proximity to urban and plain areas, tourist spots, etc., have also played a significant role in high performing GPs. Development of infrastructure, industrialisation and urbanisation have been made possible due to nearest location of the village to city. Because of the good road connectivity, access to specialised healthcare and higher education facilities are made possible. Since good infrastructural facilities with amenities are accessible, villagers do not prefer to migrate.

Other than these, **collaborative institutional support from outside** extended by some organisations is mainly located in high performing GPs than low performing GPs. This is again the

matter of choosing the GP which is convenient to the institution concerned than the GP which is on demand. Adoption of villages by individual and organisations is seen better for the development of villages. Their contributions are observed on a particular aspect of development. This emphasises the need for collaborating organisations to choose GPs based on the actual need/scope of outcome level performance. Through this effort, it is possible that GPs, which are not well equipped, would be able to get the required support. It has been observed that the functionaries of well performing GPs are looking for using technology to overcome the problems in the most economical manner and deliver the services in a better way. Therefore, **appropriate use of technology** has served as the contributing factor for high performing Panchayats. Less use of paper, partial implementation of digital payments, solar-based infrastructure, etc., are picking up in high performing GPs. Awareness on use of existing technology is made available to the GPs through various IEC means. Solar plant, chilling unit, e-governance, smart PDS, etc., are some of the initiatives taken with the help of technology and these are put into practice in HPGPs than in the LPGPs.

Better access to officials matters the most in implementation of programmes speedily and effectively. Due to better amenities at nearby town and cities, officials prefer to stay and operate from there in order to avail the education and medical facilities on demand. This result in poor coordination at GP level (LP-MAGP) compared to the availability of, particularly PRI functionaries, in well-performing GPs. In some instances, due to propinquity of some well performing GPs with nearby towns and cities, the officials working in cities prefer to stay in nearby GPs. As a result, these GPs are flourishing well with the settlement of the migrated population, thereby strengthening the GP status economically. In these villages, implementations of government schemes are done speedily and timely. People of these Panchayats are quite aware of government plans and programmes. They participate in decision-making and Gram Sabha meetings because of the increased accountability. All government schemes are implemented effectively and timely in order to avoid unnecessary complaints from the people.

Funds are the primary requirement for any function in the Panchayats. To sustain and maintain the facilities created and to initiate new projects, finance is needed. Fourteenth Finance Commission (FFC) has come to its rescue with its allocation of funds. Although the **allocation of FFC grants** is as per the population size, the utilisation of funds was seen suitable in high performing GPs. As a result, most of the HP-MGPs received performance grants which happened to be used for further developmental activities. Though the allocation of FFC funds is in accordance with the population, the distribution and utilisation of these funds are concentrated in HP-MAGP which is a single unit of GP. In the case of LP-MAGP, the FFC funds were utilised mostly for the main village in the GP and

the development needs of other villages have been neglected as the funds are meagre in proportion to the requirement of total demand. **Access and exploring various financial sources from sectoral departments** is also the initiative of the high performing GPs. In HP-MAGP, Panchayati Raj functionaries have successfully undertaken many water conservation methods such as chain check dams, water retention in well, etc., due to which agriculture has flourished and made the village prosperous. Use of solar hand pumps and lamps are also promoted in the households in the village. Water conservation method like water retention is adopted to maintain the greenery in the surroundings. For these activities, sectoral department funds are utilised. Likewise, the **fund from CSR** has also played an important role in the development of some HP-MAGPs. CSR activities of the corporate sector can be more appropriate if they integrate their activities with the Gram Panchayats, which are not well equipped with the facilities.

Generally, the decision of convergence of funds at the initial stage of planning is common. In view of the growing instances of decentralised planning with people participation in GPs, some of the well performing villages are serious about **exploring convergence opportunities at the time of implementation**. Also, when they really feel about the need for financial constraints, they look for dovetailing other available options. Most of the convergence happened with MGNREGA funds that too for the construction of solid waste management units. This has happened as a result of the issuance of guidelines to fill the gap of funds with the provision of MGNREGS. Similar efforts are required to be in place for other schemes. Performances of high performing GPs are good in respect of **seizing opportunities of Own-source Revenue (OSR)** compared to the low performing GPs. The generation of funds under this category is made possible in different ways in different GPs based on the locally available resources. Barring a few instances of efforts, exploring to generate OSR in low performing GPs is very poor. For independent functioning as an institution of local self-government, efforts should be made to generate its own source of revenue. In this context, the accountability of PRIs is crucial to augment its own-source revenue to provide public services. Formulation of viable Gram Panchayat Development Plan with the powers of financial autonomy can be strengthened if the GP generates its OSR.

The status of **GPDP-based planning and use of Plan Plus** is more or less similar in all GPs. But the awareness is comparatively seen well in high performing GPs. In-depth interaction with PRI functionaries revealed that in some villages, GPDP preparation was done routinely like seeking the views from a few elders at the instance of officials. Real participation of people and Gram Sabha approval was not the occurrence in finalising the Gram Panchayat Development plan. In very rare cases only, GPs are trying to implement its GPDP. But some high performing GPs are aware of the

importance of GPDP as serious as the other development activities of the village. Besides, any such best practice being followed in village plan preparation could be a model for the planning and its implementation. Besides micro plans that are based on basic needs, macro-level planning at district/ State level based on the resources and demand are also required to be strengthened in order to have firmness on the results to be achieved at output and outcome level with indicators for effective monitoring of progress and performance of Gram Panchayats.

An Evaluation of Agri-Entrepreneurship Programme in Bihar

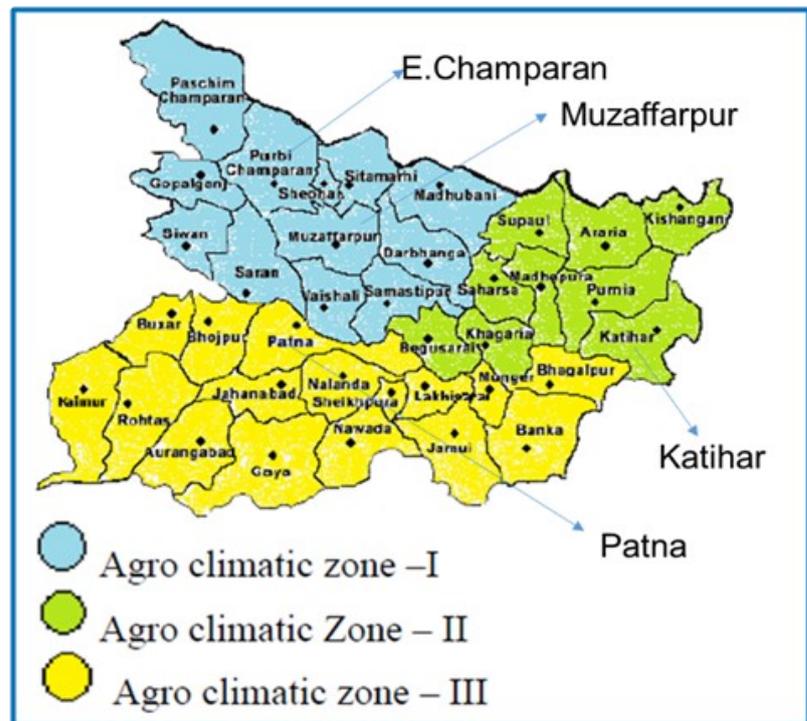
Dr. Ch. Radhika Rani, Associate Professor & Head, CAS

Dr. Nithya V.G., Assistant Professor, CAS

Context

Fragmented agriculture value chain, a large number of intermediaries and post-harvest losses are some of the constraints in enhancing the income of the farmers. Moreover, these constraints are coupled with low literacy levels of the farmers and the limited reach of the public extension system to only 5.7 per cent of the farmers.

The agri-entrepreneur model of Syngenta Foundation India (SFI) serves the twin objectives of providing effective services to the farmers while generating revenue for themselves. In this model, a cadre of rural youth was developed as agri-entrepreneurs (AE) who work with a minimum of 150-200 farmers in a cluster of 4-5 villages and act as a one-stop resource support provider for the agriculture needs of small farmers.



They bring together services such as credit and market linkage, access to high quality input and crop advisory for a group of farmers. Viewing the potential of agri-entrepreneurship programme in reaching the small and marginal farmers across the country and keeping the larger objective of achieving development of agriculture and improvement of incomes of small and marginal farmers, the National Institute of Rural Development and Panchayat Raj (NIRDPR) joined hands with SFI to strengthen the programme with concurrent monitoring and evaluation and certification of AEs. Jeevika, Bihar has promoted 200 AEs in collaboration with SFI and NIRDPR during 2017-18. The study was taken up by Centre for Agrarian Studies, NIRDPR with an aim to assess the performance of AEs in the field and the extent to which the farmers are being benefitted through services provided by AEs in Bihar.

Objectives

The specific objectives of the study are to:

- Examine the process of AE incubation in the field
- Assess the implementation of AE initiative in creating additional value for farmers and
- Suggest appropriate measures and recommendations for scalability and replication of AE model

Methodology

- An overall review of all AEs present on the ground by conducting a workshop in Bihar.
- Primary data collection and focused interviews with a sample set of 15 AEs. All the AEs were categorised into fast, medium and slow climbers based on a matrix of six key selected variables and weightage given to each variable. A sample of 15 AEs - five each under fast climbers, solid climbers and slow climbers - was collected from 131 AEs based on purposive random sampling technique.
- Sample of registered farmers @ 10 from each AE, i.e. a total of 150 farmers and case studies and 15 focus group discussions @ one in each AE village.

Major Findings

Average Land Size: The average land size of fast climbers and medium climbers was more with 2.66 and 3 acres, respectively, compared to slow climbers whose land size was only 1.62 acres.

Status of Income before AE Activity: Majority of AEs (73.3 per cent) observed that they have some source of income before joining the AE training programme. The AEs who have been working as Village Resource Persons (VRPs) along with their own farming seems to have been climbing the entrepreneurship ladder faster than others.

Enterprises Selected by AEs: Majority of slow climbers (42 per cent) were engaged with only spice money business, whereas 60 per cent of the fast climbers diversified their activities with input business and spice money business. Some of the fast climbers also initiated taking up the marketing and banking correspondence in addition to spice money business and inputs business. One each among the selected AEs in fast and medium climbers' categories have started fertilisers shop.

Source of Knowledge and Technical Inputs for selected AEs: The main source of knowledge and technical inputs for fast and medium climbers was AE training itself, whereas 42 per cent of the slow climbers, who were also the VRPs of Jeevika, observed that their major source of knowledge and technical inputs was Jeevika itself. In addition, 42 per cent of slow climbers could not answer this question reflects that they need continuous refresher courses in addition to the 45-day AE training that they have undergone.

Services rendered by the selected AEs to the registered farmers: The main services being offered by 60 per cent of the medium and slow climbers were crop advisory and input services, whereas almost all the fast climbers were providing multiple services to the farmers such as marketing and input services, besides providing crop advisory.

Current turnover of selected AEs: The average turnover of fast, solid and slow climbers is Rs. 8, 25, 000, Rs.96, 666 and Rs.94,285, respectively. The difference is due to a wide range of activities that the fast climbers have been involved in.

Farmers' satisfaction with AE services: Majority of the registered farmers have availed services relating to crop advisory (97 per cent) followed by input services (57 per cent), financial services (56 per cent) and marketing (48 per cent) services. Supplying seedlings from nurseries is a commonly used service along with financial services, being provided by selected AEs. Providing spice money seems to be a significant value addition to the farmers. Withdrawal of money at doorstep has provided a significant saving of both time and money for the registered farmers.

Problems being encountered by Selected AEs: All the three categories observed that availing licences for input shops (26.6 per cent), and initial capital required to run the enterprises (33.3 per cent) have been the major hurdles in continuing the AE enterprise.

Policy Implications

The model is by and large well within the reach of its objective and has the scope for scaling up with the enablement of the right type of support systems at every stage of AEs transformation till they reach the status of fast climbers. Since a large number of farmer producer organisations are registering in a big way in the country, the AEs should be geared up to the new programme of farmers collectives either as an FPO manager or service provider to FPO, which is more broad-based and gives him/her better revenues and helps the farming community with more evolved value chain for their products.

Achievements of Women-headed Gram Panchayats: Case Study of Dhauj and Chandawali in Faridabad District of Haryana

Dr. Rajesh Kumar Sinha, Assistant Professor, CSA

Introduction

The empowerment of women is concerned with women gaining control and power over their own lives. As the status of women still remains low, empowerment of women is needed in all the spheres of society including social, economic and political realms. It is concerned with raising awareness of women, building their self-confidence, and control over resources. Gender equality is reflected when more women become active outside the household and enter civil society, politics, governance, and make their voices heard in public. Women's participation in the political process is important not only because it strengthens democracy but also helps them to represent their problems and negotiate a better deal. It is very important to bring in not just a quantitative change but also a qualitative change in their participation. It is not just sufficient to empower women but also remove the causes of disempowerment, including discriminatory practices affecting women's participation in decision-making at the local level. The entry of women into politics and decision-making structures can change the vision, policies, and power structure of society.

Haryana is one State where patriarchy is very strong. Adverse child-sex ratio, high rate of crime against women, prevalence of purdah system, and tradition of dowry are evidence of patriarchy in the State. However, even in such situations, some women Panchayat leaders have shown courage and resilience to overcome the barrier of patriarchy and demonstrated their leadership by bringing positive changes in the lives of people and areas within their jurisdiction. Such women leaders in Panchayats have attracted the attention of academicians, researchers and policymakers.

Objectives

- To study the participation of woman sarpanch in the activities of GP
- To study how woman-headed GPs encourage participation in Gram Sabha
- To analyse the achievements of the women-headed GPs in developing the GP
- To analyse the achievements of the women-headed GPs in women empowerment

Methodology

Both quantitative and qualitative data were collected through administration of three types of

structured schedules: i) interview schedule-I for sarpanch of GP, ii) interview schedule-II for ward members of the GP, and iii) interview schedule-III for individual household respondents.

Study Area

The study has been carried out in two Gram Panchayats, namely Dhauj and Chandawali. These GPs are located in Faridabad district of Haryana State. Dhauj is located in Faridabad block and Chandawali is located in Ballabgarh block of Faridabad district. These villages have been selected purposively in view of their following common characteristics: a) Women-headed Gram Panchayats b) Sarpanches are young and well-educated c) Panchayats are giving importance to women empowerment, as reported in various media.

The field visits for data collection have been made during September- November 2018.

Findings

Sarpanch of Chandawali GP is actively managing GP activities. GP is functioning with a great zeal and enthusiasm under her leadership. She actively participates in every Gram Sabha meeting along with other ward members and women. GP has good infrastructure such as roads, drainage, streetlights, community halls, school buildings, etc. CCTV cameras have been installed for women's safety which has helped the GP to prevent/reduce crimes against women. Solid waste is collected door to door and sent for recycling. Beti Bachao, Beti Padhao and all programmes related to women and children are being implemented well. Chandawali GP is promoting solar energy to have a self-reliant energy system based on natural resources.

In contrast, apart from creating social awareness against purdah (veil) and on girls' education, the woman Sarpanch of Dhauj has not been able to make much impact. She does not conduct Gram Sabha regularly and makes no special effort to encourage people's participation in Gram Sabha. Villagers are not satisfied with GP's efforts towards infrastructure development, provisioning of basic services such as sanitation, drinking water, streetlight, etc. Except for initial social awareness campaigns, not much has been done for social, political and economic empowerment of women. A sewing centre opened earlier has also been closed.

In the findings of the study, a strong association between governance indicators and development indicators has been found. In Chandawali GP, 70 per cent respondents feel that the woman Sarpanch takes independent decisions whereas 99 per cent respondents feel that the GP organises Gram Sabha regularly and encourages people's participation and women's participation in Gram Sabha. Further, 99 per cent of villagers expressed that GP has taken measures to improve

sanitation facilities and health services while the entire villagers expressed that GP has taken measures to improve drinking water, educational and infrastructure facilities. The villagers expressed very high (99 per cent) satisfaction over the overall development of the GP. Similarly, there is full satisfaction (100 per cent) among villagers of Chandawali with the GP's efforts towards prevention of crime against women, sensitisation on gender equality and economic empowerment of GP. Overall satisfaction of villagers with GP's efforts towards women's empowerment is also very high. In Dhauj GP, people have expressed dissatisfaction with the decision-making ability of woman Sarpanch, regularity of Gram Sabha, encouragement to people's participation and participation of women in Gram Sabha. People have also expressed dissatisfaction over the GP's efforts towards improving sanitation facilities, health services, educational facilities, infrastructure and overall development. Villagers in Dhauj GP were also not satisfied with its efforts towards prevention of crime against women, awareness and sensitisation on gender issues, and economic empowerment of women.

Conclusion

Active participation of EWRs leads to strong governance and development. With the collected sample data from both villages, we can conclude that active participation of women Sarpanch in Chandawali GP has resulted in its development and empowerment of women whereas we find negative development indicators in Dhauj GP due to the limited participation of Sarpanch in GP activities.

Impact Assessment of Fourteenth Finance Commission Performance Grants on Own-source Revenue Mobilisation by Gram Panchayats

Dr. Rajesh Kumar Sinha, Assistant Professor, CSA

Introduction

Finances and OSR in GPs

Under Article 243-H of the Constitution of India, the State Government, by law, authorises a GP to levy, collect and appropriate taxes, duties, tolls and fees in accordance with the procedures and limits prescribed by such law. The resources of the GP broadly comprise internal revenue mobilised by themselves through the exercise of their tax and non-tax powers, and resources received from the State in the form of devolution and grants from both the Union and State governments. In most States, the village level Panchayats alone are vested with revenue raising powers, including the power to levy taxes and raise non-tax revenue.

Finance is a necessary input for the proper functioning of GPs but such funds are not sufficient. The revenue sources of GPs can also be classified as (1) own revenue (2) funds from Central government (3) funds from State government, and (4) other sources (Rai, Manoj et.al, 2001). Another way of grouping the resources of GPs may be: (1) own resources (2) assigned revenues, (3) grants, and (4) loans (Oommen and Datta, 1995).

There are essentially three types of taxes which are devolved to GPs. They are:

- i) Own taxes – the levy, collection and use of which vests in the GPs by statute
- ii) Assigned taxes – the levy and collection of which vests in State but its use vests in the GP.
- iii) Shared taxes – the levy and collection of which vests in the State government but shared with local bodies.

Fourteenth Finance Commission (FFC) – recommendations and guidelines

Article 280 (Constitution of India, 2018) provides for constituting a Finance Commission as a quasi-judicial body. It is constituted by the President of India every fifth year or at such earlier time as he considers necessary. The Finance Commission makes recommendations to the President with regard to:

- (a) The distribution of the proceeds of taxes between the Union and the States,
- (b) The principles which should govern the grants-in-aid to be given to the States, and
- (c) Any other matter referred to the Commission by the President in the interest of sound finance.

The recommendations of the Commission are generally accepted by the Union government as well as by the Parliament. So far, 15 Finance Commissions have been constituted and the 14th Finance Commission has submitted its report.

Fourteenth Finance Commission (FFC) was constituted by the President of India on 2nd January, 2013 under the chairmanship of Dr. Y.V. Reddy (former RBI Governor), Prof. Abhijit Sen, Ms. Sushma Nath, Dr. M. Govinda Rao and Dr. Sudipto Mundala as members, and Mr. A.N. Jha as Member Secretary (Govt. of India, 2017). The Commission was supposed to make its report available by the 31st October, 2014, covering a period of five years commencing on 1st April, 2015. FFC submitted its report on 15th December, 2014. The FFC was, inter alia, mandated to recommend the measures needed to augment the Consolidated Fund of the State to supplement the resources of the Panchayats and Municipalities based on the recommendations of the respective State Finance Commissions (SFCs). FFC, for the award period 2015-20, has devolved an amount of Rs. 2,00,292.20 crore to Gram Panchayats (GPs) constituted under Part IX of the Constitution, which is a threefold increase over the grants of Rs.65160.76 crore recommended by Thirteenth Finance Commission for the award period 2010-15 for all levels of PRIs. Ninety per cent of these grants are basic grants and 10 per cent are performance grants (applicable from 2016-17). Performance grants will be given to GPs that increase their own-source revenue and get their accounts audited. Performance grants are designed to serve the purpose of ensuring reliable audited accounts and data of receipt and expenditure, and improvement in own revenues. FFC has recommended that books of accounts prepared by the local bodies should distinctly capture income on account of own taxes and non-taxes, assigned taxes, devolution and grants from the state, grants from the Finance Commission and grants for any agency functions assigned by the Union and State governments.

Objectives of the Study

The objectives of the study are to

- i. Prepare a state-wise list of GPs with increase and decrease in OSR rate and analyse the trend of OSR in those GPs
- ii. Assess the impact of performance grant on the quantum of OSR by Gram Panchayats
- iii. Identify and analyses factors influencing OSR generation.

Methodology

The study was conducted in two phases. In the first phase of the study, the state-wise list of GPs which received FFC performance grants in the FY 2016-17 and FY 2017-18 was obtained from sample states of Assam, Goa, Haryana, Karnataka, Telangana and West Bengal representing east, west,

north, south and north-east, and trends of OSR mobilisation of GPs having low and high OSR rate were analysed.

In the second phase, two GPs each were selected from six sample states to the study impact of FFC performance grants on the quantum of OSR generation and also to understand the role of other factors influencing the OSR generation through primary data collection. One GP was selected from the list of GPs having high OSR rate in the last four years and another GP was selected from the list of GPs which is having low OSR rate in the last four years. A mix of quantitative and qualitative research techniques was used to collect and analyse data obtained through primary as well as secondary sources.

The data for the first phase of the study was collected by writing letters to Principal Secretaries of the Department of Panchayati Raj of sample states. Primary data were collected using three questionnaires: (i) Questionnaire for GP (ii) Questionnaire for Elected Representative and (iii) Questionnaire for household. The household sample size was 5 per cent of the total number of households in case of GPs with more than 3000 population, and 10 per cent of households of GPs with less than 3000 population which was selected through simple random sampling method.

In addition, secondary data were also collected from the records of GPs, Government Orders, etc.

Study Area

The study was carried out in the states of Assam, Goa, Haryana, Karnataka and West Bengal (one each from north, east, west, south and north-east). Besides, one more state - Telangana - was added because the research team was located in Telangana. Two GPs each were selected from six sample states having high and low OSR rate in the last four years.

The field visits for data collection have been made during February-August 2019.

Findings

The secondary data analysis was done on the basis of OSR data provided by the state Panchayati Raj departments. Data on OSR collection and status of Performance Grant in all GPs for the years 2014-15 to 2017-18 in Goa, Karnataka, Telangana (2017-18 & 2018-19 data is not available) and West Bengal were collected. The OSR data of all GPs is unavailable for Assam and Haryana. Based on the secondary data, it is observed that the increase in OSR quantum criteria does not have an important role in disbursing the Performance Grants to GPs in sample states. The inclusion of more criteria such as ODF and immunisation has resulted in almost all GPs being eligible to get

performance grant, although the quantum of performance grants may vary depending on the score achieved by GPs under different criteria. Field observation further reveals that data on OSR collection at GP level is not maintained properly and accurately assessed in all sample states. Also, the OSR data obtained is not tallying with the field level data.

Key findings

- In all the sample states, an increasing trend in per capita OSR collection of all GPs is observed from 2014-15 to 2017-18. It is very low in Assam and high in Goa.
- The aggregate annual growth rate of OSR mobilisation is gradually increasing against the previous year in most sample states except Karnataka, Telangana and West Bengal which witnessed negative aggregate growth in OSR mobilisation in the year 2016-17.
- Among the sample states, highest aggregate annual OSR growth rate is observed in West Bengal during 2017-18 with 43.47 per cent.
- Percentage of GPs with an increase in quantum of OSR mobilisation against previous year has dipped during the year 2016-17 in the entire sample states except for Karnataka.
- The average percentage of awareness among households in all six sample GPs having increasing OSR together is 10 per cent higher as compared to the other six GPs with decreasing OSR.
- A significantly high percentage (above 80 per cent) of the households of sample GPs having decreasing OSR rate in West Bengal, Karnataka and Goa said that their GPs are collecting the taxes.
- Inter-state variation in household responses to the question whether the GP is collecting tax or not is higher in comparison to variation in household responses among two categories of GPs, except in case of Telangana where inter-GP variation is quite high.
- The data reveal that the majority (53 per cent) of ERs in GPs with decreasing OSR do not have knowledge of FFC Performance Grants.
- Of the total ERs in sample GPs having decreasing OSR, only 50 per cent of ERs are paying taxes to their respective GPs.

Conclusion

Importance of OSR generation by GPs has been recognised by various Commissions and research studies in the past. A higher proportion of OSR in the total finances of GPs will not only reduce GPs' dependence on the Central and State governments but will also enable them to address felt local needs. Despite OSR playing such an important role in strengthening the GPs, they have largely been indifferent towards an optimal collection of taxes/fees, etc. There are several reasons for such indifference. Absence of enabling legal framework, inadequate operational mechanism, low capacity and motivation among elected representatives and officials, ERs' apprehension of becoming

unpopular in the community, and delay and avoidance of tax/fee payments by villagers are some of the reasons identified by earlier studies and reports of Commissions and Committees.

To improve the collection of OSR as well as account keeping, FFC recommended 10 per cent of its grants to GPs to be given as performance grants to the Panchayats that registered an increase in their OSR collection from the previous years and get their accounts audited regularly. It was presumed that such an incentive will motivate GPs to enhance OSR collection and make them financially better off. Later, the Ministry of Panchayati Raj formulated a scheme and added a few more criteria for releasing performance grant.

Influence of Money in Panchayat Election: A Case Study of Telangana

Dr. Vanishree Joseph, Assistant Professor, CPR

Introduction

India has been ranked 79th out of 176 countries in the latest Corruption Perception Index (CPI) for the year 2016. India's ongoing poor performance with a score of 40 reiterates the State's inability to effectively deal with petty corruption and large-scale corruption scandals. There is a rampant increase in corruption during the election in India. Money and other forms of goods are given to voters by the contesting candidates to demand their votes. Instances of cash for vote are being reported by media during the election. But often these reports are challenged by the candidates citing it as a trick played by the opponent and the report is bogus. Right from the general election to Gram Panchayat election, this trend is gaining momentum. This has resulted in the deepening of corruption and criminalisation of politics.

Corruption is often associated with deficiencies like weak political competition, underdeveloped civil society, insufficient public service integrity and ethics, and weak democratic structures (Doig and Theobald (eds), 2000; Heidenheimer and Johnston (eds), 2001). Corruption and influence of money in elections will be only at the expense of the provision of public goods. After spending so much money, the elected candidates will tend to manipulate the system of governance to gain profit for the amount they spent in the election and this can be seen as an impediment for growth.

This misalignment between development and electoral incentives is the reason why one of the most prominent policy goals of the political economy of development has to find ways to make growth-promoting policies attractive for office-seeking candidates. This research is an in-depth study on the influence of money in Panchayati Raj Elections and consequences thereof.

Objectives

The objectives of this study are:

1. To study the causes, methods, forms and magnitude of vote buying and selling in Gram Panchayat election
2. To take an account of voters' perspective and candidates' perspective on vote buying and vote selling
3. To evaluate the electoral outcomes in terms of service delivery of the elected candidate.

Methodology

Researchers of this study adopted political ethnographic method to understand the whole process of how money is being spent by the contesting candidates to influence the voters to favour them. They followed the candidates' campaign, interviewed them, observed their tactics, and had a discussion with the voters. The interpretations and findings may be expounded on by the study's participants while conclusions are still in the process of formulation.

Study Area: Telangana

Findings

Across the survey conducted in the five districts of Telangana, the average disapproval of vote buying is quite high with the average reaching to 3.9 on a five-point scale, suggesting that most respondents deem the practice unacceptable. In no case does the percentage of respondents indicated that the vote buying is totally acceptable or acceptable exceed 10 per cent, while the percentage believing that the vote buying was unacceptable and totally unacceptable surpasses 60 per cent in all the districts under survey. The age of the voters, gender and their education play a significant factor in stigmatising the vote buying behaviour. The stigma surrounding vote buying is more among women, youths and the educated.

Conclusion

Vote buying takes different forms in different places, and is more intense in some places than others. The degree to which democracy is afflicted by these ills, and the particular kinds of damage inflicted, thus vary. It should also be noted that vote buying has consequences that extend beyond the political realm. Certain kind of vote buying affects the economy by driving up land prices and concentrating landownership – developments that of course may have long-term political implications as well. Most of the cases of the incidence of money are found in the places where real estate business is booming. Also, all the Gram Panchayats visited by the study team have a high population. The competition is more in the Panchayats generating more income and receiving grants from the government.

Nutrition Interventions in Dular UNICEF: A Case Study

Dr. Ruchira Bhattacharya, Assistant Professor, CGSD

Dr. N. V. Madhuri, Associate Professor & Head, CGSD

Introduction

Even after India witnessing a steady economic growth in two decades, the outcomes of malnourishment such as child stunting, wasting or anaemia in women have not shown a proportionate decline. With the launching of POSHAN Abhiyaan in March 2018, the discourse on what works for improving nutrition has found a new importance. In this context, the learning from the existing experiences of ICDS – which differs in design, form and scale across the country – merits a critical relook for a meaningful scale-up of the interventions. This case study was taken up to examine the sustainability and functioning of one such “Strategy” under the umbrella of ICDS called “UNICEF-Dular” initiative in the State of Bihar.

Objectives

The study has two main objectives:

- 1) Document the processes and functioning of the Dular programme in the study area before and after government overtaking the programme.
- 2) Examine the feasibility of retaining the community-based tracking system and local-resource persons under the programme for a long term.

Methodology

Since this was a small sample case study, it was conducted using qualitative research methods. We conducted a Participatory Rural Appraisal with a semi-structured questionnaire method.

Study Area: Vaishali district, Bihar

Findings

The cases studied reveal a few learning for the successful implementation of nutrition interventions and programmes such as the POSHAN Abhiyaan.

- 1) Human resource is an essential need and also the unpaid volunteers do not sustain. Discontinuing training also discontinues learning.

- 2) Changing a fixed nutrition strategy midway makes it weak and unfeasible for long-term impact evaluation – Dular-ICDS has suffered the same.
- 3) Unless social coherence is established through PR Institution's continuous intervention, the nutrition intervention will continue to be plagued by social problems: (a) beneficiaries fighting and troubling Sevikas, (b) households rejecting intervention out of distrust, (c) daughters getting neglected over sons, and (d) no demand for proper infrastructure, human resource or even better food and cleanliness.
- 4) Continuous updating of beneficiary roster needed – if possible, every six months. Children grow exponentially, the budget doesn't. This results in exclusion even within the destitute families.
- 5) Infrastructure makes a major difference: Proper pictorial charts had an impact on the parents' motivation. Now, there are only numeric complex tables that no one has the capacity to read and interpret.

Conclusion

- Reinstate paid second-line workers in the villages to support FLWs
- Promote a strong PRI convergence for better infrastructure and resources for monitoring children's growth
- Decentralise training of FLWs from block offices to the villages so that second-line workers can also attend training, and finally,
- Conduct regular Mahila Sabhas so that strategic issues can come out in the discussion.

Technical Support to DWCD of Telangana in POSHAN Maah Campaign

Dr. Gyanmudra, Professor & Head, CHRD

Mr. B.V. Subba Reddy, CRU

Mr. S. Srinivas, CRU

In Telangana, 28 per cent of children under five years of age are stunted and it varies across districts, ranging from 15.7 per cent in Hyderabad to 38.3 per cent in Adilabad. The prevalence of wasting and severe wasting among children is 18 per cent and 4.8 per cent, respectively. Exclusive breastfeeding for children under six months is at 67.3 per cent, which is higher than the national average (54.9 per cent). For instance, the prevalence of exclusive breastfeeding in Adilabad and Mahabubnagar is only about 55 per cent. Anaemia among women of reproductive age is a serious public health concern in Telangana with 56.7 per cent prevalence, which is higher than the national average (53 per cent). More than half of women in reproductive age are anaemic. Yet, the proportion of women who consumed IFA tablets for 100 or more days is only 52.8 per cent.

In the era of India's commitment to global nutrition targets, it is an opportune time for Telangana to set its own nutrition targets, and to accelerate actions necessary to improve all forms of malnutrition. To achieve progress on nutrition, Telangana has undertaken various activities to improve the coverage of interventions targeting the undernutrition in children, the first 1000 days of life, and continues to invest in sustaining adequate access to nutritional initiatives.

POSHAN Abhiyaan is India's flagship programme to improve nutritional outcomes for children, pregnant women and lactating mothers. Launched in March 2018, the programme strives to reduce the level of stunting, under-nutrition, anaemia and low birth weight in children through the use of technology, a targeted approach and convergence. It also focuses on adolescent girls, pregnant women and lactating mothers, thus holistically addressing malnutrition. The programme aims to ensure service delivery and interventions by use of technology and behavioural change through convergence, and lays down specific targets to be achieved across different monitoring parameters over the next few years. To ensure a holistic approach, all 36 States/UTs and districts are being covered in a phased manner, i.e. 315 districts in 2017-18, 235 districts in 2018-19 and the remaining districts in 2019-20. More than 10 crore people will benefit from this programme.

To augment the efforts under POSHAN Abhiyaan, September 2018 was declared as POSHAN Maah (nutrition month) in the country. During this month, the Department of Women Development

and Child Welfare (WD&CW) took up various activities on the convergence platform 'Jan Andolan' with the participation of other line departments which proved critical for the success of POSHAN Abhiyaan. Health, Rural Development (SERP), Panchayati Raj, Education, Tribal Welfare, Social Welfare, and Municipal Administration participated in the month-long mobilisation campaign. On the ground, the mobilisation was supported by an overarching mass media campaign with a mix of print, outdoor, radio and social media.

The Communication Resource Unit (CRU) (a collaborative initiative of NIRDPR and UNICEF to cater to the Social and Behaviour Change Communication (SBCC) needs of various government departments in the States of Andhra Pradesh, Karnataka and Telangana) provided technical support to WD&CW department of Telangana in this campaign rollout by supporting Jan Andolan in the community. As part of this, CRU developed a month-long plan on various activities that could be taken up for community mobilisation to bring the desired changes in nutritional behaviours. CRU supported the department in taking up a 30-day intensive campaign on All India Radio (AIR) State network and FM radio. This campaign focused on themes of complementary feeding, dietary diversity and nutrition, and girl child nutrition and education. The messages were broadcasted on leading FM channels in the State. CRU also carried out the translation and adaptation of national material to Telugu and documented the different activities carried out as part of POSHAN Maah campaign in the State. A final report detailing out with the impact of all the activities was submitted to the department.

Radio Campaign – Private FM Channels

- Three audio spots were produced on themes like Complementary feeding, Dietary diversity and nutrition, and Girl child nutrition and education.
- 30 days of radio campaign was carried out with the spots produced on Complementary feeding, Dietary diversity and nutrition, and Girl child nutrition and education.
- A total of 1740 spots were broadcasted in private FM and AIR channels.
- Message from dignitaries like Dr. W. R. Reddy, IAS, DG, NIRDPR and Ms. Mital Rusdia, Chief Field Office for AP, Karnataka & Telangana, UNICEF, etc., were recorded and broadcasted in Red FM and Radio City.

Adaptation/Translation and Layout Charges

The following materials were adapted, translated and designed and shared with the department.

- 6-page brochure on Naa Poshana Chitkalu
- 2-pages leaflet on Naa Poshana Chitkalu
- Pledge
- 4 posters on POSHAN Maah

- 3X6 standees on POSHAN Maah
- 3X6 banner on POSHAN Maah to use in the field
- Logo adapted for Intinta Poshana Sambaralu

Documentation

- Different activities carried out as part of POSHAN Maah were documented in the State of Telangana.
- The following districts/projects were visited and interactions were held with DWOs, CDPOs, supervisors, AWWs and beneficiaries, and information on the campaign activities was collected: Ibrahimpatnam, Karimnagar, Warangal, Medchal, Adilabad and Wanaparthy.
- A 45-page report detailing various activities carried out during the month was produced.
- 100 high resolution photos were taken on activities carried during the month.

Reach of POSHAN Maah

The WD&CW department acted as the nodal agency, launched Rashtriya POSHAN Maah or National Nutrition Month, across the length and breadth of the State on the 1st of September 2018. Accordingly, a wide range of activities focusing on antenatal care, anaemia, growth monitoring, girls' education, diet, right age of marriage, hygiene and sanitation, and eating healthy as themes were organised during the POSHAN Maah. The entire range of themes was exhibited and showcased in the form of food melas, rallies, school-level campaigns, anaemia tests camps, recipe demonstration, radio & TV talk shows, and seminars all across the country.

During the POSHAN Maah, the following number of activities and people were reached with the message on POSHAN and lighted the flame of Jan Andolan:

- A total of 9735 activities across the State were recorded on Jan Andolan Dashboard wherein approximately 4,51,430 people were reached through the campaign in the State. Out of them, 1,86,345 were men and 5,45,031 were women.
- In total, 6228 activities on POSHAN overall nutrition was taken and 1369 activities related to growth monitoring and 1360+ activities each on breastfeeding and complementary feeding were taken up. Activities addressing the issues of immunisation, food fortification and micronutrients and antenatal checkup, etc., were organised with the moto to mobilise the community towards POSHAN.

From Self-Help Group Leaders to Elected Women Representatives: A Study of Gender-Responsive Governance in PRIs

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Background of the study

Women's leadership is increasingly finding a place on the development agenda of governments. Evidence from programmes and research demonstrates the important role women play as key actors and decision-makers in the development process across a wide range of sectors. In the political arena in particular, there is a growing momentum among the governments to foster and ensure women's participation and leadership in governance structures. Establishing quotas for women's representation at different levels of government has been a strategic tactic in achieving this goal in many countries.

India's women empowerment approach has been revealing many positive outcomes in rural areas. One such significant outcome is the massive inclusion of women leadership at the grassroots level into the mainstream of rural governance. In India, affirmative action for women and disadvantaged groups has been enshrined in the Constitution. The Constitution (73rd Amendment Act), enacted in 1992, calls for the reservation of a minimum of one-third of seats for women (both as members and as chairpersons) within all of India's locally elected governance bodies commonly referred to as Panchayati Raj Institutions (PRIs). More recently, in 2009, the Government of India approved 50 per cent reservation for women in PRIs and many States, including Rajasthan and Odisha, have passed similar legislation.

The success of these women Panchayat leaders in the delivery of their public services and their involvement in the various functions of the overall local developmental process has been rising all over India every year. Though there are many supporting mechanisms for their achievements like family background and their support, caste/community, leadership qualities, education, economy, training, NGOs, etc., the evolution of self-help group movement a decade ago and its rapid multiplication and extension of various activities have been acting as a catalyst for many women Panchayat leaders for getting elected as well as for better implementation of their functions.

For many underprivileged women who are contesting the elections for the first time, the self-help groups are acting as channels for their political empowerment. Also, they gain many leadership

qualities like better communication, social mobilisation, commitment, social responsibility, accountability, etc., as the leaders of self-help groups. Examples of Panchayats being forums that address and challenge the violation of women's rights, gender inequities and different forms of violence and discrimination are emerging. There is a need then to better understand how EWRs with SHG background can become more engaged and proactive around strategic gender issues and promote gender equity within an overall framework of gender-responsive governance. In this context, this research is intended to take up an in-depth study of the self-help groups' role in shaping, strengthening and supporting mechanisms of the women elected representatives for getting elected and also in bringing the gender-responsive governance into the PRIs.

The effectiveness of Panchayati Raj Institutions would certainly improve if proper symbiosis between self-help groups (SHGs) and Panchayati Raj Institutions (PRIs) is possible. This can be achieved through proper integration of the two with SHG members being elected and democratically empowered as elected women representative at the village level, block level and district level.

The research aspires to find out whether the SHG platforms are helping women in getting elected as elected women representatives (EWRs) and their effective functioning as EWRs. Particularly, it looks at the question of whether EWRs are engaged with specific gender issues or initiatives towards gender-responsive governance in the Panchayati Raj Institutions.

Objectives of the Study

The objectives of this study are

- To examine the factors that impact the entry and functioning of EWRs with focus on the leadership qualities acquired as SHG leaders and SHG as a platform
- To examine whether PRIs are spaces where gender issues are raised and discussed
- To explore the impact of EWRs participation in PRIs on their personal lives and as collective political gains for women.

Study Area

The selection of States is purposive in nature. The States where PRIs are in power for at least the past two years were selected. Four States, namely Bihar, Uttar Pradesh, Kerala and Andhra Pradesh from different zones of the country were selected.

Methodology

Multistage sampling has been followed. In the first stage, out of the total EWRs in the State, information about the EWRs who have earlier held leadership positions in SHGs and their federations was gathered. Out of them, 25 sample respondents (at sarpanch level) have been drawn from Gram Panchayat level, 10 from block level and two from ZP level. In the second stage, EWRs from different sections of the society such as SC, ST, OBC, OC, etc., have been drawn through stratified random sampling. For comparison purposes, a control group was drawn from each State comprising those EWRs who do not have any SHG background. The study was carried out using methods of the questionnaire, structured interview schedule, case study and focused group discussions. The interview focussed on the qualities acquired by the EWRs as SHG leaders, to know how far it had helped them in the effective discharge of the duties as EWRs and also the gender issues addressed by them as EWRs.

Key Findings

The major findings of the study are:

- In all the four States, the women working in SHGs not only supported the female SHG candidates but also motivated them to participate in the election. The training provided in SHGs had made them more confident and independent, and these traits were visible during her campaigning which attracted more votes.
- Most of the respondents in both the samples are contesting election for the first time and that too from a seat reserved for women. Majority of the respondents from non-SHG background have already someone in the family having political background.
- At least four Gram Sabhas are held in almost all villages of the States on 2nd October, 26th January, 15th August and 1st May. Women participation in Gram Sabha differs from State to State. In some villages of States such as Bihar and UP, only male members participated in Gram Sabha because women were not even aware that they can attend. Some do not participate because they are not aware of the meetings. In these States, the women participation was almost 60-70 per cent. In Andhra Pradesh and Kerala, nearly one person from every house voluntarily attended the Gram Sabha and collected response from every individual. The women's participation in Gram Sabha in these two States is almost 100 per cent.
- As far as SHG sarpanches are concerned, knowledge about Panchayat duties, decision-making ability, education, family support and communication ability were the main enablers

whereas money power, muscle power and negative campaigning by others were constraints for some SHG EWRs.

- For respondents without SHG background, family restrictions resulting in limited mobility were one of the constraints faced. The respondents from SHG background also revealed that the experience as an SHG member or leader has improved their self-confidence, knowledge and awareness, decision-making ability, mass support, networking, etc., which directly helped them in performing Panchayat duties.
- The kind of gender issues taken up by EWRs shows the behavioural change among SHG members. The issues such as reduction in IMR/MMR, dowry prohibition, prohibiting alcohol, providing toilet facility at school or home, girl child's education and security of girl child are taken up significantly by SHG respondents.
- The issues such as restrictions on the dressing pattern and inter-caste religious marriage are mostly done by EWRs without SHG background. This shows the behavioural change brought by the SHGs among its members on such issues.
- In all the four States, the women working in SHGs not only supported the female SHG candidates but also motivated them to participate in the election. SHG members thought that it would be easy to access EWR with SHG background as she will attend SHG meetings regularly. Since most of the SHG members are from a low-income background, the villagers thought that she would understand their problem and would work for people from poor families, low status and caste. The training provided in SHG had made her more confident and independent, and these traits were visible during her campaigning which attracted more votes.
- Several benefits of having an EWR with SHG background have been found. First of all, it is easy to communicate with SHG member even after she is elected. It's convenient and easier to access female sarpanches with SHG background during meetings. Having a lady sarpanch with SHG background indirectly increases the willingness and participation of other women from the village in various Panchayat activities such as awareness campaign, cleanliness campaign, etc. Moreover, the probability of not getting any assistance from inactive elected women representatives and the restraints in even contacting them without their husband's consent is high in the case of non-SHG sarpanches.
- The change in perception of EWRs who has some SHG background is clearly visible from their opinion regarding women's political participation. Most of the EWRs with SHG

participation believe that women's participation in the election will solve their problems, women are fully competent as EWR, women should participate in politics to raise their voice, and the efficiency of Gram Panchayat increases under the leadership of women sarpanches. Significantly, a smaller number of EWRs with SHG background believe that men will never allow women's equality and they should stay within the four walls of the house. However, there were some issues in which almost 50 per cent of them were in favour and vice-versa. Almost 50 per cent of SHG and non-SHG EWRs supported the opinion that reservation for women in Panchayat is only a status symbol because they have observed that a lot of women are just de jure sarpanches and the real work is done by their husbands.

- The change in the status of EWRs (both SHG and non-SHG respondents) before and after getting elected was evident. A significant number of EWRs with and without SHG background have experienced an improvement in their self-image through increased knowledge and awareness, increased decision-making capacity, improved self-confidence, negotiation skills, leadership quality and communication skills. Although both SHG and non-SHG respondents have experienced it, the percentage of SHG respondents is higher than non-SHG respondents. The status within and outside family before and after the election has also been improved for highly significant numbers of EWRs with and without SHG background. Improved economic status before and after getting elected has been observed in almost 50 per cent of respondents. However, the number of respondents who get help from their husbands in household activities is more for women with SHG background.

Conclusion

The effectiveness of Panchayati Raj Institutions is improving with a proper synergy between self-help groups (SHGs) and Panchayati Raj Institutions (PRIs). The SHG members being elected and democratically empowered as elected women representatives at the village, block and district levels is making a difference in the work ethics of Panchayati Raj Institutions and these leaders are more responsive to the concerns raised by female villagers.

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4. Study the functioning of the Panchayati Raj Institutions (PRIs) and rural development programmes across the States;
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