Notes On

Poverty Alleviation and Rural Development Programmes

Of

Departments of Rural Development

And

Land Resources

For

National Advisory Council Meeting

On 25th January, 2007

Ministry of Rural Development

Krishi Bhavan, New Delhi

INDEX

AN OVERVIEW

The Ministry of Rural Development through the State Governments, Panchayati Raj Institutions and people's participation is implementing the following major schemes for poverty alleviation, employment generation, area development and infrastructure development in the rural areas of the country.

Poverty Alleviation Programmes:

- National Rural Employment Guarantee Scheme (NREGS),
- Swarnjayanti Gram Swarozgar Yojana (SGSY),
- Sampoorna Grameen Rozgar Yojana (SGRY).

Rural Infrastructure & Amenity Programme:

- Indira Awaas Yojana (IAY),
- Pradhan Mantri Gram Sadak Yojana (PMGSY),
- Accelerated Rural Water Supply Programme (ARWSP),
- Swajaldhara,
- Central Rural Sanitation Programme (CRSP)/ Total Sanitation Campaign (TSC).

Area Development Programme:

- Watershed Development Programmes (IWDP, DPAP and DDP) [Hariyali].

The Government of India by an act of parliament has brought in the National Rural Employment Guarantee Act (NREGA) with an objective to provide for the enhancement of livelihood security of the households in the rural areas of the country by providing at least 100 days of guaranteed wage employment in every financial year to every household whose adult members volunteers to do unskilled manual work. The scheme is being implemented in the 200 most backward districts of the country. This Act is an important step towards the realization of the right to work. It is also expected to enhance people's livelihood on a sustained basis, by developing the social and economic infrastructure in rural areas. The choice of works seeks to address the cause of chronic poverty such as drought, deforestation and soil erosion. Effectively implemented, the employment generation under has the potential of transforming the geography of poverty. The huge investments to be made under NREGA will be helpful in generating employment by way of creation of durable assets and regeneration of natural resources. The Rural Employment Guarantee Schemes formulated by the State Governments must indicate the expected outcomes as well as the methods through which these outcomes are to be assessed.

The Swarnjayanti Gram Swarozgar Yojana (SGSY) is the major on-going programme for the self-employment of rural poor. The objective of SGSY is to bring the assisted swarozgaris above the poverty line by providing them income-generating assets through bank credit and Government subsidy.

Sampoorna Grameen Rozgar Yojana (SGRY) provides for additional wage employment opportunities besides creation of durable community, social and economic assets for sustained employment and development. Provision of food security is another objective of the scheme.

The Rural Roads Programme of Pradhan Mantri Gram Sadak Yojana (PMGSY) seeks to provide connectivity to all unconnected habitations in the rural areas with a population of more than 500 persons with good all-whether roads by the end of the Tenth Five-year Plan. The Integrated Wastelands Development Programme (IWDP) is implemented to improve the productivity of the Wastelands and living standard of the rural poor. The Accelerated Rural Water Supply Programme (ARWSP) is implemented to provide safe drinking water in rural areas. With a view to widening the coverage of Rural Sanitation, a Total Sanitation Campaign (TSC) is now being implemented in Mission Mode in the districts.

To implement these schemes an outlay of Rs. 76774.00 crore is proposed for the Xth Five Year Plan which is 179% of the IX Five Years' Plan outlay of Rs. 42874.00 crore. During the Tenth Plan, outlays for the Ministry of Rural Development have been stepped up substantially. Year wise central outlay and releases are given in the following table.

Budget Estimates and Releases – 10th Five Year Plan

(Rs. in Crore)

	2002-03	2003-04	2004-05	2005-06	2006-07*
Deptt. of Rural Development					
Outlay	15176.00	15500.00	13866.40	21334.00	24025.62
Releases	15043.19	15503.53	13857.77	21334.10	15679.00
Deptt. of Land Resources					
Outlay	950.00	950.00	1050.00	1396.00	1418.00
Releases	917.67	954.45	1010.62	1395.99	982.97
Deptt. of Drinking Water supply					
Outlay	2250.00	2750.00	3300.00	4760.00	6000.00
Releases	2241.83	2769.90	3298.44	4758.84	4132.96
Ministry of Rural Development (Total)					
Outlay	18376.00	19200.00	18216.40	27490.00	31443.62
Releases	18202.69	19227.88	18166.83	27488.93	20794.93

- **Release upto December 2006.**

BHARAT NIRMAN

The Ministry of Rural Development is implementing three of the six components of 'Bharat Nirman' – the flagship programme of the Government of India – i.e. Rural roads, Rural Housing and Rural Drinking Water Supply . Out of the total budget of Rs.1,74,000 crores sanctioned for Bharat Nirman, about half the amount (i.e. Rs.85,000 crores) is to be utilized by the Ministry of Rural Development in four years upto the year 2009.

Under the Pradhan Mantry Gram Sadak Yojana, since inception, the construction of about 1,94,740 kilometers of rural roads amounting to Rs. 36,994 crores have been approved which shall provide connectivity to 60,000 habitations. Upto November, 2006, a total of one lakh kilometers of road construction have been completed which has provided connectivity to about 30,000 habitations. So far, an amount of Rs.17056 crore has been spent on the project. The programme has achieved greater momentum which is evident from the fact that during the last two years approval for construction of 81,120 kilometers of roads at a cost of Rs.20,332 crores has been accorded.

By the year 2009 it is proposed to target all the 66,802 villages (including 40,436 villages having more than 1000 population and 26366 villages in the hilly and tribal areas having more than 500 population) by providing all weather road connectivity, at a total cost of Rs. 48000 crores. Construction of new roads measuring 146185 kilometers and Upgradation of roads measuring 194130 kilometers are proposed.

Highest priority is attached to maintain the quality in the construction of roads. Accordingly, three tier quality monitoring system has been developed. In order to ensure public participation, arrangements have been made to install a public notice board at every worksite. Besides, for full transparency in the implementation of the programme, on-line management, monitoring and accounting system (OMMAS) and technical auditing system have also been developed.

A target of 60 lakh dwelling units is proposed under the Rural Housing Programme- the second component of Bharat Nirman, under which 15 lakh houses are being constructed annually under the Indira Awas Yojana. The budgetary provision under the Indira Awas Yojana in current financial year is Rs.2920 crores against which a sum of Rs.1455 crores has so far been spent for construction of 4,90,000 dwelling units. In order to maintain transparency in the selection of beneficiaries in the implementation of the Indira Awas Yojana, after having made 'IAY Permanent Waiting List' in sequence of the poor on the basis of BPL survey, 2002 an arrangement has been put in place to display the list in the web site and also on the wall of schools or Panchayat Bhavan.

Under Rural Drinking Water Supply - the third component of Bharat Nirman – safe drinking water has been provided during the last two years to 1826 uncovered, 14666 partially covered, 118535 slipped back habitations and 5151 quality affected habitations. To make available adequate quantity and safe drinking water, the Swajaldhara and the National water quality monitoring and surveillance programme has been launched. Under the Total Sanitation Campaign, 98 lakhs rural toilets have been constructed during last year itself. 569 districts of the country have been covered under the total sanitation programme.

NATIONAL COMMON MINIMUM PROGRAMME (NCMP)

The United Progressive Alliance (UPA) had identified "deepening and widening of rural prosperity" as one of the thrust areas in the National Common Minimum Programme.

1. Enactment of National Rural Employment Guarantee Act

As National Food for Work Programme (NFFWP) was prelude to National Rural Employment Guarantee Act (NREGA), the NREGA has come into force from 2nd February, 2006. The ongoing programmes of SGRY and NFFWP have subsumed with NREGA in the 200 identified Districts. All the Districts of the Country will be covered under this scheme with in five years. The National Rural Employment Guarantee Act has heralded a path - breaking law for securing guaranteed employment for 100 days per rural household. Upto the end of December 2006, as many as 3.43 crore job cards have been issued to rural households in these 200 districts. Out of 1.49 crores households demanding employment, over 85% were from families below the poverty line. More than 1.45 crore households have been provided employment. This had generated 52.45 crore mandays of employment benefiting about 24.6% Scheduled Castes and 38% Scheduled Tribes. The total beneficiaries also included about 39.7% women. A sum of Rs.4542 crore was spent for implementing the employment guarantee programme.

2. Watershed and wasteland development programmes. National Programme for Draught prone area development.

The Department of land Resources implements three watershed development programmes, namely, Drought Prone Areas Programme (DPAP), Desert Development Programme (DDP) and Integrated Wastelands Development Programme (IWDP). All the three area development programmes are being implemented on watershed approach since the inception of the common guidelines for watershed development on 1.4.1995.

Since 1995-96 till 2005-06 projects covering an area of 320.20 lakh ha. have been sanctioned and an amount of Rs.5893.17 crores has been released under these programmes. During 2006-2007 against an allocation of Rs.1195.00 crore, an amount of Rs.933.32 crore has been released till 30th September, 2006 as per the following details :-

(Rs. In crores)

Scheme	Allocation	Funds Releases
DPAP	360.00	272.98
DDP	270.00	257.94
IWDP (Including DFII projects)	565.00	402.40
Total:	**1195.00**	**933.32**

As regards convergence of various Watershed Development and other related Programmes being implemented by different Ministries, a Rainfed Area Authority has been established under the aegis of Ministry of Agriculture. The judicious management of water resources both for irrigation and drinking purposes have been amply focused in watershed programmes.

3. Modernization of Revenue administration.

The recommendations of COS on Modernization of Revenue Administration for the establishment of clear land titles have been acted upon and the latest Action Taken Report (ATR) submitted to Cabinet Secretariat in July, 2006. The National Programme for Comprehensive Land Information Management (NPCLIM) has been conceptualized as a major e-governanace and system reforms initiative that is concerned not merely with the computerization, updating and maintenance of land records or the validation of titles, but also as a programme that will add value and provide a comprehensive data base for planning and decision-making for development planning as well as regulatory activities where there is need for location specific information. The disconnects and redundancies in the system would be reduced and a better reform model would be re-engineered, so that the spatial and non-spatial land related data for the entire country could be available as a *National Enterprise knowledge base* for both public and private stakeholders.

4. Housing for the weaker sections in rural areas.

The Indira Awaas Yojana Scheme has been designed to target shelterless BPL families and 60% of the houses are to be for SC/ST beneficiaries. A target of 60 lakh dwelling units is proposed under which averages of 15 lakh houses are being constructed annually under the Indira Awas Yojana. During the current financial year 2006-07, an amount of Rs.2920.00 crore has been made available for Rural Housing out of which an amount of Rs.2907.53 crore has been allocated for release to DRDAs under the Indira Awaas Yojana (IAY) with a target of construction of 15.33 lakh houses. Out of the total allocated funds, an amount of Rs.1940.43 crore has since been released to the 571 DRDAs of various States/UTs. This includes an amount of Rs.3.82 crore released under 5% of IAY for natural calamity to 21 DRDAs. As per the information received from the State Governments, 4.77 lakh houses have been constructed so far.

5. Strict Monitoring of implementation of Rural development programmes.

The MoRD has put in place a comprehensive system of monitoring for the implementation of the programmes including utilization of funds. In order to ensure financial discipline, Audit Reports and Utilization Certificates are insisted upon while processing the proposals for release of funds to the programme implementing Agencies. The carry over limit of funds from one year to another has been progressively reduced from 25% during 1998-99 to 20% during 1999-2000 and further to 15% during 2000-01. Now this limit has been further reduced to 10%. Graded cuts are also imposed on the second installment if the proposals are received late after December. The Ministry has prescribed a procedure for timely release and utilization of funds in two installments. The first installment is released automatically without insisting on proposals if the implementing Agency has taken the second installment in the previous year without any condition. The second installment of funds is released only when the States/District has utilised 60% of the funds available with it under the programme. Thus, adequate care has been taken to avoid the delay in release of funds.

6. Augmenting and modernizing rural infrastructure consisting of roads.

Under Pradhan Mantri Gram Sadak Yojana, the construction of about 1,94,740 k.m. of rural roads amounting to Rs.36,994 crores have been approved since its inception. This would provide connectivity to 60,000 habitations. Construction of one lakh kilometers of road have been completed which has provided connectivity to about 30,000 habitations. So far an amount of Rs.17056 crore has been spent on the project. Greater momentum to this programme has been achieved which is evident from the fact that during the last two years approval for construction of 81,120 k.m. of roads at a cost of Rs.20,332 crore has been accorded.

MONITORING OF PROGRAMMES

The Ministry of Rural Development places special emphasis on monitoring and evaluation of its programmes being implemented in rural areas all over the country. Effective monitoring of the programmes is considered very important for efficient delivery at the grass root level particularly in view of the substantial step up in the allocation of funds for rural development programmes since the Eight Five Year Plan onwards. It is well recognized that the success of the programmes largely depends on the effective delivery system and efficient implementation at the grassroots level so that the programme benefits reach the rural poor in full measures. In order to ensure this, the Ministry has evolved a comprehensive multi-level and multi-tool system of Monitoring and Evaluation for the implementation of its programmes. Strict monitoring, quick evaluations, transparency, account ability, people's involvement and social audit are key elements of monitoring evaluation system developed by the Ministry of Rural Development. Appropriate performance indicators have been developed for each of the specific programme, both by the Ministry of Rural Development and the State authorities for effective programme monitoring at the District and below levels so that alarm signals can be adequately addressed in mid-course and the rural poor derive the programme benefits.

National Rural Employment Guarantee Act (NREGA)

1. Notification of NREGA

The National Rural Employment Guarantee Act aims at enhancing the livelihood security of the people in rural areas by providing guaranteed wage employment through works that develop the livelihood resource base of that area so that in that process of employment generation durable assets are built up. The Act was enacted in September 2005. It was notified in 200 districts of 27 States on February 02, 2006. The Government of Maharashtra has amended its existing Act to bring it in conformity with the non negotiable statutory provisions of NREGA. Cabinet has also approved the amendment of the Act to extend its application to J & K.

2. Key elements of the Act

- Households domiciled in a village (not just those below the poverty line) are entitled to register for seeking employment.
- Job cards containing photographs should be issued to all entitled applicants **within 15 days** of application.
- Demand for work from job card holders should be acknowledged and work allotted **within 15 days.**
- The instrument for allocating employment is unskilled manual work
- Works taken up should be predominantly for water and soil conservation, afforestation and land development.
- 50% of the works should be implemented by *gram panchayats*.
- The shelf of projects for a village should be recommended by the *gram sabha* and approved by the *zilla panchayat*.
- No contractors and machinery should be used.
- Labour intensive works with 60% wage component should be taken up.
- Payment should be made **within 15 days**. The State's notified minimum wage for agricultural labour is to be applied.

2. Launching NREGA

The first two months of the Programme implementation in the year 2005-2006 were used by States mainly in registering applications for job cards and provision of job cards. The Ministry had issued detailed instructions in November 2005 to States to initiate action on these preparatory processes to implement the Act.

3. Current status of implementation

The Programme's progress in brief is as follows:

1. **Total number of Rural Household**: 5.4 crore
   a. Rural BPL household: 1.65 crore

b. Job Cards issued: 3.36crore
c. Employment Demanded
i. households: 1.41 crore

85.06% of Rural BPL Household demanded employment
26.09% of Rural Households demanded employ ment

d. Employment provided:
i. Households: 1.36 crore

2. **Funds released** in 2006-07:
   a. By centre: Rs. 6538.64crore
   b. By States: Rs. 524.6crore
   c. Total: Rs. 7063.25 crore
3. **Total available fund** [including OB for current year: Rs. 9577.06 crore
4. **Expenditure**: Rs. 4542.4 crore [47.43%]
5. **Total works taken up**: 5.4 lakh
   a. Works completed: 1.97 lakh
   b. Works in progress: 3.43 lakh
6. **Nature of works taken up**:
   a. **Roads**: 22.46%
   b. **Water based works**: 64.77 %
   c. **Other works**: 12.77 %
      i. Water conservation & Water Harvesting: 1.91 lakh
      ii. Micro irrigation: 0.17 lakh
      iii. Renovation of Traditional Water Bodies: 0.33
      iv. Drought proofing: 0.5 lakh
      v. Land development: 0.32 lakh
      vi. Flood control: 0.08 lakh
      vii. Rural Connectivity: 1.21 lakh
      viii. Irrigation facility on the lands of SC/ ST households: 0.5 lakh
      ix. Other works: 0.4 lakh
7. **Outcomes**:
   a. Mandays: 48.34 crore
   b. Employment to SC: 23.72%==> 11.47 crore
   c. Employment to ST: 3 9.1% ==> 18.91crore
   d. Employment to Women: 38.25%==> 18.5 crore

State-wise status is at **Annexure 1**

4. Feed back from the field.

Entitlement to employment under NREGA is demand- based and limited to a household aggregate of hundred days, since the intent of the Act is to supplement the existing employment opportunities that rural communities have by enabling them to exercise a choice under NREGA as and when they want. As such, since demand for employment under NREGA really started emerging from April 2006 and has tended to be seasonal, it would be premature to derive categorical inferences about the programme at this stage. Early trends from the field where the programme processes have started to be insitutionalised indicate the following features:

i) In some places there is positive evidence of migration being stemmed as a result of local employment.

ii) Women participation is high.

iii) A large number of water conservation works have been taken up.

iv) The process of developing village -based five year Perspective plans has started and local communities are being facilitated by the District administration through the PRIs by marshalling professional resource support. Perspective Plans for 60 districts have been prepared and others are under process.

V) States have initiated training and communication to spread awareness about the Act.

VI) Some good initiatives have been taken by some states to introduce transparency in implementation and make information available in the public domain as well bring in greater accountability in management. Social audit has been initiated by Rajasthan, and Andhra Pradesh. Bank/postal network for paying wages to workers has been introduced by some States like AP and Karnataka, MIS has been made operational by Orissa, and AP. Programme signboards have been installed in Rajasthan, and MP. Work time and motion studies to bring about greater transparency in the schedule of rural rates has been undertaken by AP, Tamil Nadu, Gujarat.

VII) States are at various level of implementation of NREGA depending on when they started their preparations and their pace of preparation. In some states programme implementation has been affected by election as in Assam, Kerala, Tamil Nadu, West Bengal and the onset of monsoon. It is also to be noted that employment is seasonal and so does not equally spread out in all districts at the same time.

5. Challenges under NREGA

Most of the challenges in the field have been the due to the fact that this has been the transition period from SGRY /NFFWP procedures, that are work- led and allocation -based to NREGA procedures that are focused on employment, are demand –based and operate within a Legal Rights framework. Despite training, in the transition phase, attitudes at the GP/bock levels tend to be ingrained in the SGRY/NFWWP systems. Repeated trainings would help address this issue. Also, this has been the first work season and awareness about the Act in all its details needs to be further built up, specially among the likely beneficiaries.

6. Steps taken to strengthen the Programme

The Ministry has initiated steps to address critical issues that have emerged in the course of programme implementation. These are as follows:

6.1. Communication and awareness generation

Communication is one of the critical areas for effective and efficient implementation of the NREGA Although the workers know about the Programme there is need to raise their awareness about the procedures under the Act, such as applying for employment.. In the backdrop of this, prior to and soon after the notification of NREGA, emphasis was on main features of the Act through Newspaper Advertisement series on Know your Rights under NREGA, TV and radio spots, Pamphlets and brochures to create awareness. Now in the second phase of communication campaign the focus is on details of procedure and key aspects of programme. This is being disseminated through easy to read primers on NREGA in Hindi and English, implementation manuals for Panchayats, Newspaper/TV/Radio spots for critical triggers of action under NREGA. Some States have also organised PRI conventions and used traditional medium for communication.

Action is also being taken to deepen awareness of users through, primers in relevant languages, implementation manuals for *panchayats* & officials, newspaper, TV and radio spots on critical elements of procedure, manuals & longer radio & TV programs on the importance of land and water conservation works & afforestation

6.2. Strengthening capacity building at the State level

States have been asked to prepare training plans and undertake training of PRI functionaries, officials and Village Monitoring Committee members. Training is to be a continuous process. Centre has also provided funds to States for capacity building.
The number of functionaries trained at different levels is given below State wise.

State	PRI functionaries/ trained no.	Administrative officials/trained no.	Technical offici trained no.	VMC members/ trained no.
A.P.	2 rounds/ 21294	1 round/ 13935	1 round/ 650	Yes
Assam	1 round/276	1 round/501	1 round/143	No
Bihar	Not	Not	Not	Not
Chattisgarh	10 rounds/ 87	11 rounds/232	11 rounds	Yes
Haryana	1 round	1 round	1 round	No
Gujarat	12 rounds/ 5888	10 rounds/ 248	10 rounds/232	2 rounds/5467
Kerala	2 round	2 round	12round	Yes
M.P.	1 rounds/ 2068	1 round/5647	1 round	No
Meghalaya	12 rounds/300	20 rounds/180	20 rounds/195	2 rounds/5814
Orissa	2 rounds	2 rounds	1 round	No
Punjab	1 round/ 1320	1 round/ 197	1 round/ 25	No.
J & K	1 round	1 round	-	-
Maharashtra	1 round	1 round	1 round	Yes
Nagaland	-	1 round	-	-
Sikkim	1 round	1 round	-	-
Rajasthan	1 round/ 2713	2 rounds/ 18	1 round/126	No
Tamil Nadu	1 round	1 round	1 round	No
Tripura	1 round	1 round	1 round	-
Uttaranchal	-	1 round	1round	No
U.P.	2 rounds/ 18569	2 rounds/ 2890	1 round/ 300	No
West Bengal	1 round	1 round	1 round	1 round

States have been instructed to ensure to complete training of all concerned personnel at different levels.

6.3. Strengthening resource support to states:

All reports/studies underscore the need to strengthen management at the block and gram panchayat levels through additional staffing. Lack of additional technical staff creates a chain of problems such as delay in preparing a shelf of projects, delay in sanctions, supervision and measurement and payment. Lack of dedicated GP assistant often leads to a backlog of work since the existing GP staff cannot cope with a demand based process that requires considerable documentation and record maintenance. These constraints have persisted largely due to the limitation of administrative expenses to 2%, since this allows states only to recruit some skeletal staff at the GP/ Block levels but does not leave enough funds for continuous intensive training, out reach communication, and intensive monitoring. The Ministry's proposal approved by EFC to raise the present 2% limit on administrative expenses to 5% is being reconsidered by EFC. Once approved by EFC this would go to Cabinet. Proposal's approval will enable states to recruit adequate staff. Deployment of additional staff will enable States to discharge a number of responsibilities on time such as issue of job cards, work sanction, measurement and payment. The enhanced limit will also enable States to invest more on communication, training and monitoring.

6.4. Improving documentation.

A central concern under NREGA is to ensure that muster rolls are properly maintained and entries in job cards are made regularly and data on muster rolls and job cards is recorded and regularly updated in Village Panchayats and Programme Officers' registers. This is also being addressed through training and deployment of additional personnel as well as by instituting a system of regular inspection and verification.

6.5 Regular monitoring and review

The programme is monitored by Ministry of Rural Development at regular interval.

a) Field visits have been undertaken by National Level Monitors (NLM) and Area Officers (AO) and the number of visits

Table below indicates the visits made National Level Monitors to States.

STATE	March, 2006	July, 2006	Total
Andhra Pradesh	4	4	8
Arunachal Pradesh	1	-	1
Assam	2	3	5
Bihar	7	9	16
Chattisgarh	2	7	9
Gujarat	2	-	2
Haryana	1	1	2
Himachal Pradesh	1	1	2
J& K	1	-	1
Jharkhand	3	8	11
Karnataka	2	2	4
Kerala	1	1	2
Madhya Pradesh	3	9	12
Maharashtra	2	4	6
Manipur	1	-	1.
Meghalaya	-	2	2
Mizoram	1	2	3
Nagaland	-	1	1
Sikkim	1	1	2
Punjab	1	-	1

Orissa	7	7	14
Rajasthan	2	2	4
Tripura	1	1	2
Uttaranchal	1	1	2
UP	6	10	16
West Bengal	2	6	8

Remaining NREGA districts have been covered by NLMs in January, 2007. Now all the Districts have been visited by **National Level Monitors.**

b) Independent Appraisal teams have been constituted for detailed verification of records and processes on a sample basis in districts with high infusion of funds to check on the quality of the programme

c) The CAG has been asked to undertake a special performance audit of sample districts.

e) Periodic review meetings have been undertaken by Minister of Rural Development and Secretary (Rural Development) from time to time.

(i) Union Minister, Rural Development made three suo-motu statements on the implementation and progress of NREG Act in both the houses of Parliament. In Lok Sabha the statements were made on 3rd March, 2006, 23rd May, 2006 and 25th August, 2006. In Rajya Sabha the statements were made on 8th March, 23rd May, 2006 and 25th August, 2006.

(ii) Review meeting with State Secretaries by Minister in Delhi on 12th/13th May,2006

(iii) State specific reviews by Minister in Madhya Pradesh, Maharashtra, Jharkhand and Jammu & Kashmir in May-June, 2006

(iv) Minister of Rural Development participated in the Social Audit in Andhra Pradesh in the month of September, 2006.

(v) Regional review meetings by Minister at Delhi on 26.9.06 of Northern region and at Kolkata on 12th/13th September, 2006 of Eastern region.

(vi) Review of Kerala and North Eastern States by Secretary in September, 2006.

(vii) Meeting of the Central Employment Guarantee Council was held on 27.9.06 and a thorough review of NREGA was undertaken.

(viii) Performance Review Committee meeting of Southern and Western region at Delhi on 9.10.06.

(ix) Conference of Project Directors,DRDA, at Delhi on 16-17,October,2006.

(x) Meeting with State Secretaries and District Programme Coordinators on NREGA held on 1.11.06.

(x) Minister(RD) and Secretary(RD) also reviewed performance of NREGA of States at State Headquarters.

xi) Meeting of the Minister RD with MPs of States where the progress of the programme is slow has also been scheduled. This includes UP, Bihar, Jharkhand, North Eastern States, Hilly States- J and K, Uttaranchal, HP , and Kerala.

xii) Meeting of Minister with MPs from poor performing States: UP, Uttarakhand, Himachal Pradesh, Bihar, Jharkhand and N-E States on December 12, 2006.

xiii) NREGA Programme review of States by Minister for Rural Development and Secretary, Rural Development at Delhi on 20 December, 2006

f) States have been instructed to undertake 100%, 10% and 2% inspection and verification at the Block, District and Gram Panchayat levels and the Centre is monitoring action taken in this regard.

6.6. Building Durable Assets

To ensure quality of constructions and maintenance of assets, States were advised to take the assistance of experts in the preparation of perspective plan as per the operational guidelines. Accordingly, 60 district level perspective plans prepared by experts in close consultation with communities and local bodies under NFFWP/NREGA. Also 2 manuals on designing prototype projects on water conservation and land development to create durable assets developed and recommended to States. Instructions have also been issued to State that works completed are to be listed in asset registers of gram panchayats.

6.7. Ensuring transparency

6.7.1. Institutional arrangements for transparency

a) At the village level, States have been asked to set up local Vigilance and Monitoring Committees and members of the Committee are to be trained to be able to keep a watch on the quality of NREGA processes.

b) At the district level, the District vigilance and Monitoring Committee has been authorized to review NREGA.

c) At the State level, State Employment Guarantee Councils are being set up to review and monitor the programme.

d) At the National level, the Central Employment Guarantee Council rules have been notified on 25.05.2006. The Central Employment Guarantee Council has been constituted on 22.09.2006 and has met and reviewed the NREGA in detail.

All the documents on NREGA are also to be made available for public scrutiny

6.7.2. Social Audit.

Social Audit exercises by States are being facilitated through training and resource materials so that beginning with at least one pilot district social audit can be done in all districts. Social audit has begun in Rajasthan, Andhra Pradesh, Madhya Pradesh To enable States to do a quality social audit that meets the mandate of the Act, a framework of social audit kit detailing the procedure has been prepared. From October 27, 2006, a 4 days Workshop of 5 States was convened in Hyderabad to train resource persons from States on social audit and facilitate social audit in one district each in five States: UP, Bihar, Chattisgarh, Maharashtra, Orissa.

6.7.3. Muster Roll verification exercise

States have been asked to undertake a muster Roll verification exercise for 100% verification of all muster rolls on all NREGA works. Formats and guidelines have been shared and discussed with States.

6.8. MIS

A computer based MIS has been developed to monitor the Programme. This makes data transparent and available in public domain to be equally accessed by all. States are at different levels of operationalisation of MIS, dependent on their existing infrastructure.

6.9. Streamlining financial systems

A National Employment Guarantee Fund has been set up as a non -lapsable Public Account to facilitate prompt transfer of funds to the States, since fund release is on the bais of demand that is related to the work season and to a financial year. Fund rules have been notified. Proforma for reporting physical & financial performance have bee evolved and shared with all ~~States so~~ that fund releases can be measured against outcomes. Format and guidelines for preparing a labour budget have been developed and shared with States to enable them to estimate and plan for labour demand on a yearly basis and to calibrate fund releases according to the Labour budget.

6.10. Setting up effective grievance redressal mechanisms

States have been asked to take action on complaints received. This is an area of concern that requires greater focussed action by the States.

7. Action taken on the main Recommendations of Administrative Reforms Commission

The Main recommendations of the Administrative Reforms Commission, in its study of NREGA are already incorporated in the NREGA operational guidelines and action has been initiated on them, *inter alia*,

a) Awareness campaign by States in local language
b) Household to be defined as nuclear family
c) Choice of mode of payment be left to workers –payment in cash may be preferred option
d) Cascading approach for training
e) Proactive role of banks and post offices in fund flow
f) Piece-rate instead of time rate system
g) Revision of Schedule of rates by States and district -specific rates based on studies.
h) Raising the limit of administrative expenses from 2%. EFC approval has been obtained for raising it to 5%

The other recommendations of the Commission are under consideration of the Ministry.

Swarnjayanti Gram Swarozgar Yojana (SGSY)

1. Name of the Scheme: Swarnjayanti Gram Swarozgar Yojana (SGSY)

2.Brief of the Scheme

SGSY is a major on-going scheme to bring the assisted rural poor families (swarozgaris) above the poverty line by providing them income generating assets through a mix of bank credit and government subsidy. Credit is the critical component whereas the subsidy is an enabling element. The scheme involves selection of key activities, planning of activity clusters, organization of the poor into Self Help Groups (SHGs) and building their capacities through social mobilization, training and skill development, creation of infrastructure, provision of technology and marketing support, etc. Under the scheme focus is on the group approach, although individual Swarozgaris can also be assisted. The SGSY is implemented by the District Rural Development Agencies (DRDAs) with active involvement of Panchayati Raj Institutions (PRIs), banks, line Departments and Non-Government Organizations (NGOs).

Subsidy under the SGSY to individuals is uniform at 30% of the project cost, subject to a maximum of Rs.7500. In respect of SCs/STs and disabled persons, the subsidy is 50% of the project cost, subject to a maximum of Rs.10000/-. For groups of Swarozgaris (SHGs), the subsidy is 50% of the cost of scheme, subject to per capita subsidy of Rs.10000/- or Rs.1.25 lakhs, whichever is less. There is no monetary limit on subsidy for irrigation projects. Subsidy is back-ended.

Special safeguards have been provided to vulnerable sections by way of reserving 50% benefits for SCs/STs, 40% for women, Minorities* to the extent indicated by Ministry of Rural Development for each state and 3% for disabled persons of the total Swarozgaries assisted during the year. (*Minority communities are those notified under section (2) of the National Commission for Minorities, 1992 Act, i.e. Muslims, Sikhs, Christians, Budhists and Parsis. In States, where the minority population is in majority, only other minorities will be treated as Minorities. Accordingly, Muslims in J &K, Sikhs in Punjab and Christians in Meghalaya, Nagaland and Mizoram will not be treated Minorities in respective States)

15% of the SGSY allocation is set apart for Special Projects that are implemented with a view to grounding different models of self-employment generation and to enhance the income generating capacity of the rural poor.

3. Methodology/Key features:

- Selection of key activities
- Projectised end to end cluster based approach
- Organizing rural poor into Self-Help Groups (SHGs)
- Capacity building, infrastructure support, technology & marketing
- Financial assistance through a mix of bank credit and Government subsidy
  - Revolving fund (For Grade I Groups)
  - Economic assistance (For Grade II Groups)
- Emphasis on vulnerable sections (50% SC/ST, 40% women, 3% disabled)
  Special Projects (15% of central allocation)

4. Objectives:

The primary objective of the SGSY is to bring the assisted poor families (Swarozgaris) above the Poverty Line by providing them income-generating assets through a mix of bank credit and governmental subsidy. The programme aims at establishing a large number of micro enterprises in rural areas based on the ability of the poor and potential of each area.

5 Funding pattern: It is a Centrally Sponsored Scheme financed on 75:25 cost sharing basis between the Centre and the States.

6. Financial outlays

(Rs. in crore)

Plan Outlay (2002-07)	Budget Estimate	Revised Estimate	Release
Annual Plan 2002-03	710.00	710.00	706.04
Annual Plan 2003-04	800.00	800.00	797.55
Annual Plan 2004-05	1000.00	1000.00	996.59
Annual Plan 2005-06	960.00	1000.00	1029.56
Annual Plan 2006-07	1200.00		925.48*

*(As on 19.1.2007)

7. Physical and Financial Achievements during Xth Plan (2002-2007)

As per available information 23.97 lakh groups have been formed under the scheme since its inception in April, 1999 and more than 73 lakh Swarozgaris have been assisted. Performance under SGSY (2002-03 to November, 2006) in respect of major parameters is indicated below:

Items	02-03	03-04	04-05	05-06	06-07*
Total allocation (Centre + State) (Rs. in crores)	756.37	1065.83	1332.67	1332.67	1466.00
Utilization (Rs. in crores)	921.11	1043.43	1290.83	1338.11	649.54
Central allocation (Rs. in crores)	710.00	800.00	1000.00	1000.00	1200.00
Central releases Including Spl. Projects, UNDP etc. (Rs. in crores)	706.04	797.55	996.59	1029.56	862.01
SHGs formed (No. in Lakh)	3.99	3.92	2.66	2.76	1.32
No. of SHGs passed Gr.I (No. in Lakh)	1.90	2.05	2.20	2.11	1.24
No. of SHGs passed Gr.II (No. in Lakh)	0.95	0.91	1.06	0.92	0.53

SHGs taken up Economic Activities (No. in Lakh)	0.35	0.51	0.68	0.80	0.40
Swarozgaris assisted (No. in Lakh)	8.26	8.97	11.15	11.50	5.38
a) Individuals	4.12	3.19	3.27	2.77	0.90
b) SHGs	4.14	5.78	7.89	8.72	4.49
Total investment (Rs.Cr) (subsidy + credit)	1790.18	2015.48	2516.99	2727.28	1311.31
Subsidy (Rs.Cr)	605.89	713.28	858.81	904.74	413.20
Credit (Rs.Cr)	1184.30	1302.10	1658.18	1822.54	898.11
Subsidy Credit Ratio	1:1.95	1:1.83	1:1.93	1:2.01	1:2.17
Per Capita Investment	21666	22472	22555	23709	24361

*(As on 10.1.07)

Tabular statement indicating physical and financial progress of weaker sections under SGSY is given below:

Physical Progress	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007*
SC Swarogaris Assisted	249556	274893	352864	382762	171134
ST Swarozgaris Assisted	130260	138909	149115	165275	77876
Total SC/ST Swarogaris Assisted	379816	413802	501979	548037	249010
Women Swarozgaris Assisted	382613	470740	606141	662084	333456
Disabled Swarozgaris Assisted	6118	8504	12680	14775	5777
%age of SC/STs Assisted	45.97	46.14	44.98	47.64	46.26
%age of Women Assisted	46.31	52.49	54.32	57.56	61.95
%age of Disabled Assisted	0.74	0.95	1.14	1.28	1.07

(Rs. in lakh)

Funds flow to weaker sections (Subsidy)	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007*
Scheduled Caste (SC)	18643.12	22237.89	27836.13	38625.09	3831.99
Scheduled Tribe (ST)	8765.25	10145.29	13182.41	13139.38	1517.10
Total SC/ST	27408.37	32383.18	41018.54	51764.47	5349.09
Women	21939.63	30336.09	40656.07	45283.66	22430.22
Disabled	729.86	874.26	1068.32	1182.22	457.66

* As on 10.01.2007

8. SGSY is being implemented in all the North Eastern (N.E.) States including Sikkim.10% of the total available funds are earmarked for N.E. States. Details of allocation and release of funds by the Central Government under SGSY to the North Eastern States, since 2002-03, are indicated below:

(Rs. in crores)

Financial Progress	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007*
Central Allocation	45.90	80.0	100.0	100.0	102.0
Central Releases	37.72	66.92	87.89	84.51	48.50
%age of Central Releases	82.19	83.65	87.89	84.51	47.55

* As on 10.01.2007

9. State-wise position :

SHGs formed vis-à-vis economic activity taken:

State-wise position of SHGs formed, that passed Grade-I & II and have taken up economic activities under SGSY since inception upto December, 2006 is as under:-

Proportion of SHGs that have passed Grade-I, II and commenced Economic Activities to the SHGs Formed under the SGSY (since inception upto Dec.'06)

S.No.	STATES /U.T.	No. of SHGs Formed	Grade I SHGs	Grade II SHGs	SHGs that have taken Up Economic Activities	Proportion of SHGs with reference to the formation		
						SHGs passed Grade I	SHGs Passed Grade II	SHGs that have taken up economic activities
1	2	3	4	5	6	7	8	9
1	Andhra Pradesh	466837	423032	281037	49908	90.62	60.20	10.69
2	Arunachal Pradesh	365	155	82	213	42.47	22.47	58.36
3	Assam	130013	75236	32200	23655	57.87	24.77	18.19
4	Bihar	108046	46698	21197	24570	43.22	19.62	22.74
5	Chattisgarh	51780	21887	7308	5955	42.27	14.11	11.50
6	Goa	700	379	184	239	54.14	26.29	34.14
7	Gujarat	91223	26285	7868	5462	28.81	8.63	5.99
8	Haryana	11825	7926	4933	4608	67.03	41.72	38.97
9	Himachal Pradesh	5801	5073	4331	4284	87.45	74.66	73.85
	Jammu &							

	Kashmir							
11	Jharkhand	34001	19815	6861	11620	58.28	20.18	34.18
12	Karnataka	42292	24376	19234	19137	57.64	45.48	45.25
13	Kerala	60303	42979	15856	8100	71.27	26.29	13.43
14	Madhya Pradesh	255395	91284	33878	29148	35.74	13.26	11.41
15	Maharashtra	138213	90019	43431	27452	65.13	31.42	19.86
16	Manipur	705	139	36	17	19.72	5.11	2.41
17	Meghalaya	5413	3136	1035	828	57.93	19.12	15.30
18	Mizoram	1431	737	786	1326	51.50	54.93	92.66
19	Nagaland	2813	1342	1327	2464	47.71	47.17	87.59
20	Orissa	159773	84604	32790	21356	52.95	20.52	13.37
21	Punjab	4483	2722	1554	1813	60.72	34.66	40.44
22	Rajasthan	29219	16474	5589	4074	56.38	19.13	13.94
23	Sikkim	1395	796	284	311	57.06	20.36	22.29
24	Tamil Nadu	270399	171213	41457	27669	63.32	15.33	10.23
25	Tripura	18550	7849	2413	6376	42.31	13.01	34.37
26	Uttar Pradesh	339931	172833	74448	67447	50.84	21.90	19.84
27	Uttaranchal	19432	13266	7785	6210	68.27	40.06	31.96
28	West Bengal	174134	122100	23925	9106	70.12	13.74	5.23
29	A&N Islands	373	230	72	153	61.66	19.30	41.02
31	Daman & Diu	0	0	0	0	0.00	0.00	0.00
30	D & N Haveli	16	0	0	0	0.00	0.00	0.00
32	Lakshadweep	5	2	0	1	40.00	0.00	20.00
33	Pondicherry	1300	1141	539	357	87.77	41.46	27.46
	TOTAL	**2433550**	**1477661**	**673594**	**366948**	**60.72**	**27.68**	**15.08**

It may be seen that some States which are lagging behind in proportion of SHGs which are economically assisted vis-à-vis formation of SHGs are:

Manipur (2.41%), West Bengal (5.23%), Gujarat (5.99%), Tamil Nadu (10.23%), Andhra Pradesh (10.69%), Chattisgarh (11.50%), M.P. (11.41%), Kerala (13.43%), Orissa (13.37%) and Rajasthan (13.94%) .

Utilisation of funds:

At the national level, it has been noticed that the percentage of utilisation to total available funds during the current year 2006-07 (upto December, 2006) is 59.30%. This percentage of utilisation to total funds is low in Lakshadweep (5.03%), Arunachal Pradesh (5.74%), Andaman & Nicobar Islands (6.80%), Manipur (14.40%) Bihar (46.46%),). The expeditious utilisation of funds is important because only 10% of allocation is allowed as opening balance in the next year.

Credit

Credit mobilisation target of Rs.2869 crores has been fixed under SGSY for the year 2006-07. In order to ensure even flow of credit throughout the year, these credit targets have been fixed for every quarter also. For the three quarters ending on December 31, 2006 credit targets of Rs.1864.93 crores was fixed. However, only Rs.1080.55 crores (57.94%) of credit targets have been achieved by the banks till 31.12.2006.

States/UTs where banks are lagging behind their credit targets are Arunachal Pradesh (1.26%), Mizoram (6.60%), Meghalaya (7.31%), West Bengal (11.74%), Lakshadweep (17.95%), Tripura (25.08%), Jharkhand (30.58%), Sikkim (31.80%), Assam (37.34%), Bihar (44.96%), Maharashtra (46.19%), Tamil Nadu (54.17%).

10. Main Findings of Concurrent Evaluation on SGSY – 2002-03

- The average income generated by the sample individuals and groups is found steadily increasing through the years 1999-00 to 2001-02. The average annual incremental income obtained by the individuals is Rs. 8,800 and groups is Rs.34, 930/-.
- The participation of line departments in identification of key activities and preparation of project reports is seen in 89.27% of the District. In about 34% of the Districts, the DRDAs carry out the activity of formation and nurturing of the SHGs.
- The major complaints reported by the District authorities include non co-operation from the banks (58.18%) delay in bank procedure (53.54%) and delay in disbursement of the assistance (50.73%). More than two thirds of the Districts faced problems in operationalising the scheme (69.2%) and three problems include problems of co-ordination with the banks (60.53%%) lack of awareness among target group (45.79%), inadequate infrastructure for field work (43.68%) and inadequate staff support.
- Regarding the status of Swarozgaris, most of the total Swarozgaris (92.68%) belong to BPL families.
- A majority of the sample SGSY Swarozgaris s are observed to be women. They constitute 63.81% of the total sample, which is considerably higher than the targeted 40%.
- Swarozgaris from Scheduled Castes/Scheduled Tribe category constitute 47.55%. Only 2.45% of the total beneficiary samples are found to be physically challenged.
- As high as 83.51% of the total individual Swarozgaris are of the opinion that SGSY activities have helped them in increasing their income.
- Around 62% of the sample individual Swarozgaris are involved in micro enterprises in the primary sector. This is followed by 20.45% in the tertiary sector and 17.96% in the secondary (manufacturing) sector.
- The average cost of the various individual projects taken up under SGSY in different States varies from Rs.15,893/- to Rs.39836/-.
- Vast minority of the sample individual Swarozgaris (93.86%) have reported that they have received loans from banks/financial institutions under SGSY.

- About 51.34% of the individual Swarozgaris have reported that the loan amounts provided in a single dose.
- A majority of the sample individual Swarozgaris (78.37%) has responded that there is no difficulty in availing the loan.
- More than three fourths (79%) of the total individual Swarozgaris have started repaying the loan amount.
- More than half of the sample individual Swarozgaris (67.64%) claim that they repay the loan in instalments of less than Rs.500/-.
- A sizeable majority of individuals' beneficiaries (88.67%) market their product or services on their own.
- In 48% cases of SHGs an increase in income is observed as the impact of SGSY activity.
- For 41.25% of the sample SHGs, SGSY activity is observed to be helpful in bringing women together to work in groups.
- Increase in savings is reported in 43.36% of the group.
- Exclusively woman groups constitute the majority of sample SHGs under SGSY scheme (54.94%). This is in accordance with the norms stipulated by the SGSY scheme.
- 91.72% of the total sample SHGs maintain group corpus fund. About 84% SHGs perform thrift and credit activities, which can be stated as an achievement towards one of the objectives of SGSY.
- The average loan amount of the groups in different States varies from Rs. 54,096/- in Nagaland to a maximum of Rs.3, 30744/- in Madhya Pradesh.
- From most of the sample (58.28%) it is observed that their loan repayment period is between 4 to 6 yeas.
- 37.24% individuals Swarozgaris and 15.09% of SHGs Swarozgaris have crossed the poverty line due to SGSY activities.

A study was conducted by the NIRD in 2005 in 13 states, 24 districts, 48 blocks covering 1410 swarojgaris. The main findings of the study are as under:

1. Service enterprises generated highest incremental income (Rs.1173 per month). Dairy – the most popular activity – generated only Rs.697 per month.

2. Among different social groups, highest incremental income was noticed in case of backward castes (Rs.943) followed by OCs (Rs.672), STs (Rs.580) and SCs (Rs.539). Lower income performance is traced to the choice of low investment and lower skill requiring trades.
3. The average investment per unit varied from Rs.14,558 (service enterprises) to Rs.33,000 (agriculture & land development) and in dairy, it was Rs.23,472. The share of institutional credit was 60% in case of dairy and 51 per cent in service enterprises.

4. The banks were willing to assist the activities for which the infrastructure, asset insurance, clusters viability and assured market was well developed (like in dairy, sheep, goat, irrigation, agriculture and land development etc.) compared to the other artisan-based or manufacturing activities.

5. The level of repayment was high (87%) in the study districts (where the programme implementation is at its best). The loan repayment performance was positively associated with the age and quality of SHGs. Among various activities, the repayment was better in dairy.

Another study was conducted by NIRD on Social Mobilisation, Employment and Empowerment through Self Help Groups at the instance of Ministry of Rural Development. The study was taken up in 15 States in coordination with 2 State Institute of Rural Developments (SIRDs) the major findings of the study on economic development and micro credit are as under.

1. The amount of loan availed by members during 2000-2004 has increased substantially when compared to earlier years. Significantly, more number of women (65%) from marginalized communities OBCs, SCs and STs are able to access credit from SGSY.
2. Out of total sample of 695 groups, 421 groups have received revolving fund, of which 254 groups (60) received under SGSY. The fund was utilized by equally distributing among the members (27%), revolving among group members (13%), for taking up enterprises (30%) and deposited in Bank (6%).
3. Out of total sample of 2764 SHG members, 1771 (66%) members have availed loan once, (52%) twice, (37%) thrice and (23%) more than 3 times during the last three years.
4. As groups attain maturity in 3 to 5 years, there is a perceptible shift in utilizing the loan amounts from consumption to production needs (55%) including income generation, accumulation of assets, and purchase of agricultural inputs, milch animals and irrigation purpose.
5. Average loan amount received by each member from various sources is Rs.14, 655. This amount is not adequate for taking up any viable enterprise to generate regular employment, create adequate income (Rs.2000 as per SGSY guidelines); move out of the BPL in a period of 3-5 years
6. Animal husbandry is seen as a significant income generating activity (26%) followed by craft based activities (11%), petty business (11%) and agriculture related activities (8%) in many states.
7. Although 67% of the credit have been through bank loans for initiating micro enterprises, savings are a major and significant source for economic activity (52%); so also is the self contribution by members (46%) revolving fund (46%) and subsidy (35%).
8. Over all additional number of days of employment generated by taking up enterprise in a month: 5-10days (39%), 10-20 days (26%), 21 or more days of employment (24%).
9. Over all additional monthly income earned through the enterprise ranging from Rs.100 – 500 (42%), Rs.500-1000 (24%) and above Rs.1000 are around 20%.
10. Most of the members (50%) have taken up traditional activities / supporting the existing livelihoods, which have generated income of Rs.100-500/- per month.

11. About 25% of members have taken enterprises such as petty business (services and trading) and non farm activities like ready made garments, dry flowers and sanitary napkins are generated income of more than Rs.1000-1500/- per month.

12. The most visible impact has been the reduced dependence on moneylenders as a result of easy access to credit and income available from the enterprise. Almost 70% admitted that their dependency on the moneylenders has reduced to a large extent.

11. Difficulties/Challenges under SGSY

SGSY has been in operation since 1st April, 1999 and has completed almost 8 years. So far, 23.97 lakh groups have been formed, but only 3.5 lakh groups have been economically assisted (14.6%). The number of individual swarojgaries assisted is 32.24 lakh. In total about 73 lakh rural poor families have been economically assisted. Various evaluation studies have brought out that only 20-30% of the assisted families are able to cross poverty line. Hence in the last 8 years we have been able to bring only about 22 lakh families above the poverty line against about 4 crore rural poor families in the country. In %age terms it comes to 5.5% of total rural poor families at the average rate of poverty alleviation of 0.67% families per annum. **In other words, at the current levels, 6 decades will be needed to bring even 50% of the families through SGSY. It clearly brings out the stupendity of task at hand and challenge to be faced.**

A number of factors have been responsible for not-so impressive numbers achieved under SGSY. These are:

a) Capacity, reach and effectiveness of Delivery Systems.
b) Ad-hocism in Planning and Implementation Processes.
c) Lack of understanding and appreciation of complexity of livelihood issues. The livelihoods are affected by the vagaries of the markets and are dynamic. They are subject to shocks. The remunerative livelihoods may not remain so in future or today's unremunerative livelihoods may become remunerative tomorrow. A close watch has to be kept on the markets (regional, national and international), technology, quality of products, their packaging, design etc. tastes of customers, costs of production, etc. It is a continuous process and has to be done regularly. Moreover, all this requires lot of professional and technical expertise apart from networks. All this makes livelihood issues very complex.

d) Programme Design.

- Lack of resource persons and institutions at the village, block on district levels.
- Lack of technical assistance
- Inadequate marketing infrastructure.
- The linearity of group formation and assistance process leading to substantial delay in time.
- Inadequate mechanisms for ensuring demand and quality of products of the beneficiaries.

e) Problems related to the poor flow of credit under the programme and non-achievement of credit targets by the banks. These problems are compounded by the attitude of bankers towards credit-disbursal to poor.

These factors have been further compounded by the inadequate handling of macro-level issues affecting livelihoods such as marketing, skill development, technology, product-designing and development, competition from forces of liberalization, privatization and globalization (LPG) etc.

12. New Initiatives under SGSY

1. Universalisation of Social Mobilisation by taking one Member of each rural BPL Family into SHG Movement.
2. Providing revolving fund to all SHGs.
3. Emphasis on homogeneous groups.
4. Federation of SHGs at village, Block, District and national level.
5. Identification of economic activity for self-employment and training.
6. Livelihoods through activity groups and scaling up through activity federations.
7. Change from to-down departmental approach to mission approach and setting up of missions at national, state and district levels supported by livelihood support centres.
8. Marketing of rural products including product development, quality promotion, branding, exploring export markets and emphasis on Public-Private Model.
9. Emphasis on massive flow of credit to poor in multiple doses.
10. Skills have been identified as a cost effective mechanisms and an intangible asset for poor to bring them above poverty line.
11. Already projects have been undertaken to create about 2 lakh livelihoods through demand-based skill development.
12. Sectors such textiles, retail, construction, leather, gems and jewellery, etc. have been identified for large scale skill based absorption of rural poor.
13. All States have been requested to prepare projects based on demand based skill development leading to placements.

****

INDIRA AWAAS YOJANA

Housing is a basic need which is critical for determining the quality of human life. A roof over the head endows a shelterless person, with an essential asset and improves his physical and mental well-being. Hence, fulfilling the need for rural housing and tackling rural housing shortage is an important task to be undertaken as part of the poverty alleviation efforts of the government. The Indira Awaas Yojana (IAY) is a subsidy based Scheme of the Ministry of Rural Development to provide houses to the poor in the rural areas.

Some of the salient features of the IAY are:

(a) In 1985-86, Indira Awaas Yojana (IAY) was launched as a sub-scheme of Rural Landless Employment Guarantee Programme and from 1989, it became a sub-scheme of the Jawahar Rozgar Yojana (JRY). On January 1st, 1996, IAY was finally delinked from JRY and made an independent Scheme. In the beginning, it was meant to provide assistance for consutruction/up gradation of dwelling units to the below poverty line (BPL) rural households belonging to the Scheduled Castes, Scheduled Tribes and freed bonded labourer categories. Later on, the scope of the Scheme was extended to cover non-Scheduled Castes and Scheduled Tribes rural BPL poor with the condition that the coverage of SC/ST be 60% of the total IAY allocation. 3% of the houses are also reserved for the rural BPL physically and mentally challenged persons. The benefits of the Scheme have also been extended to the families of the personnel from defence services/paramilitary forces killed in action as well as ex-servicemen, displaced persons and special tribal groups. The dwelling units have invariably to be allotted in the name of a female member of the beneficiary household. Alternatively, it can be allotted in the name of both husband and wife. Only in case there is no eligible female member in the family, a house can be allotted to a male member of the family.

(b) The funding of the IAY is shared between the Centre and State in the ratio of 75:25. From the year 2005-06, the allocation of funds under the Indira Awaas Yojana to the States/UTs is being made on the basis of rural housing shortage estimated by the Office of the Registrar General of India based on 2001 Census and the poverty ratio, as approved by the Planning Commission, giving 75% weightage to housing shortage and 25% weightage to poverty ratio. Similarly, the allocation to a district assign 75:25 weightage to housing shortage and SC/ST population respectively.

(c) On the basis of allocations made and targets fixed, District Rural Development Agencies (DRDAs)/Zilla Parishads (ZPs) decide Panchayat-wise number of houses to be constructed under IAY and intimate the same to the concerned Gram Panchayat. Thereafter, the Gram Sabha selects the beneficiaries, restricting its number to the target allotted, from the list of eligible households. No approval of other authorities is required. The Panchayat Samities/Zilla Parishads/DRDAs, however, have to be sent a list of the selected beneficiaries for their information. The selection of beneficiaries will now onwards be made out of the Permanent IAY Waitlist as soon as it is finalized by the States.

(d) The ceiling on construction assistance under the IAY is Rs.25,000/- per unit for the plain areas and Rs.27,500/- for the hilly/difficult areas. Besides, with effect from 1.4.2004, upto 20% of the total funds can be utilized for updation of unserviceable kutcha houses into pucca/semi- pucca houses and/or for providing subsidy to the beneficiary availing loan under the credit-cum-subsity scheme of rural housing. A maximum assistance of 12,500/- per unit is provided for upgradation of unserviceable kutcha houses into pucca/semi-pucca houses. Credit-cum-subsidy is provided to rural households with an annual income of up to Rs. 32,000/- only. The subsidy ceiling under this scheme is Rs. 12,500/- per household and the upper limit of a loan under the scheme is Rs. 37,500/-.

(e) The beneficiary is expected to construct a house of at least 20 sq. mts. plinth area along with a sanitary latrine and smokeless chulha. The construction of the houses is the sole responsibility of the beneficiary. Engagement of contractors is strictly prohibited. No specific type design has been stipulated for an IAY house. Choice of design, technology and materials for construction of an IAY house is the sole discretion of the beneficiaries. However, government departments can give technical assistance or arrange for coordinated supply of raw material such as cement, steel and bricks if beneficiaries so desire. DRDAs can contact other organizations for seeking expertise on innovative technology, material, designs and methods of constructing or upgrading durable and disaster-resistant lodgings. State Governments are also required to give guidance on cost effective environment-friendly technologies, material and designs.

(f) 5% of the total allocated funds under IAY are kept apart to meet the exigencies arising out of natural calamities and other emergent situations like riot, arson, fire, rehabilitation under exceptional circumstances etc. The State Government have to make necessary recommendation for additional funds in this regard which are to be shared by the Centre and State on 75:25 basis. In order that relief reaches immediately to the victims of such calamities, the District Collectors/District Magistrates/Deputy Commissioners at the district level have been authorized to utilize from the district's allocation of IAY (including state share) or from their own resources for rendering assistance to the victims in the construction of houses damaged due to fire, riots and arsons. The maximum limit for such assistance is Rs. 50.00 lakh per district.

(g) From the financial year 2000-2001, a separate non-lapsable provision working out to 10% of the total budget of Rural Housing has been earmarked for North Eastern Region.

PERFORMANCE UNDER IAY DURING 10TH PLAN PERIOD

About 151.55 lakh houses have been constructed under IAY since inception of the Scheme with an expenditure of Rs. 28784.41 crore ***(upto 9th January, 2007).*** During the Tenth Five Year Plan i.e. last four years, the financial and physical progress of IAY is as under:

Financial Progress (Rs. in crore)

Year	Central Allocation	Central Release	Total available funds	Utilization of funds	Percentage utilization
2002-2003	1656.40	1628.53	2992.41	2794.96	93.40
2003-2004	1870.50	1871.07	2939.22	2580.10	87.78
2004-2005	2460.67	2883.10	4320.26	3262.09	75.51
2005-2006	2732.40	2738.23	4586.75	3654.09	79.67
Total	**8719.97**	**9120.93**	**14838.63**	**12291.24**	**82.83**

Physical Achievement:

Units in lakh

Years	Targets	Houses constructed/upgraded	Houses allotted to		
			SC+ST	Woman & Joint name	Physically Handicapped
2002-2003	13.14	15.48	9.56 (61.75%)	11.15 (71.99%)	0.11 (0.74%)
2003-2004	14.84	13.61	8.45 (62.04%)	9.37 (68.86%)	0.11 (0.82%)
2004-2005	15.62	15.21	9.39 (61.69%)	11.74 (77.18%)	0.16 (1.08%)
2005-2006	14.41	15.51	9.40 (60.54%)	12.11 78.02%)	0.19 (1.2%)

Note: figures in brackets are percentage of the targets achieved

IAY AS A PART OF BHARAT NIRMAN

Bharat Nirman Programme is a business plan of the Government of India comprising six components aimed at augmenting the rural infrastructure base of the country and rural housing is one of them. During the time-frame of Bharat Nirman from 2005-06 to 2008-09, 60 lakh houses have to be constructed through the Indira Awaas Yojana (IAY) for the rural BPL families. During the year 2005-06, 15.52 lakh houses have been constructed against a target of 14.41 lakh houses. During the year 2006-07 the target is to construct 15.33 lakh houses against which 5.91 lakh houses have been constructed so far and 10.39 lakh houses are under construction at various stages.

STRENGTHS OF IAY

Evaluation studies and feedback indicate the following positive features of IAY:

(i) The basic benefit of shelter has been provided to significant proportions of socially and economically vulnerable sections.

(ii) The Concurrent Evaluation Report of the Ministry (1998-99) statues that 86% of the beneficiaries have expressed fairly good satisfaction levels with constructed houses.

(iii) The occupancy rate of constructed IAY houses is high.

(iv) There has been adequate coverage of SC and ST beneficiaries.

(v) There have been other benefits of the scheme as follows:

a. Construction activity has generated considerable employment
b. Beneficiaries have developed a sense of opportunity especially for expanding self-employment activities.
c. A cleaner environment has been provided by the IAY houses.

The studies and feedback also highlighted the following challenges to be tackled:

(i) The demand is much more than the supply. There is a need to address the gap between housing shortage and demand through credit and credit-cum-subsidy schemes.

(ii) The beneficiaries are not satisfied with the grant-in-aid provided under the scheme as it is not considered sufficient amount for construction of a decent house.

(iii) There is need for greater transparency in the selection of beneficiaries.

(iv) Inadequate monitoring and delays in implementation mainly due to shortage of grass-root level implementing officials.

(v) Absence of technical assistance which could facilitate improved quality of construction.

(vi) Inadequate mechanism to enable beneficiaries to access appropriate, low cost, environment friendly and disaster resistant technology.

INTERVENTIONS PROPOSED

There is a need to address the gap between the housing shortage and demand on one hand and the existing availability of housing, which is primarily through the subsidy-based IAY scheme. There is need to provide suitable schemes for meeting the housing needs of such of the BPL families that remain left out and of APL families. This could be achieved through a judicious mix of various modes of financing rural housing and by encouraging livelihood-based habitats.

The shortcomings of IAY scheme necessitate corrective measures for better targeting of eligible beneficiaries, enhanced unit cost of assistance, prevention of corrupt practices and provision of house-sites to the landless, with due emphasis on the use of appropriate technology.

In order to ensure transparency in selection of beneficiaries, all the States/UTs have recently been asked to prepare permanent IAY wait lists – one of SC/STs and the other for non-SC/STs, out of the 2002 BPL Survey, based on their ranking poorest of the poor being on the top and to display on a conspicuous place in each Gram Panchayat for the information of the every stakeholder.

PROPOSALS FOR THE 11TH FIVE YEAR PLAN

Approach Paper for the 11th Plan

The Planning Commission have set monitorable Socio-Economic Targets of the 11th Plan in the Paper on 'An Approach to the 11th Five Year Plan'. As per the said Approach Paper, homestead sites are to be provided to all by 2012 and houses for all rural poor by 2016-17.

Rural Housing Shortage

The Working Group on Rural Housing for the formulation of the 11th Five Year Plan have suggested to adopt the same methodology for assessing the Rural housing Shortage as has been adopted by the Working Group on Urban Housing for the 11th Plan period. Accordingly, the rural housing shortage has been estimated to be around 42 million during the period 2007-12. However, it has been proposed to construct around 30 lakh houses every year during the 11th Plan period and the remaining shortage may be met during 12th Plan period.

Unit cost

Based on the suggestions of the research studies, consultations with state governments in all review for a, visits of monitors and area officers. the Ministry has reached a conclusion that for the IAY scheme to be meaningful, there is urgent need to increase the unit cost from the present level of Rs. 25,000 for plain areas and Rs. 27,500 for hilly areas. To assess the revised unit cost of an IAY house, the Ministry of Rural Development had requested the four agencies viz; HSMI (HUDCO), Auroville Earth Institute, BMTPC and CBRI to assess the present unit cost of an IAY house in different regions. The Auroville Earth Institute have given three models of an IAY house between the range of 90,000/- and 1.02 lakh. However, the HSMI, in consultation with BMTPC, has intimated that the unit cost of a house with 25-30 sqm. Plinth area would be between Rs. 60,000 and 81,900 stating that the proportionate amount may be reduced for a smaller plinth area. As per IAY guidelilnes, the IAY house should be of at least 20 sqm. Plinth area and hence its unit cost would range between Rs. 48,000 and Rs. 54,000/-. Thus, after rounding off, the unit cost for an IAY house can be taken as Rs. 45,000 for plan areas and Rs. 50,000 for hilly/difficult areas.

Outlay for 11^{th} Plan period and for Annual Plan 2007-08

In view of the above, the requirement of Central funds for construction of 30 lakh houses every year, at the unit cost of Rs. 45000 in plan areas and Rs. 50000 in hilly/difficult areas would be Rs. 51226.90 crore for the 11^{th} Plan and Rs. 10245.38 crore for 2007-08 which has since been projected to the Planning Commission.

The shortcomings of IAY scheme necessitate corrective measures for better targeting of eligible beneficiaries, enhanced unit cost of assistance, prevention of corrupt practices and provision of house-sites to the landless, with due emphasis on the use of appropriate technology.

In order to ensure transparency in selection of beneficiaries, all the States/UTs have recently been asked to prepare permanent IAY wait lists – one of SC/STs and the other for non-SC/STs, out of the 2002 BPL Survey, based on their ranking poorest of the poor being on the top and to display on a conspicuous place in each Gram Panchayat for the information of the every stakeholder.

PROPOSALS FOR THE 11TH FIVE YEAR PLAN

Approach Paper for the 11th Plan

The Planning Commission have set monitorable Socio-Economic Targets of the 11th Plan in the Paper on 'An Approach to the 11th Five Year Plan'. As per the said Approach Paper, homestead sites are to be provided to all by 2012 and houses for all rural poor by 2016-17.

Rural Housing Shortage

The Working Group on Rural Housing for the formulation of the 11th Five Year Plan have suggested to adopt the same methodology for assessing the Rural housing Shortage as has been adopted by the Working Group on Urban Housing for the 11th Plan period. Accordingly, the rural housing shortage has been estimated to be around 42 million during the period 2007-12. However, it has been proposed to construct around 30 lakh houses every year during the 11th Plan period and the remaining shortage may be met during 12th Plan period.

Unit cost

Based on the suggestions of the research studies, consultations with state governments in all review for a, visits of monitors and area officers, the Ministry has reached a conclusion that for the IAY scheme to be meaningful, there is urgent need to increase the unit cost from the present level of Rs. 25,000 for plain areas and Rs. 27,500 for hilly areas. To assess the revised unit cost of an IAY house, the Ministry of Rural Development had requested the four agencies viz; HSMI (HUDCO), Auroville Earth Institute, BMTPC and CBRI to assess the present unit cost of an IAY house in different regions. The Auroville Earth Institute have given three models of an IAY house between the range of 90,000/- and 1.02 lakh. However, the HSMI, in consultation with BMTPC, has intimated that the unit cost of a house with 25-30 sqm. Plinth area would be between Rs. 60,000 and 81,900 stating that the proportionate amount may be reduced for a smaller plinth area. As per IAY guidelilnes, the IAY house should be of at least 20 sqm. Plinth area and hence its unit cost would range between Rs. 48,000 and Rs. 54,000/-. Thus, after rounding off, the unit cost for an IAY house can be taken as Rs. 45,000 for plan areas and Rs. 50,000 for hilly/difficult areas.

Pradhan Mantri Gram Sadak Yojana

Objective:

Pradhan Mantri Gram Sadak Yojana is a special central intervention as part of a poverty reduction strategy. The objective of PMGSY is to provide connectivity by way of an all weather road to all unconnected habitations with a population of 500 persons and above. In respect of hill States and desert areas, as well as the tribal areas, the objective is to connect habitations with population 250 persons and above. Under Bharat Nirman, a goal has been set to provide connectivity to all the habitations with a population of more than 1000 in the plain areas and habitations with the population of 500 or more in hilly and tribal areas by 2009. The systematic up-gradation of the existing rural road work networks is also an integral component of the scheme.

Under Bharat Nirman announced in February 2005, the target is to connect all habitations of 1000+ population in plan areas and all habitations of 500+ population in Hill States, Tribal and desert area by 2009.

Strategy

Rural Roads is a State subject. Recognising "Centrality" of access and mobility in the overall strategy of rural development and poverty alleviation, a scheme for rural roads was launched by the Central Government in December 2000. In most of the States, the programme is implemented by the State Governments through State Rural Roads Development Agency, an agency created for exclusive implementation of PMGSY. A Core Network of rural roads has been prepared for every district. Minimal Network is to provide one basic access to every eligible habitations. Extensive consultations are held with the local self Government institutions in preparation and finalization of the Core Network. Technical support is provided to the States for preparation of Core Networks. Standards and specifications for rural roads have been prescribed. The road designs and estimates are checked by the designated State Technical Agencies.

State Governments are required to provide adequate funds for maintenance of the entire core network. All PMGSY roads have a 5 years paid routine maintenance contract. The maintenance contract is entered along with the construction contract with the same contractor.

Development and training of sufficient manpower is also a part of the overall strategy.

Component of the Scheme:

The programme consists of providing new connectivity by construction of new roads and also upgradation of existing roads. The projects are submitted by the State Governments on annual basis. The core network which is approved by the District Panchayat provides the basis for a clear scheme of prioritization for sub project selection. For new connectivity, a comprehensive priority list (CNCPL) is drawn up by ranking link routes in terms of population served. Precedence is given to New Connectivity. For upgradation of roads, a priority list (CUPL) is prepared on the basis of Pavement Condition survey. District Panchayats submit their proposals on annual basis. The alignment is selected through transect walk including local Panchayat before DPR preparation. Proposals are sent at the State level, after recommendations of the designated States technical agencies. These proposals are technically considered by National Rural Roads Development Agency, which in turn forwards the same to the Ministry. These proposals are considered in the Ministry of Rural Development by an Empowered Committee chaired by Secretary (RD). The recommendations of the Committee are submitted to the Minister (Rural Development) for consideration and approval.

Pattern of funding:-

PMGSY is a 100% Centrally Sponsored Scheme. The source of funding for the PMGSY is currently 50% of the Rs.1.50 cess on diesel accrued into the Central Road Fund. The Management of the Central Road Fund is governed by the provisions of the Central Road Fund Act, 2000,according to the which, 50% of the diesel cess is for rural roads. The current allocation to the States/Union Territories is based on, inter alia, a weightage for Need (share of unconnected Habitations in the total unconnected Habitation of the country) and for Coverage (share of connected Habitations in the total connected Habitations of the country). The distribution of the additional funds levied with effect from 2003-04 is targeted to the States primarily on the basis of proportion of road lengths to be covered under Bharat Nirman Programme. In addition, there is funding support from multilateral agencies – ADB loan of US $ 1150 million (Rs. 5175 crore between 2004-05 and 2009-2010) and World Bank loan of US $ 400 million. (Rs. 1800 crore between 2004-05 and 2009-10). Further, additional support of US $ 500 million is in the process. In addition, borrowing of Rs. 16,500 crore from NABARD has also been contemplaced.

Pattern of subsidy:

PMGSY is a 100% Centrally Sponsored Scheme.

Coverage of the Programme:

According to latest figures made available by the State Governments under a survey to identify Core Network as part of the PMGSY programme, about 1.72 lakh Unconnected Habitations (eligible habitations) need to be taken up under the PMGSY. Further, as a result of the Core Network survey, a better estimate is available of the magnitude of the programme. As against the earlier estimate of Rs. 60,000 crore required for this programme, the fresh estimate indicates that a total of Rs. 1,32,000 crore would be required.

Under Bharat Nirman target has been set up to provide new connectivity to 66802 habitations with construction of 14685.33 kms of road length and upgradation by connectivity of 194130.69 kms road length by the year 2009. The estimated expenditure likely to be incurred is Rs. 48,000 crore.

The PMGSY Scheme as approved in the Cabinet also includes approval to meet the requirements of the North East and of Special Problem

Areas (including Border Districts/Naxalite affected areas) subject to the preparation of suitable project proposals. Accordingly, a special allocation of 5% of the annual allocation has now been notionally earmarked.

Earmarking of targets for SC,ST, Minorities, Handicapped and Women:

Since the connectivity is meant for the entire population, there is no separate targets for SC, ST, Minorities, Handicapped and Women.

Gender Sensitiveness

There is no specific gender sensitiveness attached to a rural road.

Physical and financial performance during 10th Plan:-

The programme is under implementation since 2000-01. Since inception, till December 2006, the progress of the programme is as under:-

Value of proposals cleared	Rs. 37573.36 crore
No. of road works sanctioned	58947
Length of road works sanctioned	201161.81 km
Amount released towards programme	Rs. 20,330.52 crore
No. of road works completed	35178
Length of road works completed	104992.02
Expenditure incurred (upto Nov. 2006)	Rs. 17,951.13 crore.

A statement indicating the physical and financial progress made is at Annexure I.

The year-wise progress of the programme since inception is given below:-

Year	Budget (Rs. in crore)	Funds released (As on 31.12.2006) (Rs. in crore)	Expenditure (As on Nov.06) (Rs. in crore)	Habitations connected	Length completed (in Kms.)
2000-01	2500	2435	6582.12	14282	51496.26
2001-02	2500	2496.88			
2002-03	2500	2472.13			
2003-04	2325	2314.33			
2004-05	2468	2436.64	3025.26	3915	15543.77
2005-06	4220	4190.59	4100.39	8006	22752.45
2006-07	5225.62	4213.06	3940.87	3091	15199.54
	21738.62	20558.63*	17648.64	29294	104992.02

*This includes administrative, travel etc. funds released to States @ 2.25% of the programme funds and agency fee paid to Nominated Executing Agencies for implementation of PMGSY in Bihar and Tripura.

The aforesaid progress includes Bharat Nirman. The targets and achievements of Bharat Nirman during the year 2005-06 and 2006-07 are as under:-

Year	New Connectivity		Upgradation		Habitations	
	Target	Achieve ment	Target	Achieve ment	Target	Achieve ment
2005-06	15492.4	18053.7	11394.4	3925.6	7034	5552
2006-07	35182.15	8969.53	54669.26	22098.40	16130	2654

Outcome Budget

Year	Road Length(in kms)		Habitations	
	Target	Achievements	Target	Achievements
2005-06	17454	22752	7895	8006
2006-07	27250	15199.54	9435	9565

Flow of funds / physical coverage for weaker sections:

Funds are released to the SRRDAs directly. Since the connectivity is meant for the entire population, there is no separate coverage for weaker sections.

Flow of resources to NE States

The programme is under implementation in eight North-Eastern States, namely, Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim and Tripura. Since inception till December, 2006, a sum of Rs. 2069.29 crores has been released to these States against which they have incurred an expenditure of Rs. 1733.22 crore.

Main findings of evaluation / concurrent evaluation studies and policy / procedural modifications required:-

A quick independent assessment of the socio-economic impact of the Pradhan Mantri Gram Sadak Yojana (PMGSY) on the lives of rural people in the States of Assam, Himachal Pradesh, Madhya Pradesh, Mizoram, Orissa, Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal was conducted.

The key findings of the study are:

- The construction of the PMGSY roads has greatly *benefited the farmers.*
- PMGSY road connectivity has led to a *better transport system* during all seasons.
- Considerable *change in cropping pattern* was observed in some of the States.
- An increase in the number of families rearing goats/sheep for commercial purposes.

Impact on employment generation

- After the construction of PMGSY roads, an improvement in the employment situation in terms of *more job opportunities*, more avenues for self-employment, etc. were observed.
- *On-farm employment* opportunities have increased due to shift from grains to cash crops and also multiple cropping.
- More people are going to nearby towns and villages for *odd jobs* like selling woods, vegetables, dairy products and locally made items like pickles, papad etc.

Impact on health

- *There has been an overall improvement in access* to the health facilities like PHC's, sub-centres and district hospitals.

Impact on education sector

- With the construction of PMGSY roads, there has been an improvement in the *accessibility to education* facilities. This has resulted in increased school enrolment and school attendance in all the States.

Impact on social aspects

- There has been an increase in the *visits of grass root level functionaries* like health workers/Auxilliary Nurse and Midwives (ANMs), Village Level Workers (VLWs) and Village Anganwadi Worker (VAWs).
- Road connectivity has also enabled a quicker access to *police* services. This has ensured an improved law and order situation in some areas.
- The road connectivity has increased the *mobility of women* as they can now travel alone in buses and cycles.
- PMGSY roads have made it easier for the beneficiaries to cope with the difficult terrain.
- Beneficiaries also mentioned that there has been an improvement in the public as well as the private *transport system* in all the States under study.

Impact on Urbanization

- Trend towards urbanization of an area as an immediate and direct impact of providing rural road connectivity was observed. oses.

Impact on Poverty Alleviation

- A spin off benefit of PMGSY roads has been on the income level of the habitants benefiting from these roads. The roads, directly or indirectly have provided opportunities for on-farm and off -farm employments as well as *self-employment*.

PROVISION OF URBAN AMENITIES IN RURAL AREAS (PURA)

On the initiative of the President of India, the PURA scheme was announced by the Hon'ble Prime Minister in his speech on 15th August 2003 based on the concept promoted by the Hon'ble President of India to bridge the rural - urban divide and achieve balanced socio – economic development.

2. Initially, the Planning Commission moved a note on PURA before the Cabinet on 14th January, 2004, proposing to implement the scheme in 4130 rural clusters with the provision of Rs. 3 crores per cluster across the country in five years at the budgetary outlay of Rs. 12,390 crores. Clusters were identified mainly around towns with a maximum population of one lakh with preference being given to backwardness in infrastructure and income. The aim of the scheme was to provide physical and social infrastructure, as given below, in identified rural clusters to further their growth potential:-

- Road, transportation and power connectivity
- Electronic connectivity in the form of reliable telecom, internet and IT services
- Knowledge connectivity in the form of good educational and training institutions
- Market connectivity to enable farmers to get the best prices for their produce
- Provision of drinking water and up-gradation of existing health facilities.

3. In the note for the Cabinet, the Planning Commission sought 'in principle' approval for the PURA scheme as a Centrally Sponsored Scheme to be fully funded by the Government of India, indicating also that financial provision for the scheme would be made over and above the normal Gross Budgetary Support. The Rural Development Ministry was proposed as the nodal ministry for implementation of the scheme.

4. The Cabinet considered the note moved by the Planning Commission on 20th January 2004 and approved the PURA scheme in principle with the direction that the outlay for the scheme will be within the Gross Budgetary Support.

5. Consequent to the Cabinet direction of 20th January 2004, it was felt that, for the present, the PURA scheme should be taken up on a pilot basis. Based on the experience of the pilot phase, the design of the scheme and detailed guidelines need to be recast. With concurrence of the Planning Commission and approval of the Minister of Rural Development, it was decided to launch a pilot phase for implementation of PURA in seven States around one cluster of 10 to 15 villages in each State. The pilot phase of PURA has been approved retrospectively by the Cabinet in its meeting dated 16th March 2006 with the direction that restructured PURA scheme be brought before Committee of Secretaries and thereafter through Expenditure Finance Committee to the Cabinet.

6. A Steering Committee under the Chairmanship of Secretary (RD) examines, sanctions and monitors the implementation of projects under PURA. The budgetary provision for the scheme has been Rs. 10 crores per year in 2004 -05, 2005 -06 and 2006 -07. The details of funds released to the States so far are as follows:-

(Rs. In lakhs)

States	Amount Released in 2004 - 05	Amount Released in 2005 -06	Amount Released in 2006 - 07	Total	Cumulative Expenditure	% of expenditure
Andhra Pradesh	150.00	78.80	50.00	278.80	228.80	82%
Assam	150.00	136.00	--	286.00	233.70	81.71%
Bihar	150.00	150.00	--	300.00	129.80	42.31%
Maharashtra	100.00	147.30	--	247.30	152.70	61.74 %
Orissa	150.00	200.00	--	350.00	275.00	78.57%
Rajasthan	150.00	130.00	--	280.00	218.39	77.39%
Uttar Pradesh	150.00	157.90	--	307.90	218.16	70.85%
Total	1000.00	1000.00	50.00	2050.00	1456.55	71.05%

The physical achievements under PURA Scheme have been indicated at Annexure.

7. In the meeting of 10th November 2005 with the representatives of the States and on 12th December 2005 with the Ministries / Departments on the implementation of pilot phase, it was agreed that the PURA scheme would need to be restructured before it is expanded as a full-fledged scheme. After a detailed consultative exercise, a note was prepared on restructured PURA which was discussed in a meeting on 07.07.2006 with the representatives of various Departments / Ministries. In this meeting, representative of some of the State Governments, HUDCO, NIRD, CII, President Secretariat and experts from outside government also participated.

8. The Salient features of restructured PURA scheme, inter-alia, are:

(i) To provide higher levels of infrastructure than planned under present programme for rural areas in specific growth centres;

(ii) To move at a faster pace in the provision of basic infrastructural facilities than that provided in the approved phasing under existing sectoral schemes in potential growth centres.

9. It would be pertinent to mention that the PURA envisages preferential adoption of Public Private Partnership (PPP) approach. In this context, it may be highlighted that in the meeting held in Prime Minister's Office on 25.07.2006 to decide the future of National Fund for Rural Development, it was appreciated that under PURA, the new regime of PPP with a clear role for industry would suitably address the issue of locating role for the private sector in rural development.

10. A note on restructured PURA Scheme prepared by this ministry was considered by Committee of Secretaries (COS) in its meeting on 19th September 2006. COS, inter-alia, recommended that "the PURA scheme should cover at least two to three clusters in every district with an allocation of Rs. 10-12 crore per cluster in order to have a visible impact in the field of rural development. It should be proposed as a regular scheme under the 11th plan". This Ministry is now in the process of finalizing the note for consideration of Expenditure Finance Committee (EFC), whereafter, approval of Cabinet would be solicited.

Annexure

STATEMENT INDICATING THE STATUS OF IMPLEMENTATION OF PURA SCHEME.

(In Rs. Lakhs)

S. No.	State	Name of the cluster and district	Amount released during 2004 – 05 (March 2005)	Amount released during 2005 – 06 (Feb. / March 2006)	Amount released during 2006 – 07	Total amount released (4+5+6)	Expenditure reported so far	% of expenditure	Physical achievement
1	Assam	Gohpur Dist: Sonitpur	150.00	136.00	--	286.00	233.70	81.71%	It has been reported that a total of 73 numbers of works under road connectivity were sanctioned out of which 45 numbers of works relate to road improvement whereby small existing roads have been broadened, raised and extended by earth-work. Twenty five numbers of R.C.C. culverts have been constructed at vantage points to ensure water drainage throughout the year. Three numbers of works are for Road Black Topping. The work relating to two Science Laboratory in two High

S. No.	State	Name of the cluster and district	Amount released during 2004 – 05 (March 2005)	Amount released during 2005 -- 06 (Feb. / March 2006)	Amount released during 2006 – 07	Total amount released (4+5+6)	Expenditure reported so far	% of expenditure	Physical achievement
									School and Knowledge connectivity complex with library at three places are in progress. In case of agriculture marketing, the work relating to construction of one multi chamber cold storage facility, one godown for agricultural produce and one market complex are in progress.
2	Andhra Pradesh	Rayadurg Dist. Annatpur	150.00	78.80	50.00	278.80	228.80	82%	6 road works have been identified under the Scheme. It has been reported that all works are in progress.
3	Bihar	Motipur Dist: Muzzafarpur	150.00	150.00	---	300.00	129.80	42.31%	13 road works have been identified under the Scheme. It has been reported that all works are in progress.
4	Maharashtra	Basmath Dist:	100.00	147.30	----	247.30	152.70	61.74 %	It has been reported that 9 road works has been

S. No.	State	Name of the cluster and district	Amount released during 2004 – 05 (March 2005)	Amount released during 2005 – 06 (Feb. / March 2006)	Amount released during 2006 – 07	Total amount released (4+5+6)	Expenditure reported so far	% of expenditure	Physical achievement
		Hingoli							completed and work of 9 roads are in progress. No progress has been reported in case of drinking water.
5	Orissa	Kujanga Dist: Jagat Singhpur	150.00	200.00	-----	350.00	275.00	78.57%	13 road works were undertaken. It has been reported that 11 road works has been completed and the work of 2 roads are under progress. In case of market connectivity, it has been reported that the construction of 50 number of shop is in progress.
6	Rajasthan	Shahpura Dist: Bhilwara	150.00	130.00	-----	280.00	218.39	77.39%	Works for 11 roads, two Anganwadi Bhawan and 15 classrooms in different schools are reported to be in progress.
7	Uttar Pradesh	Bharthana Dist: Etawah	150.00	157.90	----	307.90	218.16	70.85%	It has been reported that the work relating to 2.60 Km of road along with both side

S. No.	State	Name of the cluster and district	Amount released during 2004 – 05 (March 2005)	Amount released during 2005 – 06 (Feb. / March 2006)	Amount released during 2006 – 07	Total amount released (4+5+6)	Expenditure reported so far	% of expenditure	Physical achievement
									drain is in progress. The work of brick laying and drainage on 12.685 km is in progress. It has also been reported that the construction of 4 numbers of market shops / godown are in progress.
	Total		**1000.00**	**1000.00**	**50.00**	**2050.00**	**1456.55**	**71.05%**	

Department of Land Resources

Area Development Programmes

1. Waste Land Development Programmes

The essence of all rural development programmes of Ministry of Rural Development is poverty alleviation. The Wasteland development programmes of the Ministry strive to achieve this objective through land development and livelihood generation. The Department of Land Resources of MoRD is implementing three Wasteland development programmes i.e. ***Integrated Wasteland Development Programme (IWDP), Drought Prone Area Programme (DPAP)*** and ***Desert Development Programme (DDP)*** on watershed basis. Each project under the programme is a micro level effort to achieve this objective through treating under productive and hitherto unproductive Wastelands and taking up allied activities for benefit of landless inhabiting the programme area. The programmes adopt a common strategy of multi-resource management involving all stakeholders within a watershed, who together as a group, co-operatively identify the resource issues and concerns and develop and implement a plan with solutions that are environmentally, socially and economically sustainable on area wide basis in the watershed. A detailed presentation on wasteland development programmes administered by the Department of Land Resources was made before National Advisory Council on 31.5.2006.

1.2 India has about 18% of world's human population and 15% of livestock population to be supported from only 2% of world's geographical area and 1.5% of forest and pasture land. The per capita availability of land has declined from 0.89 ha in 1951 to 0.37 ha in 1991; and that of agriculture land from 0.48 ha in 1951 to 0.16 ha in 1991. After the success of Green Revolution, the 1990s witnessed rate of growth in food grain production that was lower than rate of growth of population. The Parthasarthy Committee Report analyses a wide range of statistics to show that while irrigated agriculture appears to be hitting a plateau, dry land farming has suffered neglect. The report concludes that the productivity of dry land agriculture needs to be developed if food security demands of the year 2020 are to be met.

1.3 Out of 328.7 million hectare of geographical area of India, 142 million hectares is net cultivated area. Of this, about 57 million hectarae (40%) is irrigated and the remaining 85 million ha (60%) is rainfed. The latter is generally subject to wind and water erosion and is in different stages of degradation. Estimates of the extent of area suffering from the problem of soil health and land productivity vary from 38.40 Mha. to 187 Mha. Another estimate reveals that every year about 6000 M tonnes of soil mass with major plant nutrients of NPK varying from 5.37 M tonnes to 8.4 M tonnes is washed away. It needs improvement in terms of its productivity per unit of land and per unit of water for optimum production. Moreover, taking up further large-scale irrigation or industrial projects is often constrained by environmental consideration and is often met with public alienation due to large scale acquisition of productive land. A greater focus of watershed development programmes to increase productivity of lands in rain-fed areas may hold the key to meeting the challenge of food security in years to come.

1.4 Land degradation is said to be both a cause and effect of poverty. A strong correlation exists between incidence of poverty and the waste lands/degraded lands. Incidence of poverty and land degradation is seen to coexist in several agro-ecological zones in India, especially in desert, drought prone, hilly areas and regions dependent on rain-fed agriculture. Repeated water scarcities leading to large scale droughts have severely affected livelihoods of the rural poor in India. More than 400 million of the rural poor live in the rain-fed regions.

1.5 Poverty is mainly a rural phenomenon and majority of poor live in rural areas. The rural poverty at 25-27% corresponds very closely to the proportion of landless agricultural labours in the total rural population. These landless agricultural labours have total dependence on natural resources for employment and income. Most of the private wastelands/degraded lands belong to *dalits* and poor. According to the 1991 census, 64% of dalits and 36% of tribals are agricultural labourers who own no land and have to work as unregistered sharecroppers and unrecognised temporary tenants. With no security of any sort, the women of this class have no decision-making powers related to managing of land resources.

1.6 India's approach to poverty alleviation includes emphasis on sectors which provides opportunities to the poor to participate in the in the development process aiming at empowerment of the truly disadvantaged sections. Reportedly 148.55 lakh acres of Govt. wasteland has been distributed to the rural poor by different states so far. An additional 49.88 lakh ha. of ceiling surplus land also has been distributed to 53.98 lakh rural poor belonging to SC/ST categories. Statistics show that the Government's strategy to combat poverty has met with some success, however a significant proportion of rural population continues to live below poverty line without the freedom to exercise choice.

1.7 The above programmes of DoLR were implemented with effect from 1.4.1995 under Common Guidelines based on the recommendation of Hanumantha Rao Committee. Those guidelines for the first time put in place and institutionalized a mechanism mandated to strive for the active involvement from the very beginning of user community under the DDP/DPAP and IWDP. Since then, *watershed development approach and people's participation* has become the guiding principle in implantation of area development programmes of the Ministry.

1.8 In order to meet the present day requirements, these Guidelines were fine tuned and revised to make them more suitable to local requirements with effect from 1.9.2001. The revised guidelines, 2001 provided for greater role of Panchayati Raj Institutions and twin track approach, Exit Protocol and provision for availing credit facility from financial institutions to ensure higher value addition to the interventions.

1.9 The common guidelines for these programmes were further revised with effect from 1.4.2003, as Hariyali guidelines, in order to fulfill the constitutional obligation to empower PRIs. Under Hariyali guidelines the projects are implemented by PRIs , with representation of SC/ST as per constitutional provisions. The gender issue is taken care of by establishment of women self-help groups to help women to save, obtain credit and become more visible and active. There is also a provision for suitable number of women in watershed development team and watershed committees which gives women an opportunity to actively participate in planning and decision making process under the project. The guidelines also provide for constitution of Drinking Water Committees with the help of WDT that will consist of women representatives in majority from various groups and from the gram panchayat. A provision therefore exists to save the women from the customary discriminating practice of walking miles to collect the water.

1.10 The project areas are selected giving priority to watersheds having people's participation, acute shortage of drinking water, large population of SC/ST population, preponderance of degraded and common lands etc. While DPAP and DDP are implemented in identified blocks (by Hanumantha Rao committee), IWDP is implemented in non DPAP and non DDP blocks. DPAP and DDP are meant for drought proofing and combating desertification to tackle the special problem faced by fragile areas in arid, semi arid and dry sub-humid regions constantly affected by severe drought condition and desertification. A brief status of different programmes is given hereafter.

2. Drought Prone Area Programme (DPAP)

DPAP was launched in 1973-74 to tackle the special problems faced by those areas constantly affected by severe drought conditions. Based on the recommendations of the Hanumantha Rao Committee (1994), the programme has been under implementation on watershed basis since 1995. The responsibility for planning, executing and maintaining the watershed projects is entrusted to local peoples' organization specially constituted for the purpose.

Objectives

2.2 The basic objective of the programme is to minimize the adverse effects of drought the production of crops and the livestock and productivity of land, water and human resources ultimately leading to drought proofing of affected areas. The programme also aims at promote overall economic development and improving the socio-economic conditions of resource poor and disadvantaged sections inhabiting programme areas.

Coverage

2.3 Presently 972 blocks of 185 districts in 16 States are covered under Drought Prone Areas Programme (DPAP).

Funding Pattern

2.4 Till March 1999, the funding responsibility was being shared on a 50:50 basis by the Centre and the State Governments. With effect from 1st April 1999, the allocation is shared on 75:25 basis between the Centre and State Governments in respect of new projects sanctioned from 1999-2000 onwards. The cost norms have been revised to Rs. 6000 per hectare w.e.f. 1.4.2000.

Physical performance

2.5 A total of 27,439 projects, each covering about 500 ha. area to treat 137.20 ha. have been sanctioned under DPAP since 1995-96 to 15.11.2006. Out of these, 5810 projects have been completed and others are at various stages of implementation. During the X Plan 68.2 lakh ha. area has been brought under 13640 DPAP projects out of which 3076 projects to treat 15.38 lakh ha. are sanctioned in 2006-07.

3. Desert Development Programme (DDP)

The DDP was started as a Centrally sponsored scheme in 1977-78 to tackle the problems of the hot-desert areas of Rajasthan, Gujarat and Haryana, and the cold-desert areas of Jammu & Kashmir and Himachal Pradesh. From 1995-96, the coverage has been extended to a few districts in Andhra Pradesh and Karnataka. The programme is being implemented through Watershed Approach under the Guidelines for Watershed Development w.e.f. 1.4.95.

Objectives

3.2 The basic object of the programme is to minimize the adverse effects of drought and control desertification through rejuvenation of the natural resource base of identified desert areas. The programme strives to achieve ecological balance in the long run. It also aims at promoting overall economic development and improving the socio-economic conditions of the resource poor and disadvantaged sections inhabiting programme areas.

Coverage

3.3 Presently, 235 blocks of 40 districts in 7 States namely Andhra Pradesh, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Karnataka and Rajasthan are covered under the programme.

Funding pattern

The sharing ratio of funding for DDP projects is presently 75:25 between the Centre and the States. The cost norm is Rs. 6000/- per ha. Funds are directly released to DRDAs)/ZPs for implementation

Physical performance

A total of 15,746 projects (including special projects for Rajasthan) have been sanctioned to treat 78.73 lakh ha. since 1995-96 to 15.11.2006. Out of these, 2674 projects have been completed and others are at various stages of implementation. During X Plan 45.17 lakh ha. has been brought under the 9034 DDP projects. During 2006-07, 11.35 lakh ha. has been brought under new projects.

4. Integrated Wastelands Development Programme (IWDP)

This programme has been under implementation since 1989-90, and was transferred to DoLR (erstwhile DoWD) along with the NWDB in July 1992. From 1st April 1995, the programme is being implemented on a watershed basis in accordance with the Common Guidelines for watershed development.

Objectives

4.2 The programme aims at fulfillment of the following objectives:

- *Developing waste and degraded lands on watershed basis, keeping in view the capability of land, site conditions and local needs.*
- *Promoting overall economic development and improving the socio-economic conditions of the resource poor and disadvantaged sections inhabiting programme areas.*
- *Restoring ecological balance by harnessing, conserving and developing natural resources i.e. land, water and vegetative cover.*
- *Encouraging the village community for sustained community action for the operation and maintenance of assets created and further development of the natural resource potential of the watershed.*
- *Simple, easy and affordable technological solutions and institutional arrangements that make use of and build upon, local technical knowledge and available material.*
- *Employment generation, poverty alleviation, community empowerment and development of human and other economic resources of villages.*

Coverage

4.3 The projects under IWDP are generally sanctioned in areas not covered by DDP and DPAP. The programme is being implemented in 470 districts of the country.

Funding Pattern

4.4 IWDP is a Centrally sponsored scheme and the cost norm of Rs 4000/- per ha. has been revised to Rs.6000 per hectares w.e.f. 1.4.2000. The increase of Rs.2000 is to be shared between the central and State Govts. in the ratio of 75:25. Thus the funding pattern of the scheme has been revised from 100% Central grant to sharing in the ratio of 11:1 between the Central Govt. and the State Govts.

Physical performance

4.5 A total of 1843 projects covering 105.60 lakh hectares have been sanctioned since 1995-96 to 15.11.2006. Out of these, 112 projects have been completed and others are at various stages of implementation. During X Plan 68.20 lakh ha. was brought under 1369 projects. During 2006-07, 21.05 lakh ha. was brought under new IWDP projects.

5. Externally Aided Projects (EAPs)

(i) Andhra Pradesh Rural Livelihoods Project (APRLP)

The Andhra Pradesh Rural Livelihoods Project (APRLP) was sanctioned by the DFID in June, 1999 at a cost of Rs.320 crores over a period of seven years which includes 5.367 million pound of Technical Cooperation (TC) funds to support capacity building and knowledge generation. It was formally launched on 13.11.1999 in Mehboobnagar district and is to be completed by 30.09.2007.

5.2 The APRLP aims at implementation of pro-poor watershed based sustainable rural livelihood approaches in five districts of the State viz. Anantpur, Kurnool, Mehboobnagar, Nalgonda and Praksham. 500 micro watersheds (100 each in the aforesaid five districts) having an area of 500 ha. each have been taken up under the project.

5.3 Funds for this project are being provided to the State Govt. as grants-in-aid through the Department of Land Resources. The implementation of the project is being done as per the common Guidelines for watershed development. The State Govt. has created necessary administrative structure for implementation of the project. In the Ministry of Rural Development, a High Powered Committee under the Chairmanship of the Secretary (RD) periodically reviews the project.

5.4 During the current financial year the budget provision under the project is Rs.40.00 crores against which Rs.28.50 crores has already been released to the State Government and the balance funds are likely to be utilized fully.

(II) Western Orissa Rural Livelihoods Project (WORLP)

5.5 The Western Orissa Rural Livelihoods Project (WORLP) was sanctioned by Department for International Development (DFID), U.K. in June 1999 at a cost of Rs.230 crores over 10 years, which includes 9.75 million pound of Technical Cooperation (TC) funds to support capacity building and knowledge generation. It was launched on 18.8.2000 and is to be completed by 31.7.2009.

5.6 The project covers four districts viz. Bolangir (14 blocks), Naupada (5 blocks), Kalahandi (6 blocks) and Bargarh (4 blocks). Under the Project 290 watershed projects of an area of approx. 500 ha. each in 29 blocks of 4 districts of the State are to be taken up during a period of four years and within a block, 10 watershed projects are to be taken up for implementation. The implementation programme under the Project has two components viz. watershed and watershed plus activities. So far, 214 projects in the aforesaid four districts have been sanctioned.

5.7 Funds for this project are being provided to the State Govt. through the Department of Land Resources as grant-in-aid. The implementation of the project is being done as per the common Guidelines for Watershed Development. The State Govt. has created an appropriate administrative structure for implementation of the project. A High Powered Committee under the Chairmanship of the Secretary, Ministry of Rural Development has been set up to periodically review the project. The project has three components viz. promoting livelihood improvements, capacity building for primary and secondary stakeholders, and encouraging an enabling environment.

5.8 During the current financial year, the Budget provision is Rs.40.00 crores, funds to the tune of Rs.15.80 crores have been released to the State Government for ongoing projects and the balance funds are likely to be utilized fully.

6. Impacts Of Watershed Development Programmes

Reduction in Wastelands

Dept. of Land Resources had commissioned a study in collaboration with the National Remote Sensing Agency (NRSA), Hyderabad for identification of wastelands (degraded lands) at district level and the Wastelands Map of India depicting different (13) categorization of wastelands based on satellite imageries of 1986-99 was released by the Prime Minister in May 2000. For monitoring the impact of Wasteland Development activities across the country NRSA brought out the Wasteland Atlas of India, 2005 using one time IRS data (of the year 2003). As per the latest estimates arrived through this exercise, the total extent of wasteland in the country has reduced by 8.58 million ha. ICRISAT has been assigned a study for reviewing the impact of watershed development programmes and to identify the positive factors leading to reduction of wastelands by about 8.58 million ha.

Other impacts

The Impact assessment studies of the watershed programmes of Ministry of Rural Development have been carried out by various agencies. The Tata Energy Research Institute (TERI) prepared a compendium in the year 2004, which summarizes the major impacts due to the interventions caused by the 4805 DPAP projects, 1190 DDP projects and 146 IWDP projects in 230 districts of 16 States by independent institutions and bodies, Drought Prone Areas Programme (DPAP), Desert Development Programme (DDP) and the Integrated Wastelands Development Programme(IWDP) in selected sample watersheds over the years. The important findings are as follows:

(i) Impact on land, water and biomass

- **Land use:** Overall improvement in land use was reported from most of the states following the implementation of the WDP. Increase in the net sown area, gross cropped area, and area sown more than once was report from most of the states. In Andhra Pradesh in project areas the total area under improved by the varieties increased by 277.8% with a 393% growth in production and 480.4% increase in revenue. In Haryana interventions under WDT helped contain the desertification in some districts. In Jharkhand the net sown areas increased by 4% and GCA by 10% and Cropping intensity increased by 9%. The share of irrigated land increased from 44% to 49% in Karnataka. About 27440 ha. of irrigated area increased across the state while wastelands reduced by 1884 ha. during the project periods in Madhya Pradesh. 790 villages reported a rise in the water-table. GCA increased by 4% in Maharashtra. In Orissa the net sown area increase by 7.62% while the GCA increased by 6.25%. In Rajasthan net sown area increased by 12%.

- **Irrigation:** The number of irrigation options was enhanced in all the areas where watershed projects were undertaken. This was especially the case in most of the states. In Bihar State WDP enabled a significant improvement in irrigation facilities leading to 45.19% increase in the area under irrigation. The DPAP areas also reported a significant increase in irrigated area from 16.5% to 50.5%. In Chhattisgarh the water-table levels are reported to have increase by upto 2 mts. In 74% of the wells. In Jharkhand there was an increase of 97% in the number of ponds and an increase of 69% in the irrigation command area. The water-table increased by 1.8 mt. compared to three project levels. The water-table rose by 5 mt. in Karnataka in WDT areas. The irrigated areas jncreased by 19000 hac. from pre-project to post project areas and water-table rose by 2 mts. average. Area under irrigation in Orissa increased by 16.7% under DPAP and 32% under IWDP. In Rajasthan the water-table rose by average 2 mts. in WDT areas.

- **Availability of Fuelwood and Fodder:** Fuelwood and fodder availability increased, especially in the areas under the IWDP, where considerable attention was paid to wasteland development and catchment area treatment. Most of the states reported positive changes in the availability of both fuelwood and fodder. In Andhra State 90% of the land owning beneficiaries and 60% of the landless households reported an increase in biomass availability. Nearly 70% of the respondent reported an increase in feulwood and fodder availability in WDT areas in Chhattisgarh State. 69% of the beneficiaries reported an increase in fuelwood fodder.

- **Livestock Development :** While some states reported changes in the actual numbers of livestock owned, there was a marked preference for improved breeds after the project. Some states also reported the emergence of fishery potential following the development of tanks and other was bodies. Implementation of watershed development projects in Bihar State led to an increase in the availability of fodder, agricultural residues and grazing areas which resulted in encouraging 25.89% of the beneficiaries to their livestock resources.

- **Cropping pattern**: Several states reported changes in their cropping pattern from one to two crop annually. This was directly attributed to the availability of irrigation water in the dry season. Some states reported the adoption of improved crop varieties.

(ii) Socio-economic impact

- **Income and employment generation:** Several states reported an increase in agriculture-related employment opportunities among beneficiaries and in other sectors for non-beneficiaries. These included trade, dairy, poultry, masonry, etc. Physical works carried out under the WDP provided varying numbers of man-days of work in nearly all states. Changes in household income levels varied from none at all in some states to over 50% compared to pre-project levels in other states. In Bihar State b the beneficiaries of the WDT reported an increase in income upto 56.82%. An increase of 54.67% was reported in the annual income of beneficiary from agriculture production in Haryana.

- **Impact on different categories of farmers**: The number of land owners with no arable land declined by 50% and the medium arable land increased by 5.5% in Andhra State.

- **Change in number of people below poverty line**: In Andhra more than 86% of the land owning households in the watershed areas moved above the poverty line

(iii) Capacity building and people's participation

- **Institutional arrangements**: All states reported having established institutional arrangements to undertaken the WDP. Watershed Development Advisory Committees were set up at the district level in all the watershed districts. It was preferred that government departments acted as PIAs and a range of line departments including forest, agriculture, animal husbandry, soil conservation, planning, revenue, rural development, and minor irrigation assisted in project implementation. In some states, NGOs were also used as PIAs.

- **People's participation**: User groups/self-help groups were set up only in some states. Similarly WCs and Was also were established in most watershed areas but some areas were still left out.

- **Capacity building**: All the states, implementing watershed programmes have reported investments in capacity building at various levels including the levels of beneficiaries, watershed community and watershed association members and project implementing agencies. In some states, this has resulted into positive outcomes. In others, it was felt that the quality of training received as well as the frequency of the training programmes need further improvement. Mostly state agriculture departments and universities and, in some cases, NGOs were also engaged in delivering capacity building component of programmes. In Andhra Pradesh about 90% of the WCs under the DPAP and 84% of the WCs under the IWDP were able to open and operate their bank accounts.

The above findings are also substantiated by the report of the technical committee on DPAP, DDP and IWDP chaired by Shri S. Parthasarathy set up vide a resolution dated 14.2.2005 of the Ministry of Rural Development to address major issues in watershed programmes and recommend viable strategies and mechanisms for strengthening implementation of these programmes.

7. Strengths of the Watershed Programmes

- Employment generation in areas of chronic unemployment and poverty such as tribal, desert, drought prone blocks etc.
- Planning at micro level by stakeholders
- Significant reserves are allocated to the social issues
- Empowerment of women and the disadvantaged through the processes
- Scope for a role of NGOs to forge a partnership with PRIs to carry this programme further.
- Direct and smooth fund flow to the districts
- Experienced and skilled staff in social mobilization and technical **inputs**
- Mission mode in States like MP, AP and Nagaland with committed project leaders
- Integration of Soil conservation with afforestation and treatment of forest lands within the watershed
- Provision for handing over assets after project completion in clearly defined exit protocol mechanism and maintenance of assets with Watershed Development Fund

8. Areas of Concern in Watershed programmes

8.1 The delay in timely completion of the projects is an area of concern, especially in the preparatory phase. The delay takes place in the preparatory phase because most rural areas are still at a stage in which "pre conditions" for "take off " are not present. There are social and political conflicts and different pressure groups with conflicting interests which may render any effort at planning inadequate. There are also cases of delays at the level of ZP/DRDAs in approving the work plans and releasing the funds to grass root level. A detailed preperation of blue print may also take longer than the period provided for in the guidelines. In contrast to all these, there are some districts where the projects are progressing well as per the schedule provided in the guidelines. The project period therefore has to be made flexible as per the local needs.

8.2 Although a mid-term evaluation by an independent evaluator is mandatory for each project and a final evaluation is also conducted at the end of project period, besides carrying out impact assessment studies from time to time; a mechanism for grading of projects based on an appropriate set of indicators can help keep a track of the expectations from the project and will facilitate timely detection of warning signals and interventions by resource managers and planners and will also help in assessing overall performance of the district/state and the whole programme at national level.

8.3 Ownership Right in respect of Common Property Resources (CPR) created under watershed development programmes, lead to a conflicting situation. A variety of CPRs are created under various WSD Programmes, such as, Water Bodies, Plantations etc. In the absence of appropriate usufruct rights and appropriate withdrawal strategy, the landless poor and less influential farmers are generally devoid of their use. Each programme should have an appropriate withdrawal strategy to address the issue of ownership right in respect of CPRs created under WSD Programmes. Further, in WSD Programmes since inception, user groups may be promoted by incorporating members from all sections of society. Regulatory mechanism for developed resources under WSD programmes like; water bodies, plantations etc. has not been considered in WSD Programmes. As a result, the benefit of resources created like tapping of ground water by installing tube wells and bore wells etc. goes to the influential members of the watershed community. The withdrawal strategy may look into this aspect so that appropriate regulation for CPRs through social legislation is ensured on a long term basis At the State and the District levels, periodic review of the programmes is not taken up timely. As a result, corrective actions, if any, are not attended promptly.

8.4 In the existing institutional mechanism, the members of State Level Committee / District Level Committee are entrusted with lot of other responsibilities which prohibits them attending the business of Watershed related programmes and putting concerted efforts to these programmes. The programme therefore requires to be implemented in a Mission mode at State level.

8.5 The conventional concept of geo-hydrological boundaries of a microwatershed is being followed in watershed planning. Moreover, the concept of developing a fixed area of 500 Ha under a specific project leaves many important areas within the watershed from treatment. Particularly, the areas situated at the higher reaches and forest lands are ignored while prioritizing the treatment plan through participatory rural appraisal techniques. As a result the task of full treatment of the watershed remains unaccomplished and whatever treatments are taken up their sustainability remains threatened. A milliwatershed comprising of a cluster of microwatersheds as project area is more desirable.

9. FUTURE STRATEGY:

1. A mission based approach at National and State levels.

- All the three Area development programmes will be consolidated under a single umbrella i.e. Integrated Watershed Management Programme (IWMP) to be implemented by a single authority at State and district levels. The consolidation will be for the purpose of convergence between the three programmes for the sake of integrated planning and optimum use of resources. The programmes will however, retain their operational identity.

- State Watershed Resource centers will be formed by drawing experts from SIRDs, State Remote Sensing centers, Agricultural Universities, Govt. Departments and reputed NGOs etc. The Resource Centre will have project planning, monitoring, training and MIS/GIS database subunits. This will facilitate an increased focus on achieving key objectives like prioritization, project formulation on watershed basis, equity, people's participation, and training of stake holders etc.

2. A Management Information system for Watershed Development Programmes

An MIS with GIS web based application for online monitoring linkage as a part of National Database (National Programme for Comprehensive Land Information Management, NPCLIM) to be used as a tool for planning and monitoring from National level down to district/microwatershed level shall be built up. The MIS will include GIS

The above findings are also substantiated by the report of the technical committee on DPAP, DDP and IWDP chaired by Shri S. Parthasarathy set up vide a resolution dated 14.2.2005 of the Ministry of Rural Development to address major issues in watershed programmes and recommend viable strategies and mechanisms for strengthening implementation of these programmes.

7. Strengths of the Watershed Programmes

- Employment generation in areas of chronic unemployment and poverty such as tribal, desert, drought prone blocks etc.
- Planning at micro level by stakeholders
- Significant reserves are allocated to the social issues
- Empowerment of women and the disadvantaged through the processes
- Scope for a role of NGOs to forge a partnership with PRIs to carry this programme further.
- Direct and smooth fund flow to the districts
- Experienced and skilled staff in social mobilization and technical **inputs**
- Mission mode in States like MP, AP and Nagaland with committed project leaders
- Integration of Soil conservation with afforestation and treatment of forest lands within the watershed
- Provision for handing over assets after project completion in clearly defined exit protocol mechanism and maintenance of assets with Watershed Development Fund

8. Areas of Concern in Watershed programmes

8.1 The delay in timely completion of the projects is an area of concern, especially in the preparatory phase. The delay takes place in the preparatory phase because most rural areas are still at a stage in which "pre conditions" for "take off " are not present. There are social and political conflicts and different pressure groups with conflicting interests which may render any effort at planning inadequate. There are also cases of delays at the level of ZP/DRDAs in approving the work plans and releasing the funds to grass root level. A detailed preperation of blue print may also take longer than the period provided for in the guidelines. In contrast to all these, there are some districts where the projects are progressing well as per the schedule provided in the guidelines. The project period therefore has to be made flexible as per the local needs.

8.2 Although a mid-term evaluation by an independent evaluator is mandatory for each project and a final evaluation is also conducted at the end of project period, besides carrying out impact assessment studies from time to time; a mechanism for grading of projects based on an appropriate set of indicators can help keep a track of the expectations from the project and will facilitate timely detection of warning signals and interventions by resource managers and planners and will also help in assessing overall performance of the district/state and the whole programme at national level.

8.3 Ownership Right in respect of Common Property Resources (CPR) created under watershed development programmes, lead to a conflicting situation. A variety of CPRs are created under various WSD Programmes, such as, Water Bodies, Plantations etc. In the absence of appropriate usufruct rights and appropriate withdrawal strategy, the landless poor and less influential farmers are generally devoid of their use. Each programme should have an appropriate withdrawal strategy to address the issue of ownership right in respect of CPRs created under WSD Programmes. Further, in WSD Programmes since inception, user groups may be promoted by incorporating members from all sections of society. Regulatory mechanism for developed resources under WSD programmes like; water bodies, plantations etc. has not been considered in WSD Programmes. As a result, the benefit of resources created like tapping of ground water by installing tube wells and bore wells etc. goes to the influential members of the watershed community. The withdrawal strategy may look into this aspect so that appropriate regulation for CPRs through social legislation is ensured on a long term basis At the State and the District levels, periodic review of the programmes is not taken up timely. As a result, corrective actions, if any, are not attended promptly.

8.4 In the existing institutional mechanism, the members of State Level Committee / District Level Committee are entrusted with lot of other responsibilities which prohibits them attending the business of Watershed related programmes and putting concerted efforts to these programmes. The programme therefore requires to be implemented in a Mission mode at State level.

8.5 The conventional concept of geo-hydrological boundaries of a microwatershed is being followed in watershed planning. Moreover, the concept of developing a fixed area of 500 Ha under a specific project leaves many important areas within the watershed from treatment. Particularly, the areas situated at the higher reaches and forest lands are ignored while prioritizing the treatment plan through participatory rural appraisal techniques. As a result the task of full treatment of the watershed remains unaccomplished and whatever treatments are taken up their sustainability remains threatened. A milliwatershed comprising of a cluster of microwatersheds as project area is more desirable.

9. FUTURE STRATEGY:

1. A mission based approach at National and State levels.

- All the three Area development programmes will be consolidated under a single umbrella i.e. Integrated Watershed Management Programme (IWMP) to be implemented by a single authority at State and district levels. The consolidation will be for the purpose of convergence between the three programmes for the sake of integrated planning and optimum use of resources. The programmes will however, retain their operational identity.

- State Watershed Resource centers will be formed by drawing experts from SIRDs, State Remote Sensing centers, Agricultural Universities, Govt. Departments and reputed NGOs etc. The Resource Centre will have project planning, monitoring, training and MIS/GIS database subunits. This will facilitate an increased focus on achieving key objectives like prioritization, project formulation on watershed basis, equity, people's participation, and training of stake holders etc.

2. A Management Information system for Watershed Development Programmes

An MIS with GIS web based application for online monitoring linkage as a part of National Database (National Programme for Comprehensive Land Information Management, NPCLIM) to be used as a tool for planning and monitoring from National level down to district/microwatershed level shall be built up. The MIS will include GIS layers on disaggregated wasteland data along with demographic details including poverty mapping, tribal areas, drought prone areas, dark zones with acute drinking water scarcity and clearly defined bench marks indicating type of structures created, extent of land treatment, increase in water table and other parameters as outcome of different schemes being implemented.

3. **Convergence of NREGS and other similar programmes with IWMP at planning level from district downwards – creation of employment opportunities and reduction in out-migration**

Activities undertaken in the Watershed Development Programmes for soil and water conservation pertain to wage employment. Thus, implementation of these activities will be converged with NREGP for wage employment purposes for sustainable livelihood opportunities to the villagers. Shelf of projects related to water conservation, plantation and aforestation, renovation of existing traditional structure of water sources, soil conservation and structures dealing with drought under NREG at district level will be appropriately linked to Watershed Development Work Plans at Block level for convergence in planning. At the implementation level, Watershed Development Teams (WDT) would be properly trained for identification of resources and scientific analysis for implementation of Watershed Development Programmes in convergence with NREG activities. Community organization at panchayat level through proper training modules will be ensured for true convergence in implementation. The creation of opportunities for sustainable livelihood in the villages in this manner will help reducing out-migration.

4. **Focus on Cluster based activity rather than isolated village based activities.**

The hitherto followed criteria of 500 ha. per watershed project is unrealistic. While the unit of planning shall remain a micro watershed/village (of actual size), project size will be based on a cluster of micro watersheds ie. Milli watershed of areas ranging from 4000 ha. to 10000 ha. This will ensure full treatment of the watershed area and at the same time will help in forming inter linkages in the water flow while treating contiguous watersheds.

5. **User Groups for Common Property Resources**

Suitable provisions shall be made for the landless and SC/ST dependent on Common Property Resources to be formed into User Groups for the already existing developed resources within the project areas and for the assets created in the Common Property Resources under the programme. Such areas where consensus of the community has been taken to include the above rights in favor of the disadvantaged shall be given priority for funding. Equitable distribution of pre-project and post-project developed common property resources shall be a part of Watershed Development Plan and withdrawal strategy.

6. **Tribal Areas to be included as Priority areas in selection of Watershed projects:**

While preponderance of ST population is already one of the criteria for selection of a watershed, Tribal areas as such have not received a special focus in the programme. With their total dependence on natural resources for survival, these areas obviously deserve to be included in the target priority areas for the flow of benefits under the programme. While earmarking of mandatory 10% of the GBS of the department for North East takes care of such areas in the North East, the tribal pockets of non North East Region is subjected to demand based selection criteria under the existing provisions. An increased focus on these areas in the states of Chhattisgarh, Jharkhand, Orissa, Gujarat and Madhya Pradesh etc. is therefore proposed.

10. CONCLUSION

10.1 Centrality of land in improving economic status of the poor and the marginalized has been widely recognized. An increased thrust to rainfed areas through greater emphasis on a reformed watershed programme may hold the key to meeting this challenge. Limits to further expansion of surface and ground water irrigation through big dams and tube wells are being reached rapidly. This calls for more intensive and improved watershed development programmes. The watershed development programmes of Department of Land Resources with their unique approach of involving and empowering the poorest of the poor as stake holders in various processes, enhancing the productivity of lands specially benefiting small and marginal farmers, recharging ground water through soil and water conservation are therefore ~~required to~~ be not only continued but strengthened through the XI Plan.

10.2 The Parthasarthy Committee has estimated that 125 million ha. of degraded land is yet to be treated under the watershed programme. The committee feels that at the current level of outlay, it would take around 75 years for watershed treatment to be completed in the country. It recommends that the work should be completed by 2020. For this, government needs to allocate around Rs. 10,000 crores per annum for the next 15 years for a unified watershed programme.

10.3 This amount could come from 2 main sources: doubling of current programme outlays on watershed development that would yield around Rs.5,000 crores and allocation of around Rs.5,000 crores from the National Rural Employment Guarantee Act (NAREGA) specially earmarked for watershed programmes since NREGA is already focused on watershed-related activities. Thus, the report suggests a total investment of Rs.150,000 crores over the next 15 years to cover 125 million has. of land @ Rs.12,000 per ha.

10.4 Accordingly department of land resources proposes to cover 750 lakh ha. in the next three plans, with 250 lakh ha. to be covered during the XIth Plan. This would require an investment of Rs. 11700 crores in the XIth Plan after taking into consideration 50% funds from NREGA. The fund requirement for 2007-08 will be Rs. 2000 crore.

MONITORING AND EVALUATION

The UPA government will ensure that all funds given to states for implementation of poverty alleviation and rural development schemes by Panchayats are neither delayed nor diverted. Monitoring will be strict.

(National Common Minimum Programme of the Government of India: May 2004)

It is well recognized that the success of the programmes largely depends on the effective delivery system and efficient implementation at the grassroots level so that the programme benefits reach the rural poor in full measures. In order to ensure this, the Ministry has evolved a comprehensive multi-level and multi-tool system of Monitoring and Evaluation for the implementation of its programmes. The important instruments of the monitoring mechanism are briefly out lined below:

Periodical Progress Reports (Financial and Physical)

All the programmes of the Ministry are continuously monitored through periodical progress reports received from the State Governments and DRDAs depicting both the financial and physical progress of the programmes. The Monitoring Division has streamlined the **Data Management System** and a Monthly Progress Report is issued by the 10^{th} of every month. These reports give the State-wise/ District-wise and Programme wise performance of the schemes. The auditing of accounts and reports thereon are a precondition for the release of the second and the subsequent installments. Monitoring through these audit reports and utilization certificates are an integral exercise. **A web-based reporting of financial returns (Monthly Financial Reports- MFRs) directly by the DRDAs is operationalised, and, a numbers of DRDAs have started submission of the MFRs regularly.** So far, more than 500 DRDAs are reporting the MPRs on-line.

Area Officers Scheme

At the Central Government level, the Ministry has introduced an Area Officers Scheme which aims at monitoring the major programmes of the Ministry with special reference to quality, adherence to implementation schedule, flow of funds, proper utilisation of funds and achievement of physical and financial targets etc., through field visits. The important observations of the Area Officers are shared with the State Government concerned, advising them to take appropriate corrective measures, wherever shortcomings are noticed. The State Authorities have also been advised to furnish Action Taken Reports on the issues raised by the Area Officers. During the year 2006-07, 36 Officers (upto 31^{st} December, 2006) have made visits to their allocated States. The State Authorities have also been advised to furnish Action Taken Reports on the issues raised by the Area Officers

Performance Review Committee

The Performance Review Committee under the chairmanship of Secretary (RD) having representatives from the Planning Commission and Central Ministries of Finance Statistics & Programme Implementation and Environment & Forests has been constituted reviewed the performance of various programmes being implemented in different States/UTs and appropriate recommendations have been made for corrective action wherever found necessary.

State Nodal Officers

In order to ensure timely submission of periodic progress reports like MPRs and QPRs and improve the quality of reporting of all the rural development programmes all the States and UTs have nominated Nodal Officers. These State Nodal Officers meet every month at New Delhi and various issues relating to submission of MPRs and QPRs, on-line monitoring, etc. are discussed in the presence of senior officials of the Ministry of Rural Development. This new initiative was started in November 2006 and monthly meeting is taking place regularly.

Review by Union Minister

The Minister of Rural Development visits States/UTs and reviews the performance of programmes with the Chief Ministers, Ministers and officials of the State Government concerned with the implementation of the programmes. Such review meetings provide the much-needed impetus in the implementation of the programmes by energizing and motivating the Implementing Agencies.

Vigilance & Monitoring Committees

With a view to revitalizing the role and functions of the Vigilance & Monitoring Committees for making them important instruments of effective monitoring of the implementation of the programmes of the Ministry, these Committees at State/Union Territory and District levels are reconstituted in October 2004 with Members of Parliament as chairperson. Elected representatives, particularly the Members of Parliament have been assigned a central role in the reconstituted V&M Committees. Detailed Guidelines containing the composition, role and functions of these reconstituted Committees as well as instructions for conducting Meetings are circulated. It has been stipulated that the meetings of these Committees may be held on a quarterly basis. These V&M Committees replace all other Committees setup for similar purpose. The State/UT governments are instructed to provide the details of the activities of the outcomes of the deliberations of these committees to the Ministry every quarter in a structured format.

District-Level-Monitoring

A new initiative of District-Level Monitoring was taken to create an alternate channel for flow of information on the progress under different programmes and verification of physical assets. It is being implemented in 130 districts of 27 States in the country and it is proposed to extend in 97 additional districts to cover all the districts where the National Food for Works Programme has been launched. This mechanism enables the Ministry to obtain not only the physical and financial progress from different Implementing Agencies every month, but also, generates periodic qualitative reports on the policy and implementation environment for the programmes in the districts and verification of physical achievements. Recently a detailed monitoring system was set-up under the DLM framework to cover the drinking water scheme of *Swajaladhara* and the Total Sanitation Campaign (TAC). The number of districts covered under the District Level Monitoring (Rural Development Programmes excluding the programmes of Deptt. of Land Resources) is 478 during the current year through 47 independent research organizations.

National Level Monitors

With a view to ensuring transparency in the implementation of Rural Development Schemes, the Ministry has initiated action to prepare a panel of 297 National Level Monitors (NLMs) consisting of senior retired Civil and Defense officials. These Monitors are required to verify facts of the specific cases which may be referred to them, at short notices, and furnish feed back on the pace, quality and adherence to the guidelines in respect of implementation of the schemes by undertaking periodic visits to the rural areas. These NLMs were familiarized with all the programmes of the Ministry through orientation courses.

Concurrent Evaluation and Impact Assessment

The Ministry of Rural Development places special emphasis on evaluation of its programmes being implemented in the rural areas of the country. Evaluation undertaken by the Ministry consists of both concurrent evaluation (process evaluation with sector approach) and impact evaluation (outcome evaluation with spatial approach). These studies are undertaken from time to time through independent reputed research institutions/organizations.

Three **Evaluation Studies**- on Sector Reform Projects under ARWSP (65 district of 25 selected states), Beneficiary Oriented (SC/ST) Program of SGSY (30 districts of 15 states) and on Special Projects of SGSY (124 numbers) were finalised.. The report of the Concurrent Evaluation of the Sampoorna Grameen Rozgar Yajana is finalized in December 2005. State-wise reports of this evaluation study for a number of states are ready.

Village based **Impact Assessment Studies** are taken up to assess the collective impact of all the programmes of the Ministry, on the individuals, community and the area.

BPL CENSUS 2002

The Ministry of Rural Development conducts the Below Poverty Line (BPL) Census in the rural areas of the country in the beginning of each Plan period, through the State Governments/U.T. Administration for identification of persons living below the poverty line for targeting them under the Poverty Alleviation Programmes. The BPL Census 2002 for the Tenth Five Year Plan has been completed in all the rural areas of the country, but results are yet to be finalized.

****