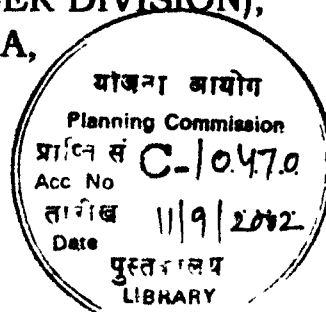


**IMPACT ASSESSMENT OF
INFRASTRUCTURE CREATED UNDER
POVERTY ALLEVIATION SCHEMES WITH
SPECIAL REFERENCE TO
CENTRAL & EASTERN REGIONS
IN MAHARASHTRA.**

SPONSORED BY :

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GOVT. OF INDIA,
NEW DELHI.



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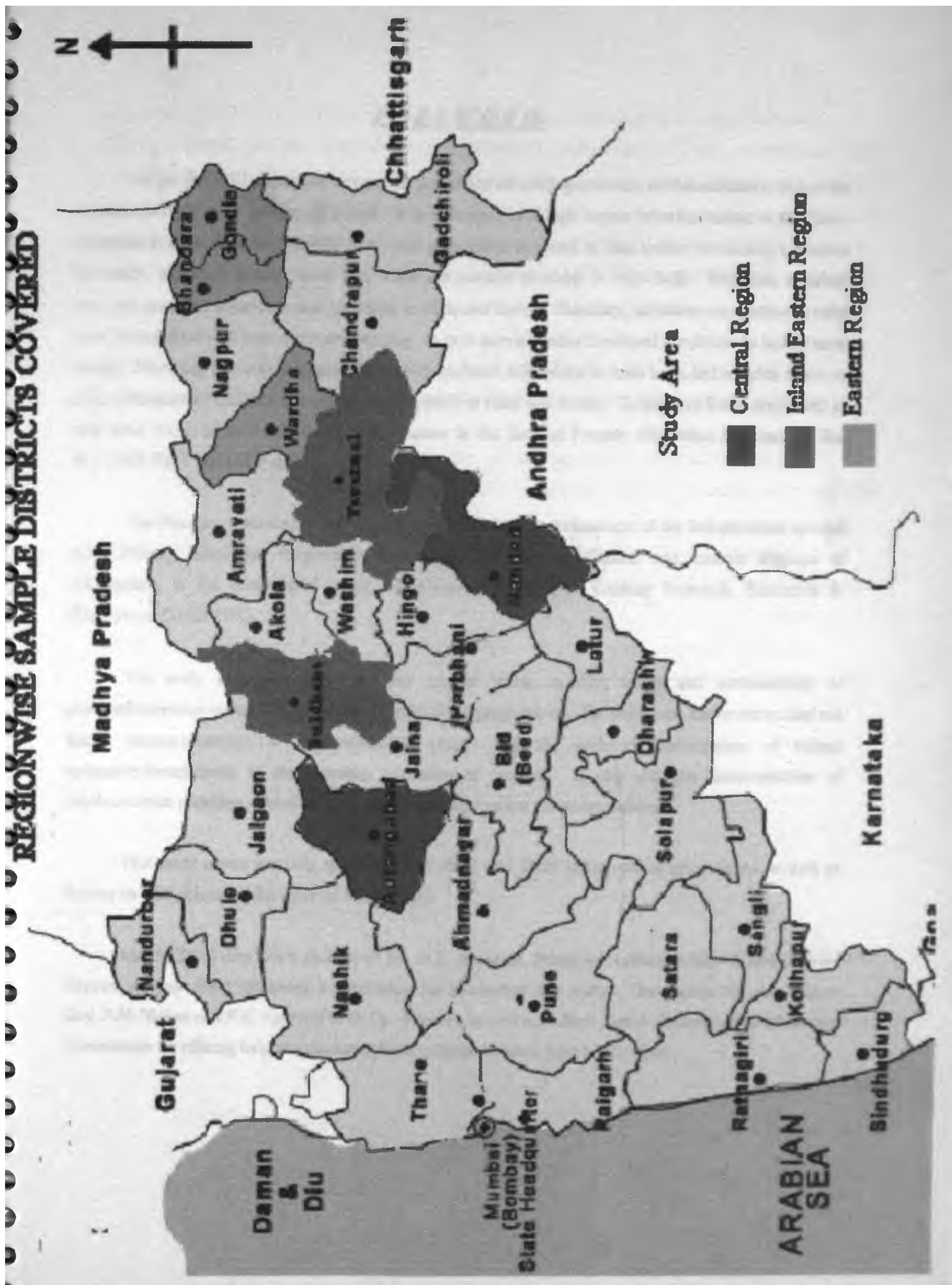
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REGIONWISE SAMPLE DISTRICTS COVERED



FOREWORD.

As per the 1991 population census, the proportion of urban population in Maharashtra is above the national average by 13 percentage points. It is indicative of a high degree of urbanization in the State. Migration to urban areas is invariably from rural areas either in search of jobs and/or for availing amenities like health, education, potable water etc., which are scarcely available in rural India. Migration to urban areas also generates socio-economic problems in cities and towns. Therefore, infrastructure creation in rural areas has acquired vital importance and urgency, so as to provide better livelihood conditions to India's rural masses. According to recent statistics, over 60% population still resides in rural India and remains deprived of the infrastructure facilities that are usually available in cities and towns. To improve living conditions in rural India, Govt. of India initiated several schemes in the form of Poverty Alleviation Programmes like JRY, EAS, JGSY and IRDP etc.

The Planning Commission entrusted the study on Impact Assessment of the infrastructure created under Poverty Alleviation Programmes with special reference to Central and Eastern Regions of Maharashtra, to the Aurangabad based Marathwada Institute For Training Research, Education & Employment (MAITREE).

The study aims at ascertaining the current status, quality, utility and sustainability of assets/infrastructure created under the poverty alleviation programmes. The study also endeavors to find out nature (proper/improper) of fund utilization pattern and the scale of participation of village community/beneficiaries in the planning, execution of projects. It also attempts documentation of implementation problems at various levels and makes appropriate recommendations.

This study covers centrally sponsored JRY, EAS and IRDP Infrastructure programmes as well as focuses on EGS scheme of the Govt. of Maharashtra.

MAITREE is very much grateful to *Mr. P.K. Mohanti, Principal Advisor (SER) & Mrs. Rohini Nayyar, Advisor (RD), Planning Commission* for sponsoring this study. Our thanks are also due to *Shri. P.N. Nigam and P.K. Agarwal both Dy. Advisors* as well as to *Shri. Satish Sharma of the Planning Commission* for offering help and encouragement to the study team from time to time.

MAITREE wishes to place on record the whole hearted co-operation extended by the Department of Rural Development, Govt. of Maharashtra, District Collectors and Chief Executive Officers of Zilla Parishads as well as the Project Directors and Staff of DRDA's who extended co-operation in providing necessary help and data to our study team. We are thankful to all of them. Thanks are also due to all officials and non-officials at C.D. Blocks and Gram Panchayats without whose co-operation collection of the field level data/information from Village Panchayats and the Sample Beneficiaries would not have been a success.

MAITREE deeply appreciates its Advisory Board Member *Shri. S.K. CHOUDHARY's (Formerly Economist, NCAER, New Delhi)* contributions towards drafting and timely completion of this report.

The staff involved in this study comprised *Mr. N.B. DIXIT & T.R. JARIWALA Research Officers* and Team of Investigators also deserve special mention and sincere thanks

The responsibility of neatly producing the report was performed by *Mr. SYED KHALEEL*. We acknowledge the efforts put in by him in completion of this report.

The report highlights major areas of concern which hopefully will be useful to the Planning Commission for its future course of action.

DATE : 5/3/2002

PLACE : AURANGABAD.

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EXECUTIVE SUMMARY.

1. National prosperity and prosperity of numerous villages dotting rural India are linked to each other (1.1.1).
2. Lack of infrastructure related basic needs has deprived our rural brethren of the benefits of development. This has created a gap between living conditions of the rural viz-a-vis urban populations (1.1.2).
3. To bridge the rural - urban developmental gap, the Central and State Governments initiated special Poverty Alleviation Programmes, keeping gainful rural employment and productive assets/infrastructure creation as the primary goals (1.2.1).
4. While the focus of the JRY, EAS and EGS has been on provision of employment alongside productive assets/infrastructure creation, in IRDP the emphasis has been on infrastructure/assets creation (1.2.2).
5. Evaluation is an integral part of the planning process. Feedback from monitoring/evaluation studies provides an important input for assessment of the appropriateness of schemes design and/or implementation strategy (1.3.1).
6. 1991 census of India classifies workers into two categories viz. (i) Main Workers who worked for 183 or more days in a year and (ii) Marginal Workers who worked for less than 183 days in a year (2.6.2).
7. Among the main workers, cultivators and agricultural labourers together account for 60% of the work force. Agricultural labourers, accounting for 26.81% of the main workers, are the principal claimants of regular work either on a continuing or on a casual basis (2.6.4).
8. Despite Maharashtra being an industrially advanced State, agriculture continues to be the main provider of employment to very large proportion of the State's work force (2.6.4).
9. Poverty alleviation programmes operating in rural Maharashtra acquire significance and call for assessment of its impact on the rural workforce (2.6.4).

10. As per Consumer Expenditure Survey NSS 50th Round (1993-94), 55.64% of Maharashtra's rural population spends Rs. 300/- or less on per capita consumption expenditure per month. Rs. 300/- per capita per month expenditure being the poverty line indicator for the reference period years, a huge proportion of Maharashtra's rural population was below or at the margin of poverty line during the reference period (2.7.4).
11. NSS 55th Round on Consumption Expenditure Survey for 1999-2000 reveals a sharp fall in BPL family proportions in rural Maharashtra to under 39% of rural households (Table 2.6).
12. As much as 48% of the socio-economically disadvantaged SC/ST population of Maharashtra resides in the study areas (2.10.2).
13. Since poverty alleviation programmes aim to benefit rural poor, specially socio-economically weaker sections, study areas chosen seem to be properly identified (2.10.2).
14. In view of better literacy rates in eastern as compared to central Maharashtra, the regions of eastern Maharashtra are expected to show better performance levels in programme implementation than the central (Marathwada) region (2.10.3).
15. Marginal and small farmers are the economically most affected cultivators in India due to operation of non-viable holding sizes. Such land holders have to depend on wage employment for supplementing their consumption needs (2.10.9).
16. Marginal and small farmers are the potential beneficiaries of the poverty alleviation programmes/schemes. Infrastructure and productive assets created under four schemes are of utmost importance to all farmers in general and small/marginal farmers in particular (2.10.9).
17. There is a need to monitor fund utilization and performance levels of employment generation at all levels of implementation mechanism (3.3.4).
18. For generation of primary data base, sample survey was organized in the study regions adopting a four stage sampling framework for selection of districts, C.D. blocks, village panchayats and employment enjoying (labour) and infrastructure using beneficiaries as first, second, third and fourth stages of sample unit selection. Systematic sampling with random start procedure was adopted for selection

of sample units. Total sample of 6 districts, 12 blocks, 60 villages and 1200 beneficiaries were selected for primary data generation (4.3.1, 4.3.2 & 4.3.3).

19. Requisite primary data were collected in structured questionnaires for 3rd and 4th stage sample units by personal interview method and direct observations by the survey team. At 1st and 2nd stage sample units i.e. districts and C.D. blocks most of the information was gathered from official statistics on physical and financial allocations to sample villages/village panchayats and on target achievements. Personal experiences of the district/block personnel involved in implementation process were also recorded (4.4.1).

20. All primary data were subjected to tabular analyses involving simple and easy to understand statistical measures like arithmetic means, percentages, ratios etc. As parameter estimation was not called for only tabular analyses were opted for the purposes of this study (4.4.1).

21. Distribution of sample Gram Panchayats reveals inclusion of 7 member to 17 member Gram Panchayats signifying presence of Gram Panchayats of small to big villages (Table 5.1).

22. Composition of Gram Panchayats depicts representation of all sections of village population implying participation of all caste/ethnic groups in the functioning of Gram Panchayats (5.2.3).

23. Gram Sevak i.e. ex-officio Panchayat Secretary's absence from his assigned Gram Panchayats negatively impacts functioning of GPs and implementation of the programmes. Survey results show that over 60% of the Panchayat Secretaries are assigned more than 3 village panchayats. Thus he is over loaded with work. Most of his failures to put in credible performance spring from the work load he carries. There is strong case to restrict his workload to 1 or 2 Gram Panchayats (Table 5.4 sec. 5.2.7).

24. Survey of Gram Panchayats revealed that overwhelming proportion of GPs do not follow guidelines of JRY and other programmes. There is a urgent need to introduce stringent functional and financial accountability norms for Panchayat Secretary as well as all GP members including Sarpanch (Pradhan) (5.2.9 & 5.2.10).

25. Despite JRY being a principally employment oriented scheme wage material ratio is never maintained and it is apparently not workable. Therefore, full potential (target) of sustained employment is never achieved. There is a need to take a close look at this aspect (5.2.13).

26. Action plans are rarely made by Gram Panchayats and are rarely approved by Gram Sabhas. Gram Panchayats need some technical support in this regard to evaluate technical requirements and its financial implications. There is need for implementing agencies at block/district level to provide training to GP members every time a new Gram Panchayat gets elected (5.2.8 & 5.2.10)

27. The overall average wage rates paid under JRY works out to Rs. 45.95 per day which is about 9.4% higher than the officially prescribed minimum wage rate. It thus appears that poverty alleviation schemes have raised prevailing wage rates in rural Maharashtra above minimum wage rates (Table 5.6 sec. 5.2.13).

28. At average daily wage rate of Rs. 45.95, employment levels generated under JRY potentially could enable one BPL family per year per village to cross poverty line on a sustained basis by providing full 240 days employment to one member and 115 days of additional employment to another member thereby enabling all 5 family members to cross poverty line. At this rate 60 families could have crossed BPL to join non-BPL families in sample villages of study area during the reference period (sec. 5.2.13).

29. Perception of infrastructure user beneficiaries indicate that assets/infrastructure created in sample villages during reference period are qualitatively good except for most of drainage works and roads (Table 5.20 sec. 5.5.5).

30. In sample villages primary schools existing prior to reference period have become middle schools due to construction of additional rooms under poverty alleviation programmes. Per school, availability of class rooms have gone up by 1.20 to 1.80 times and student enrollment has gone up by 10.85, 12.36 and 17.00 percent in sample villages of Aurangabad, Amravati and Nagpur regions respectively. This is indicative of the level of support extended under the schemes to educational institutions in sample villages of the study area (5.5.5)

31. Feasibility of empowering Gram Sabhas with right to recall elected members for serious failures may be explored (6.3.3)

32. Failures like non-maintenance of employment demand register, non-preparation and/or non-approval of action plans by Gram Panchayats may be treated as serious lapses qualifying for cuts in fund allocations (6.3.6)

33 Since poverty alleviation programmes are meant to benefit villagers, involvement of contractors may be discouraged. At least providing employment to needy from the same village be made mandatory to contract seeking agencies (6.3.6)

34 Implementing agency personnel should hold rotating rounds of participatory group discussions with villagers to spread awareness of programmes at least once a month (6.3.9)

CHAPTER - I

INTRODUCTION.

1.1. Overview

1.1.1. It is an axiom that well-being of the people of India lies in the development of rural India. Constant refrain of the "Father of Nation" was that India lives in villages and our villages need to be made self-governed as well as self-sufficient for the nation to become strong, vibrant and prosperous. Clearly national prosperity and prosperity of numerous villages dotting rural India are linked to each other. Significance of this visionary prescription of the Mahatma becomes evident after decades of planning via varied development programmes in general and agricultural/rural development programmes in particular.

1.1.2 Development 'per se' is a process and not an end. It constitutes an ongoing process. Whatever is planned and achieved today impacts the future. Hence, there is need to take a close look at what has been achieved so far. We are all aware that despite decades of planned development, rural India continues to suffer from problems of access to basic needs like safe potable water, elementary education, gainful employment, health care, housing etc. Lack of infrastructure related to basic needs has deprived our rural brethren of the benefits of development. This has created a wide gap between living conditions of the rural vis-a-vis urban population.

1.2 Poverty Alleviation Programmes :

1.2.1 Problems related to basic needs referred to earlier, instead of being lessened have become much more acute and complicated despite huge financial outlays. To bridge the rural-urban developmental gap, the Central and State Governments initiated special Poverty Alleviation Programmes keeping gainful rural employment and productive assets/infrastructure creation as the primary goals. Among several schemes focussing on different target groups, the schemes that stand out in terms of employment generation and assets/infrastructure creation are (i) Jawahar Rozgar Yojana (JRY), (ii) Employment Assurance Scheme (EAS), (iii) Integrated Rural Development Programme (IRDP) and (iv) Employment Guarantee Scheme (EGS).

1.2.2 The JRY, EAS and IRDP are the centrally sponsored schemes with 80% funding for JRY and EAS and 50% funding for the IRDP, being provided by the Central Government and the balance being met by State Govts. On the other hand EGS is entirely funded by the Maharashtra Govt. Maharashtra is the first State (perhaps the only one) that offered guaranteed employment to its poor/needful rural people. While the focus of the JRY, EAS and EGS has been on provision of employment alongside infrastructure/productive assets creation, in IRDP the emphasis has been on infrastructure/assets creation. Statistics presented in Chapter - 3 clearly show that huge investments have been made in rural Maharashtra in recent years. The question that obviously arises is whether it has led to creation of sustainable infrastructure? Answer to this question lies in evaluation of the ongoing programmes.

1.3 Rational For The Study :

1.3.1 Evaluation is an integral part of the planning process. Plan schemes are formulated at National/State Level Planning Commissions and implemented all over the Country/State without sufficient understanding of the project area, target groups, local institutions, and behavior/attitudes of beneficiaries as well as personnel charged with implementation. Feedback from monitoring/evaluation studies provides an important input for assessment of the appropriateness of scheme's design and/or implementation strategy. This enables, if necessary, putting in place corrective measures to improve performance levels. This is the rationale for taking up such studies. At the instance of the Planning Commission, MAITREE proposed to undertake a study on assessment of the impact of infrastructure created under major poverty alleviation programmes in the central/eastern regions of Maharashtra. The present study is an honest effort to assess impact of four specific schemes (Listed earlier) operating in the central and eastern regions of the State.

1.4 The Study :

1.4.1 The specific objectives of the study are

- 1) Type of assets/infrastructure created under the programme and its present status
- 2) Whether assets created under the programme are useful, durable and as per the priority needs of the villagers
- 3) Whether funds are utilized properly by the Liaison Department/Gram Panchayats
- 4) Assessing people's involvement and participation in planning and execution of the schemes/works

- 5) Average wage rate paid under the scheme and scheme impact in raising minimum wages in the area.
- 6) Satisfaction of the target groups in the context of improvement in the quality of life in rural areas.
- 7) Whether the benefits are provided to the target group under the scheme ?
- 8) To identify problems faced at various levels in implementation of the schemes and make appropriate recommendations thereon.

1.4.2. Two-pronged approach was adopted in this study for generation of the requisite data-base. It was decided to generate primary data at village panchayat and beneficiary levels by adopting sample survey approaches. For this purpose a sample survey was organized to elicit necessary information/data in pre-designed questionnaires from selected sample units of the study area. Alongside primary data generation, secondary data was also collected from the records of the DRDA, village panchayat records and other relevant sources/published materials etc. The methodology adopted for generation of survey data and results emerging from the study are separately presented later in chapters four and five respectively.

1.5 Plan of the report is as follows :

1.5.1 Chapter 2, presents socio-economic profile obtaining in the State of Maharashtra/study area. A review of the four poverty alleviation programmes (schemes) under focus in this study is presented in Chapter-3. While methodology adopted for generation of the primary/secondary database and for the analysis is discussed in Chapter-4, results emerging from the study are the subject matter of discussion in Chapter-5. Finally, in Chapter-6, main conclusions flowing from the survey results are discussed.

CHAPTER - 2.

SOCIO ECONOMIC PROFILE OF MAHARASHTRA.

2.1 INTRODUCTORY REMARKS :

2.1.1 The State of Maharashtra came into being on May 1, 1960. 720 k.m. long coastline along the Arabian Sea bestows on the State a significant position in Western India. With the creation of three new states in recent years viz. Uttaranchal, Jharkand and Chhatisgarh carved out of the States of U.P., Bihar and M.P. respectively, Maharashtra becomes the second largest State in the Indian Union accounting for almost 9.4% of the nation's geographical area as well as population (as per provisional population figures of the census of India 2001.)

2.1.2 Rural Maharashtra comprises nearly 41251 inhabited villages spread across 35 districts administered through 353 tehsils and 349 Community Development Blocks. Maharashtra is also one of the industrially most developed States of the country. Mumbai, the State capital, is known as commercial (financial) capital of the nation. Naturally, the State exerts considerable influence on the national socio-economic parameters

2.1.3 The sections that follow in this chapter, present an overview of some important sectors that have a bearing on the human development issues which shape implicit ethical and socio-economic philosophy of the poverty alleviation programmes under implementation in the country

2.2 DEMOGRAPHIC FEATURES :

2.2.1 Provisional population figures of the census of India 2001 put Maharashtra's total population at 9.67 crore persons which forms nearly 9.41% of India's total estimated population. Distribution of rural-urban population in the State is in the ratio of 61% to 39% as is evident from the following table

TABLE NO. 2.1
POPULATION OF MAHARASHTRA.
(Census of India - 2001).

	Total Maharashtra	Percent of Total Population					Literacy Rate		
		Males	Females	Rural	Urban	SC/ST	Male	Female	All
Maharashtra	09 67 Cr	52 02	47 98	61 31	38 69	20 4	86 27	67 51	77.27
India	102 70 Cr	51 73	48 27	74 29	25 71	24 3	75 85	54 16	65 38
% With India	09 41	09 47	09 36	07 70	14 06	07 7	--	--	--

SEX RATIO : MAHARASHTRA - 922, INDIA = 933 (FEMALES PER 1000 MALES).

NOTE : RURAL/URBAN & SC/ST DATA ARE FROM 1991 (CENSUS EXCLUDES J & K FROM INDIA).

SOURCES : PROVISIONAL POPULATION FIGURES : CENSUS OF INDIA - 2001.

2.2.2 The proportion of urban population in Maharashtra is above the national average by 13 percentage points. This is indicative of a high degree of urbanization in the State. As regards socio-economically dis-advantaged population of SC/ST, nearly one fifth of the State's population comprises SC/ST persons which works out to just about 4 percentage points below the national average. However, SC/ST population is unevenly distributed across the districts of the State.

2.3 LITERACY RATES :

2.3.1 Literacy is one of the most important population characteristics having a strong influence on critical HRD parameters such as fertility, infant mortality, sex-ratio, preventive health care and sanitation attitudes etc. Literacy has been defined as ability to read and write with understanding (comprehension) in any language. Census of India-2001 excludes children upto the age of 06 from literacy statistics for facilitating calculations of effective literacy rates. Table 2.1 shows that Maharashtra's literacy level is above the national average by about 12 percentage points. The State ranks 10th in descending order of literacy rates among all states. In terms of literacy rates it is also ahead of the neighboring States. Significantly, between 1991 and 2001, female literacy levels have taken a quantum jump as compared to male literacy rate by attaining 15.2 percentage points rise as against just about 9.7 percentage points rise in the male literacy levels, during the same period. Speeding up of female literacy rate is an important and welcome sign that augurs well for HRD efforts of the State.

2.4 STATE/NATIONAL INCOME :

2.4.1 During 1999-2000, Maharashtra contributed as much as 13.1% of the national income (Table 2.2). The State's per capita income was also above the national per capita income by as much as 145.81 percent.

TABLE NO. 2.2
GEO-ECONOMIC FEATURES OF MAHARASHTRA.

Particulars	At Current Prices		Geographical Area In Lakh Sq. Km	Density of Population (Persons Per Sq. Km)
	Income Crores Rs	Per Capita Income (Rs)		
1999-2000				
State Income	212216	23398	3.08	314
National Income	1590301	16047	32.87	324
Percent Share With India	13.3	--	9.37	--

SOURCE : ECONOMIC SURVEY OF MAHARASHTRA 2000-2001.

2.4.2 State income at current prices during 1990-91 formed about 13% of the then National income which rose marginally to 13.1% during the fiscal year 1999-2000. Per capita income, in tandem with the State and national incomes, fell from 154.0% to 145.8% registering a 8.2 percentage points decline during the same period. At 1993-94 constant prices, Maharashtra achieved an annual growth rate of 5.4% in State Income during 1993-94 to 1999-2000 (six year) period. During the same period, per capita State Income grew at the average annual growth rate of 3.8%. Overall growth rate of the State slowed down principally due to sluggish (1.8%) growth rate of the primary (agriculture) sector. In terms of average annual growth rate, Maharashtra's growth rate is about 1.3 percentage points lower than the national growth rate. As a result the State has begun to yield its pre-eminent position to other states notably Punjab. It is also noteworthy that Maharashtra's population density is below that of national average which is indicative of the State being ahead of many other states with respect to population control. The State ranks 17th (half way position) in terms of population density of all states.

2.5 MIGRATION :

2.5.1 Maharashtra has experienced heavy in-migration for decades due to rapid industrialization and high per capita incomes. In recent years due to deceleration in the economy, in-migration has led to socio-economic as well as politico - ethnic tensions. While 2001 census data in this regard is not as yet available, during 1981-1991 decade, in-migration was of the order of 16.13 lakh persons as against the out-migration of 8.45 lakh persons. It is, also noteworthy that net in-migration comprises 5.38 lakh males and 3.07 lakh females. The direction of migration is generally from rural areas to cities which attract wage earners in search of jobs.

2.6 WORKFORCE (EMPLOYMENT) :

2.6.1 Latest statistics (census-2001) on employment situation and economic classification of workers is presently not available. As per 1991 census, 43% of the State population belongs to worker class which is 5.3 percentage points above the national average of 37.7%. Proportion of workers in rural areas is higher at 49.7% than that in urban areas (32.3%). The proportion of male and female workers hovers around 52.2 and 33.1 percent respectively with rural areas depicting substantially higher proportions in both cases. Among total workers, the male/female worker shares are 62.8 and 37.2 percent respectively.

2.6.2 1991 Census classifies workers in two categories viz. (i) Main Workers who worked for 183 or more days in a year and (ii) Marginal workers who worked for less than 183 days in a year.

2.6.3 Composition of workers in 1991 census indicates that the proportion of main workers to total population was 39.3% and that of marginal workers 3.7%. It needs to be emphasized here that by and large marginal workers are the ones who desperately need employment. It also may be underscored that females accounted for nearly 87% of all marginal workers in the State during 1991. The incidence of marginal workers is higher in rural areas as compared to urban areas of Maharashtra.

2.6.4 Among the main workers, cultivators and agricultural labourers together account for 60% of the workforce. Agricultural labourers, accounting for 26.81% of the main workers, are the principal claimants of regular work, either on a continuing or on a casual basis. Major employment oriented programmes are targeted to provide employment to such workers. Evidently, despite Maharashtra being an industrially advanced State, agriculture continues to be the main provider of employment to a very large proportion of the State's workforce. For this reason, poverty alleviation programmes operating in

rural Maharashtra acquire significance and call for a special attention for assessing the impact on the workforce.

2.7 CONSUMPTION EXPENDITURE PATTERN :

2.7.1 Per capita consumption expenditure patterns are powerful indicators of the poverty situations across regions. For this reason, it is worthwhile to take a close look at monthly per capita consumption expenditure statistics thrown up by the 50th National Sample Survey (NSS) round relevant to 1993-94 year.

TABLE NO. 2.3
MONTHLY PERCAPITA CONSUMPTION EXPENDITURE PATTERN.
(NSS 50th ROUND - JULY - 1993 TO JUNE - 1994).

Sr No	Item	July - 1993 To June - 1994					
		Rural		Urban		Maharashtra State	
		M P C E	Percentage	M P C E	Percentage	M P C E	Percentage
1	Cereals	55.95	16.81	63.16	11.64	58.49	14.38
2	Pulses	16.41	4.93	19.32	03.56	17.43	04.29
3	Milk and Milk Products	21.75	6.53	45.40	08.36	30.07	07.39
4	Other Food Items	102.20	30.70	169.41	31.21	125.85	30.94
	Total - Food Items	196.31	58.97	297.29	54.77	231.84	57.00
5	Clothing	22.56	06.78	25.23	04.65	23.50	05.78
6	Fuel and Light	26.35	07.91	36.63	06.75	29.97	07.37
7	Other Non-Food Items	87.71	26.34	183.61	33.83	121.46	29.85
	Total-Non-Food Items	136.62	41.03	245.47	45.23	174.93	43.00
	Total	332.93	100.00	542.76	100.00	406.77	100.00

SOURCE : ECONOMIC SURVEY OF MAHARASHTRA 1998-99 & 2000-2001.

2.4.2 Data presented in Table 2.3 points to couple of striking differences in the rural/urban consumption patterns. Firstly, as of 1993-94, huge gap in consumption levels of the rural vis-a-vis urban population appears to have existed. Secondly, share of food and non-food items of consumption depicts qualitatively significant differences among rural vs urban consumption patterns. For example, among food items, consumption level of cereals is on higher side in rural consumption basket whereas in urban consumption basket, consumption of milk and milk products is much higher. Similar qualitative differences are evident in non-food items of the consumption basket as well. While non-food rural consumption accounts for nearly 15% of expenditure on fuel/lighting and clothing, their urban counter parts spend just about 11% of consumption expenditure on such traditional items.

2.7.3 Apart from aforesaid basic differences, it is pertinent to point out that with Rs. 18000/- per annum household income being designated as a cut-off point for BPL and non-BPL families, per capita monthly income for a 5 member household works out to Rs. 300. In view of this, per capita consumption expenditure of Rs. 332.92 per month appears too close to the poverty line in the case of rural Maharashtra. This is also indicative of a very large proportion of rural population being below or at best close to the poverty line. Table 2.4 throws light on this aspect.

TABLE NO. 2.4
DISTRIBUTION OF POPULATION BY MONTHLY PERCAPITA EXPENDITURE
CLASSES.

Monthly Per Capita Expenditure Class In (Rs.)	July - 1993 To June - 1994		
	Rural	Urban	Maharashtra
Below 60	0.00	0.00	0.00
60 - 100	0.15	0.00	0.10
100 - 200	16.85	3.08	11.84
200 - 300	38.64	18.37	31.27
300 - 400	22.70	20.03	21.73
400 - 500	10.30	16.25	12.46
500 - 600	05.07	12.51	07.78
600 and above	06.29	29.76	14.82
Total	100.00	100.00	100.00

NOTE : FIGURES ARE BASED ON THE STATE SAMPLE OF THE NATIONAL SAMPLE SURVEY.

SOURCE : ECONOMIC SURVEY OF MAHARASHTRA 1998-99 AND 2000-2001.

2.7.4 Statistics presented in Table 2.4 show that as much as 55.64% of the rural population spends upto Rs. 300 or less on per capita consumption expenditure per month. Rs. 300/- per month per capita consumer expenditure being the poverty line indicator, a huge proportion of rural population seems to be below or at the margin of poverty line. In the case of urban population nearly 21.45% of it seems to be below the poverty line. Focus of the present study being on rural Maharashtra let us take further close look at consumption patterns of different rural household groups.

TABLE 2.5
PER-CAPITA MONTHLY CONSUMER EXPENDITURE (STATE SAMPLE
MAHARASHTRA) NSS 50TH ROUND 1993-94.
(A RURAL COMPARISON)

Sr No	Item	Lowest 20 %		Middle 40 %		Highest 40 %	
		Rs	%	Rs	%	Rs	%
1	Cereals	39 38	23 08	43 01	21 41	39 18	14 18
2	Pulses	11 54	06 76	12 70	06 32	20 55	04 20
3	Milk and Milk Products	08 50	04 98	11 21	05 58	33 54	06 87
4	Edible Oil	12 74	07 47	14 39	07 16	26 19	05 37
5	Other Food	46 54	27 28	54 19	26 97	113 56	23 18
	Food Sub- Total	118 70	69 57	135 50	67 44	262 56	53 80
6	Fuel And Light	17 03	09 98	19 07	09 49	34 16	07 00
7	Clothing	03 07	01 80	05 69	02 83	45 00	09 22
8	Other Non-Food	31 82	18 65	40 66	20 24	146 28	29 28
	Non-Food Sub-Total	51 92	30 43	65 42	32 56	225 44	46 20
	Total Consumer Expenditure	170 62	100 00	200 92	100 00	488 00	100 00

SOURCE : BUREAU OF ECONOMIC AND STATISTIC, GOVT. OF MAHARASHTRA.

2.7.5 The per capita monthly expenditure of the high spending 40% rural population depicts significantly higher consumption expenditure pattern as compared to the other two groups. Data show that high spender group spends two times more on food items as compared to the other two groups. It is also interesting to observe that though in terms of percent share, all food items form a small percentage of total consumer expenditure of the highest 40% group as compared to the other two groups, absolute amount spent is significantly higher and in some cases more than doubled. This pattern perhaps points to a

qualitatively better composition of food and non-food items in their consumption basket. Clearly, trends of consumer expenditure of all three groups are indicators of the lowest 20 and middle 40 percent groups being poor household groups, with the lowest being in the absolute poverty class and the middle 40% also being below poverty line cut-off point. The two groups together form 60% of the rural population being below or close to the poverty line.

2.7.6 Latest statistics on monthly per capita consumption expenditure emerging from the NSS 55th Round for July-1999 to June-2000 shows that the absolute amounts spent on items of consumption have risen sharply for rural as well as urban areas as compared to the 1993-94 NSS 50th Round Statistics. The increase in absolute amounts is perhaps due to inflation leading to price rise. However, the proportions of expenditure on consumption items essentially remain the same as in 1993-94. Percentage distribution of population by monthly per capita expenditure class nevertheless reveals a sharp fall in population proportions in lower expenditure classes both in rural and urban sectors as well as in the State as a whole. The NSS 55th Round consumption expenditure data clearly points to a overall fall in BPL family levels to below 28% and the rural BPL family proportions to under 39% of the rural households as is evident from Table 2.6.

TABLE 2.6.
PERCENTAGE DISTRIBUTION OF POPULATION ACCORDING TO MONTHLY PER
CAPITA EXPENDITURE CLASS

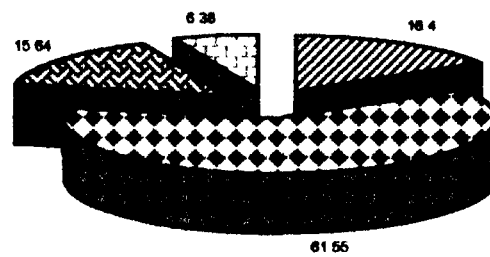
Monthly Per Capita Expenditure Class In (Rs)	July-1993 to June -1994			July-1999 to June-2000		
	Rural	Urban	Maharashtra	Rural	Urban	Maharashtra
Below 100	0.15	0.02	0.10	0.07	0.00	0.04
100-200	16.25	03.29	11.69	01.72	00.10	01.08
200-400	61.55	38.01	53.27	37.32	10.17	26.72
400-600	15.64	28.37	20.12	42.08	23.81	34.94
600-800	03.83	14.91	07.73	12.17	21.48	15.81
800-1000	01.35	07.38	03.48	03.60	14.60	07.90
1000 And Above	01.20	08.03	03.61	03.04	29.84	13.51
Total	100.00	100.00	100.00	100.00	100.00	100.00

NOTE : FIGURES ARE BASED ON THE STATE SAMPLE DATA OF THE NATIONAL SAMPLE SURVEY 55th ROUND (JULY, 1999 - JUNE-2000).

SOURCE : ECONOMIC SURVEY OF MAHARASHTRA 1998-99 AND 2000-2001.

Figure No. 1

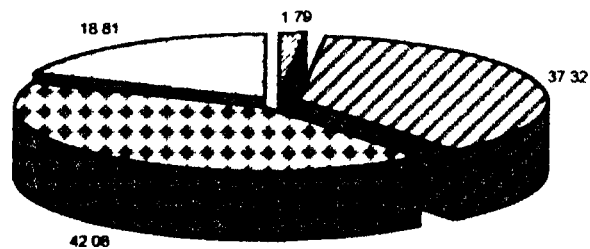
**POPULATION PERCENTAGE DISTRIBUTION ACCORDING
TO MONTHLY PER CAPITA EXPENDITURE
Before Reference Period**



▣ Absolute Poverty(Upto Rs. 200) ▣ Close to Poverty (Rs. 201-400)
▣ Middle Class(Rs. 401 - 600) ▣ Upper Class (Rs. 601 & above)

Figure No. 2

**POPULATION PERCENTAGE DISTRIBUTION
ACCORDING TO MONTHLY PER CAPITA EXPENDITURE
After Reference Period**



▣ Absolute Poverty(Upto Rs. 200) ▣ Close to Poverty (Rs. 201-400)
▣ Middle Class(Rs. 401 - 600) ▣ Upper Class (Rs. 601 & above)

2.8 INDUSTRIAL DEVELOPMENT :

2.8.1 The State of Maharashtra, till recently, ranked first in industrial progress among all States of the Indian Union. Industrial sector occupies a prominent position in Maharashtra's economy. Manufacturing being the major constituent of the industrial sector, huge influx of migrants come to the State (to Mumbai City), to seek employment in industry and/or in city's commercial activity. Industrial development in Maharashtra during last four decades has been quite lopsided. It has struck roots only in Mumbai-Pune-Belapur-Nasik belt. Other parts of the State, especially the Marathwada and Vidharbha regions accounting for one half of the geographical area of the State have remained industrially backward. Table 2.7 presents industrial development profile of Maharashtra.

TABLE NO. 2.7
INDUSTRIAL DEVELOPMENT OF MAHARASHTRA (31st MARCH-1994).

(Rs. In Crores)

Sr No	Region	Large & Medium Units		Small Scale Regis +Un-Regis	Co-operative Industrial Estate			Mega Industrial	
		No	Capital		No of Estates	No of Units	Employment	No	Capital
1	Rest of Maharashtra	2172 (85.5)	50093.91 (92.7)	99652 (71.9)	82 (68.3)	3426 (88.9)	47437 (81.3)	1019 (78.9)	80992.81 (79.1)
2	Marathwada	194 (7.6)	1921.29 (3.6)	16382 (11.8)	22 (18.3)	253 (6.6)	3472 (6.6)	102 (7.9)	2658.18 (2.6)
3	Vidharbha	175 (6.9)	2005.14 (3.7)	22517 (16.3)	16 (13.4)	176 (4.5)	1510 (2.9)	171 (13.2)	18798.37 (18.3)
	Maharashtra	2542 (100.00)	54020.34 (100.00)	138551 (100.00)	120 (100.00)	3855 (100.00)	52419 (100.00)	1292 (100.00)	102449.36 (100.00)

SOURCE : UDYOGMITRA, GOVT. OF MAHARASHTRA, MUMBAI. * FIGURES IN BRACKETS ARE PERCENTAGE OF TOTAL.

2.8.2 TABLE 2.7 REVEALS THE FOLLOWING :

i) As on 31st March, 1994, there were a total number of 2541 large and medium scale units in Maharashtra with an aggregate capital of Rs. 54020.34 crore. Of these units, 85.5% of the units were located in rest of Maharashtra region which includes, Mumbai, Pune, Nasik, Thane & other districts. In Marathwada and Vidarbha regions, only 7.6% and 6.9% of the total units are located.

ii) Similarly, in case of small-scale industries also, 72% of the total units are located in rest of Maharashtra while the proportion of these units in Marathwada and Vidarbha is 11.8% and 16.3% respectively.

iii) As regards co-operative Industrial Estates, 89% of the units and 90.5% of the employment is concentrated in the advanced rest of Maharashtra region, while the share of Marathwada and Vidarbha is only 6.6% and 2.9% respectively.

iv) It would be quite interesting to study the impact of the New-Economic Policy initiated in July 1991 and adopted by the Govt of India, along with its New Industrial Policy, on backward areas. Due to abolition of the location policy as well as abolition of various types of central subsidies meant for attracting industrial enterprises to backward areas, the impact has been quite adverse. This is quite obvious from the data shown in Table 2.7. For example, between 1991 and 1994 a total no. of 292 Mega Industrial Units have been either established or were in the process of erection in Maharashtra. Of these 79% have preferred to locate their units in Rest of Maharashtra region. The share of Marathwada and Vidarbha has been only 7.9% and 13.2% respectively.

2.9 SIZE OF AGRICULTURAL LAND HOLDINGS :

2.9.1 Agricultural census 1990-91 revealed that nearly 94.70 lakh operational holdings covering an operated (cultivated) area of 213.52 lakh hectares existed in Maharashtra during 1991. The 1990-91 Agricultural census data also show that the average size of operational holding in Maharashtra fell from 2.64 hectares in 1985-86 to 2.21 hectares in 1990-91. Historically, since 1970-71, i.e. within two decades, the average size of operational holding fell by 50%. This trend of declining average size of operated land holdings points to growing fragmentation of cultivated landholdings. Apart from falling size of operated land holdings, a high degree of inequitable distribution of the cultivated (operated) area among different land size classes can be descended from the data presented in Table 2.8.

TABLE NO. 2.8
NUMBER OF LANDHOLDERS AND AVERAGE SIZE OF OPERATIONAL LAND
HOLDINGS IN MAHARASHTRA (1990-91).

Sr. No.	Size Class (In Hect.)	No. of Holders (00)	%	Area of Operational Holders (In Hect.)	%	Average Size of Holders (In Hect.)
1.	Below 0.5	16672	17.60	4119	1.97	0.25
2.	0.5 To 1.0	16075	16.97	12057	5.77	0.75
3.	1.1 To 2.0	27276	28.80	39833	19.04	1.46
4.	2.1 To 3.0	13969	14.75	33689	16.10	2.41
5.	3.1 To 4.0	7289	07.70	25108	12.00	3.44
6.	4.1 To 5.0	4469	04.73	19864	09.49	4.44
7.	5.1 To 10.0	7241	07.65	48700	23.27	6.73
8.	10.0 To 20.0	1530	01.61	19749	09.43	12.91
9.	Above 20.0	176	0.19	6129	02.93	34.82
	Total	94697	100.00	209248	100.00	02.21

SOURCE : ECONOMIC SURVEY OF MAHARASHTRA, 1998-99, 2000-2001

2.9.2 Since results of the Agricultural census 1995-96 are as yet not available, let us revert to the data presented in Table 2.8. Data show that while 17.7% of the landholders cultivate farms of an average operated land holding of a quarter (0.25) of an hectare, a negligible (0.2%) proportion of land holders operate largest average sized land holding of 34.82 hectares. Wide disparity (inequality) in land holding (owning) pattern obviously exists. In view of this ground reality, cultivators have been grouped in to five land holding size classes viz. i) Marginal ii) Small iii) Semi-medium iv) Medium and v) Large farmers. This classification enables identification of marginal/small farmers who operate with inadequate land resource so that rural/agricultural development aid can be properly targeted. Section 2.10 (E) deals with this aspect in detail.

2.10 THE STUDY AREA :

2.10.1 The task of impact assessment, for the purposes of this study, is confined to the Nagpur and Amravati (Vidharbha) regions of eastern Maharashtra and Aurangabad (Marathwada) region in central Maharashtra. Following sections present a comparative picture of the study area vis-a-vis entire State with respect to important sectors.

(A) POPULATION CHARACTERISTICS :

TABLE NO. 2.9
POPULATION OF STUDY AREA (CENSUS 2001).

Regions	Total Population In (Lakh Persons)	Percent of Total Population					Density Per Sq. Km.
		Males	Females	Rural	Urban	SC/ST	
Aurangabad.	155.9 (16.1)	51.6 (16.0)	48.4 (16.2)	78.1 (20.7)	21.9 (09.2)	19.5 (15.5)	198
Amravati.	99.4 (10.3)	51.5 (10.2)	48.5 (10.4)	75.0 (13.0)	25.0 (06.9)	25.1 (13.1)	182
Nagpur.	106.7 (11.0)	51.1 (10.8)	48.9 (11.2)	65.0 (12.1)	35.0 (10.3)	34.5 (19.3)	176

NOTE : 1) RURAL/URBAN/SC/ST AND DENSITY DATA ARE BASED ON 1991 CENSUS.

2) BRACKETED FIGURES ARE PERCENTAGES TO STATE POPULATION.

SOURCE : 1) HANDBOOK OF BASIC STATISTICS OF MAHARASHTRA STATE 1997.

2) PROVISIONAL POPULATION FIGURES : CENSUS 2001.

2.10.2 Table 2.9 clearly shows that the study area covers close to 37% of the State population comprising almost 46% of the State's rural population and 26.4% of the urban population. Apart from this, as much as 48% of the socio-economically dis-advantaged SC/ST population of Maharashtra resides in the study region. It is also noteworthy that as many as 53.85% villages of the State are in these regions with Aurangabad, Amravati and Nagpur accounting for 20.14%, 15.81% and 17.90% of them covering 21.1%, 15.0% and 16.7% of the State's geographical area respectively. It is thus clear that the study regions are predominantly agrarian. Since poverty alleviation programmes aim to benefit rural poor, specially socio-economically weaker sections, areas chosen for this study seem to be properly identified.

B) LITERACY LEVELS :

2.10.3 Literacy rates obtaining in the rural parts of the study area depict a varied picture. The Aurangabad (Marathwada) region continues to be saddled with low male and female literacy rates with as much as 6.57 and 13.42 percentage points below the overall male and female respective literacy rates of the State as a whole. Very low literacy rates of rural females in the Marathwada region is a matter of serious concern. As compared to Marathwada (Central) region, rural eastern (Vidharbha) region comprising Amravati and Nagpur divisions has made tremendous strides with regard to male & female literacy levels. Male/female literacy levels in Amravati and Nagpur divisions of eastern Maharashtra are found to be above the State average by nearly 3 to 4 percentage points. Evidently, overall rural literacy levels in the two eastern regions would be above that of the Aurangabad (Central) region as well as the State level literacy rates. As regards urban literacy levels, all regions of the study area have achieved male literacy rates of 82 to 87 percent with the State level rate being 86.4%. While urban female literacy rates in Amravati and Nagpur regions hover around 70.9% that of Aurangabad region lag behind the State average by nearly 13.55 percentage points. In view of better literacy rates in the eastern as compared to central Maharashtra, the regions of eastern Maharashtra are expected to show better performance levels in programme implementation compared to the Marathwada region.

C) WORKFORCE, EMPLOYMENT & INDUSTRIAL DEVELOPMENT :

2.10.4 Composition of the workforce in the study area follows more or less the State Level pattern presented earlier in section 2.6. Percentage of male workers to total population in Aurangabad, Amravati & Nagpur regions is higher than that of the State Level proportion by 1.71, 3.44 and 1.59 percentage points respectively. The non-agricultural worker proportions however, depict the opposite with Aurangabad, Amravati and Nagpur regions having non-agricultural workers to total worker proportions of 21.84, 21.57 & 3.94 percentage points lower than the State Level proportion of 40.38%. Participation of male and marginal female workers of Aurangabad, Amravati & Nagpur regions on the other hand consistently display respective 6.19, 5.37 and 3.32 percentage points higher proportion than the State Level percentage of 33.11. On the whole, aforesaid statistics point to the dominance of the agricultural workers in the study area.

2.10.5 As regards industrial development, Table 2.7 clearly shows that the study area of Marathwada (Central) and Vidharbha (Eastern) regions account for very small (under 8%) of the total industrial units in the State. Similarly, small-scale units in these regions account for about 12 to 16 percent of the total small scale units in the State. Following liberalisation of the Indian economy, the proportions of working factories (industrial units) to total working units in the State by 1996 has further declined to 5.8%, 4.2% and 9.5% in Aurangabad, Amravati and Nagpur regions respectively. Decline in the number of working factories has adversely affected employment in industrial units. This has further increased pressure of absorption of the workforce on the agricultural sector. All in all, industrial employment scenario in the study regions seems to have worsened in recent years.

D) CONSUMPTION EXPENDITURE PATTERN :

2.10.6 Per capita consumption expenditure patterns covering NSS 50th and 55th rounds for 1993-94 and 1999-2000 years respectively and the conclusions emerging there from have been discussed in detail in section 2.7. Table 2.10 presents a comparative statistics on per capita consumption levels relating to the study regions vis-a-vis rest of Maharashtra and the State as a whole

TABLE NO. 2.10
PERCENTAGE DISTRIBUTION OF POPULATION BY MONTHLY PER CAPITA
CONSUMER EXPENDITURE FOR THE STATE AND SIX NSS REGIONS FOR THE YEAR
1993-94. (MAHARASHTRA RURAL ONLY).

Sr. No.	M.P.C.E, (Class Rs.)	Rest of Maharashtra			Marathwada	Vidharbha		State
		Coastal	Inland Western	Inland Northern	Inland Central	Inland Eastern	Eastern	
1.	Below 100	0.32	0.23	0.29	0.00	0.00	0.00	0.15
2	100 - 150	03.81	06.57	09.61	01.41	0.80	0.42	04.26
3.	150 - 200	08.16	13.44	25.75	08.80	10.82	04.30	12.59
4.	200 - 300	31.55	36.94	42.47	36.27	46.34	38.06	38.64
5	300 - 400	23.06	21.09	13.07	29.16	38.06	28.71	22.70
6	400 - 500	11.33	09.36	04.02	14.20	10.83	13.90	10.30
7.	500 - 600	07.18	05.28	01.87	05.42	04.37	07.69	05.07
8	600 - 700	08.52	02.10	0.75	02.08	01.35	03.08	02.70
9.	700 - % Above	06.07	04.99	02.17	02.65	01.44	03.84	03.59
	Total :	100.00	100.00	100.00	100.00	100.00	100.00	100.00

SOURCE : CONCURRENT EVALUATION OF IRDP 5th ROUND 1995-96, MAITREE, Aurangabad.

2.10.7 Monthly per capita consumption expenditure of Rs. 300/- signifies proportion of population hovering on or below poverty line. Earlier in section 2.7, we found that over 55% of the rural population comprises persons below BPL. Statistics presented in Table 2.10 shows that the Nagpur zone of the Eastern Region and Aurangabad (Marathwada) division of the Central Region are somewhat better off with nearly 12.86 and 9.15 percentage points population respectively being above poverty line as compared to that of entire State population. Amravati zone of the Eastern Region seems to have additional 2.32 percentage points rural population in BPL category as compared to the State average of 55.64% being in BPL category. By 1999-2000 the State BPL proportion has declined to about 38% of total state population. Comparable statistics at the regional levels is not readily available. Comparative picture emerging from the data presented above (Table 2.10) points to the relevance of poverty alleviation programmes and the need to assess their impact on the region's in-habitants.

E) SIZE OF AGRICULTURAL HOLDINGS :

2.10.8 The average size of agricultural holdings and the proportion of land holders cultivating such lands is an important indicator of farmer households being on or below poverty line. Such households also form part of the target groups who need and seek employment opportunities under the poverty alleviation programmes. Table 2.11 presents distribution of the land holders and area operated by land holding classes across the study area and the entire State.

TABLE NO. 2.11

DISTRIBUTION OF LAND HOLDERS AND OPERATED AREA BY SIZE CLASS OF HOLDINGS IN STUDY AREA.

Sr No	Region	Average Size of Holding (Hect)	% of Holdings					% of Area Operated				
			Marginal	Small	Semi-Medium	Medium	Large	Marginal	Small	Semi-Medium	Medium	Large
1.	Aurangabad	2.4	24.2	33.3	26.9	14.2	1.4	6.1	20.4	21.0	34.2	8.2
2.	Amravati.	2.8	17.4	34.9	27.5	17.4	2.8	4.3	18.2	27.1	36.8	13.6
3.	Nagpur.	2.2	33.9	29.5	22.6	12.8	1.6	8.2	19.7	28.2	33.6	10.3
4.	Maharashtra	2.2	34.6	28.8	22.4	12.4	1.8	7.7	19.0	28.1	32.8	12.4

SOURCE : SELECTED INDICATORS FOR DISTRICTS IN MAHARASHTRA AND STATES IN INDIA 1997-98 (Eco. Stat., DIRECTOR OF MAHARASHTRA STATE).

2.10.9 Small and marginal farmers are the economically most affected cultivators in India. These two groups are the bane of Indian agriculture. These two types of land holders neither have enough resources nor optimum land holding for efficient cultivation to raise productivity levels. As a result such landholders have to depend upon wage employment for supplementing their consumption needs and other family requirements. Statistics presented in Table 2.11 show that cultivated land resource across the regions and across the land holding classes within the regions as well as at the State level is inequitably distributed. In the context of this study combined land holding of the marginal and small holders reveals a very uneven and inequitous distribution of productive land among its operators. While among the regions under study there are perceptible differences, among the three regions over 52% to over 63% of the land holders operate just about 22.5% to 27.9% of the operated (cultivated) area with the State average being around the same figures. The average size of land holding ranges between 2.2 to 2.8 hectares of land in the study area. More than 65% of the land holders operating just about a quarter (25%) of the land indicates that a small proportion of land owners operate dis-proportionately large land area. It is thus clear that small and marginal farmers also are the potential beneficiaries of the poverty alleviation programmes/schemes. It needs to be emphasized here that infrastructure and productive assets created under the four schemes are of utmost importance to all farmers in general and small/marginal farmers in particular.

2.10.10 Hopefully discussion in the preceding sections puts in proper perspective prevailing socio-economic and geo-ethnic conditions across the study regions as well as in the State of Maharashtra.

CHAPTER - 3

REVIEW OF POVERTY ALLEVIATION PROGRAMMES IN MAHARASHTRA .

A OVERVIEW :

3.1 THE GENESIS :

3.1.1 As stated at the outset in the first chapter, the 'Father of Nation', prior to and following our INDEPENDENCE, repeatedly emphasized that the national prosperity is closely linked to the prosperity of rural India. Despite his visionary prescription, India's march towards progress began with focus on industrial development via much acclaimed Five Year Plans. Growing inequalities, urban/rural divide and lack of rural/agricultural development began putting constraints on industrial growth, forcing planners to rethink. As a result, during the Fourth Five Year Plan period (1969-74) approach to planning was modified and special attention was paid to alleviation of poverty, specially rural poverty and rural infrastructure. This ushered in special programmes targeted to benefit the poor, socio-economically dis-advantaged classes and backward areas. Broad objectives of the programmes targeting such sections of population and backward/undeveloped areas aimed at creation of infrastructure, productive assets and development of skills.

3.1.2 By the time Seventh Five Year Plan was drafted, alleviation of rural poverty, so as to down size BPL proportions, became one of the principal objectives. Among many such schemes programmes launched targeting different sections/areas, four major programmes designed to alleviate rural poverty and generate rural development are the focus of this study. A brief review of each one is presented in the sections that follow :

3.2 JAWAHAR ROZGAR YOJANA :

3.2.1 The Central as well as State Governments have started various employment programmes in rural as well as urban areas for poverty alleviation via provision of employment, self-employment and wage-employment. The financing pattern of Centrally sponsored employment programmes is shared by the Central and State Govts. on 80% and 20% basis respectively. Jawahar Rozgar Yojana (JRY) was launched in Maharashtra on April 1, 1989. JRY is a major wage-employment programme which was formed by merging two erstwhile wage-employment programmes namely, National Rural Employment Programme (NREP) and Rural Landless Employment Guarantee Programme (RLEGP). JRY was the

single largest wage-employment programme implemented in all the villages across the country through Panchayat Raj Institutions. The main objective of this scheme is to provide gainful employment to unemployed and additional gainful employment to under-employed persons in the rural areas. By providing gainful employment it also envisaged creation of durable socio-economic assets for improving quality of rural life. JRY provided for 30% of the employment opportunities to be offered to women. The Central Government has restructured JRY in new form and rechristened it as 'Jawahar Gram Samruddhi Yojana' (JGSY) w.e.f April 1, 1999. JGSY is fully Centrally sponsored programme which envisages creation of demand driven village infrastructure including durable assets at the village level. This would enable rural poor to increase opportunities for sustained employment. Generation of supplementary employment for rural poor is its secondary objective. There is also a provision for BPL families to get wage employment. Apart from this, 22.5% of the annual funds are set apart for spending on schemes beneficial to SC/ST groups and 3% for utilization towards creation of barrier free infrastructure for the disabled. Since JGSY has taken effect just about couple of years back, the focus of the present study is on impact assessment of the erstwhile JRY programme.

TABLE 3.1

REGIONWISE JRY PERFORMANCE IN MAHARASHTRA (1994-95 TO 1998-99).

Sr No	Region	Total Expenditure		Total Employment Generated	
		Expenditure In Crores Rs	Percent	Lakh Mandays	Percent
1	Aurangabad	238.95 (91.25)	19.47	596.30 (95.77)	19.57
2	Amravati	209.63 (81.72)	17.08	507.27 (90.62)	16.62
3	Nagpur	223.67 (89.92)	18.19	562.69 (97.18)	18.45
4	Rest of Maharashtra	555.67 (N.A.)	45.26	1384.26 (N.A.)	45.36
	Maharashtra	1227.57 (87.14)	100.00	3050.52 (94.63)	100.00

NOTE : i) **BRACKETED FIGURES ARE PERCENTAGES TO TOTAL AVAILABLE FUNDS AND EMPLOYMENT TARGETS.**

ii) **1994-95 TO 1998-99 REFERS TO COMBINED REFERENCE PERIOD.**

SOURCE : MONITORING FORMATS FOR MONTHLY PROGRESS REPORTS IRDP CELL, RURAL DEVELOPMENT DEPARTMENT, GOVT. OF MAHARASHTRA.

3.2.2 During the reference period of 5 years from 1994-95 to 1998-99, nearly 1227.57 crore rupees were spent in the State of Maharashtra to generate gainful employment of the order of 3050.52 Lakh Mandays. Performance of the regions in the study area vis-a-vis overall performance at the State Level can be gauged from Table 3.1. While achievements with respect to employment generation have always been better than that of the State as a whole in Aurangabad and Nagpur regions, the Amravati region falls short of the State average by just about 4 percentage points. As regards expenditure pattern, again Amravati region of eastern Maharashtra fell short of State level performance by about 5 percentage points with other two study regions performing slightly better. Among the regions, the Marathwada (Central) regions has performed better than both the eastern regions.

3.3 EMPLOYMENT ASSURANCE SCHEME (EAS) :

3.3.1 Alarming growth in population during 1970s and 1980s leading to an enormous increase in labour force and consequent un-employment called for greater effort to bring down un-employment to manageable levels. Sixth Five Year Plan explicitly called for urgent reduction in inequalities and unemployment levels. In pursuance of this objective, Employment Assurance Scheme (EAS) was launched on October 2, 1993 for implementation in 1778 identified backward Panchayat Sammittees across 257 districts in drought prone, tribal, desert and hill areas where Revamped Public Distribution System (RPDS) was in operation. By 1997-98 the scheme was extended to all 5448 rural Panchayat Sammittees in a phased manner. On April 1, 1999 EAS was restructured to make it a singular wage-employment scheme. While basic parameters remained same, 70% of the funds were directly allocated to the Panchayat Sammittees, balance of 30% were allocated to Zilla Parishads for utilisation in areas suffering from endemic labour exodus/distress. EAS funds are not to be used if demand for wage-employment can be fulfilled under other plans/schemes or non-plan works.

3.3.2 EAS is a Centrally sponsored scheme with 75:25 ratio as cost sharing basis between the Centre and the States. The primary objective of the EAS is the creation of additional wage employment opportunities during periods of acute shortage of employment opportunities. To sub-serve the primary objective of sustained employment generation for creation of durable social, economic and community assets, only labour intensive works are to be taken up under the scheme. EAS is open to all rural poor who are in need of wage-employment with precedence being given to SC's/ST's and persons below BPL. Payment of minimum wage rates and self-targeting nature of the scheme attracts BPL persons who come for unskilled jobs. EAS offers gainful employment for a maximum of 100 days of manual work during the lean agricultural season in the rural areas. In Maharashtra EAS is being implemented on the lines of EGS, across 298 blocks in 20 districts since December-1993. DRDA releases 30% of the

allocation to the Zilla Parishads and 70% to Panchayat Sammittees. Allocation of funds to districts are based on an index of backwardness worked out on the basis of the proportions of SC/ST population of the districts

3.3.3 There are some in built distinctive features in EAS that deserve a special mention. Firstly, 20% of the EAS funding is held back from States that fail to put in place elected bodies and empowered Panchayat Raj Institutions. Secondly, the works that do not qualify for EAS funding are listed. For example, construction of religious buildings, monuments, statues, big bridges, Govt and/or Panchayat buildings, higher secondary schools etc. do not qualify for EAS funding. Thirdly, Zilla Parishad/District Rural Development Agency are designated as implementing authority whereas State Level Co-ordination Committee (SLCC) is made responsible for overall supervision, guidance and monitoring of EAS.

TABLE NO. 3.2
REGIONWISE EAS PERFORMANCE IN MAHARASHTRA (1994-95 TO 1998-99).

Sr No	Region	Total Expenditure		Employment Generated	
		Expenditure In Crores Rs	Percent	Mandays In Lakhs	Percent
1	Aurangabad	89.52 (71.78)	15.80	219.48	15.37
2	Amravati	99.57 (53.02)	17.58	250.55	17.54
3	Nagpur	76.14 (71.38)	13.44	190.87	13.37
4	Rest of Maharashtra	301.18 (68.99)	53.17	766.75	53.72
5	Maharashtra	566.41 (66.19)	100.00	1427.65	100.00

NOTES : i) **BRACKETED FIGURES ARE PERCENTAGES TO TOTAL AVAILABLE FUNDS.**

ii) **1994-95-1998-99 REFERS COMBINED REFERENCE PERIOD.**

SOURCE : IRDP CELL, RURAL DEVELOPMENT DEPT., GOVT. OF MAHARASHTRA

3.3.4 Data presented in Table 3.2 show that there was a wide variation in availability as well as utilization of funds across the study regions. Among the regions in study area, Aurangabad (Marathwada) and Nagpur (Sub-region of Vidharbha) seem to have done equally well and some what better than the State as a whole in terms of utilization of available funds. However, Amravati, i.e. the other sub-region in eastern Maharashtra, failed to utilize as much as 47% of the its available funds during this period and thereby under performed by as many as 14.55 percentage points below the State average in terms of utilization of available funds. As compared to this, under utilization of available funds was around 28% in the other two study regions during the same period. Amravati region could have generated higher level of employment with better utilization of available funds. Employment generation among the study regions ranged from 1.9 crore mandays in Nagpur region to 2.5 crore mandays in Amravati region with Marathwada taking the middle position with 2.2 crore mandays of employment generation in the 5 year reference period. All in all, non-utilization of available funding seems to have adversely affected the attainment of higher employment levels in the study area and consequently in the State as a whole. Obviously, there appears to be a need to monitor fund utilization and performance on employment generation at all levels of implementation mechanism.

3.4 EMPLOYMENT GUARANTEE SCHEME (EGS) :

3.4.1 Employment Guarantee Scheme (EGS) is considered to be a unique poverty alleviation programme started by the Govt. of Maharashtra as early as 1972. In fact, Maharashtra is the first State to do so. In some ways, it can be said to be a precursor to many a rural development programmes that followed in later years. EGS being a Maharashtra Government sponsored scheme it is entirely funded by the State Government. The fundamental objective of the scheme is to provide gainful and productive employment to rural people and to people in area of 'C' class Municipal Councils, who are in need of work and are prepared to undertake unskilled manual work.

3.4.2 On the principle of 'Work on Demand', several EGS sub-schemes such as Horticulture Development Programme, Jawahar Wells Scheme, Tree Plantation on Barren Lands, Sericulture and Shramshaktiwar Gram Vikas are under implementation. Since the inception of the EGS until end of December 2000, 3.57 Lakh works of various types were taken up of which 3.39 Lakh works were completed. Among completed works, Soil Conservation and Land Development Works together account for 66 percent and irrigation works 13 percent of total works (Eco. Survey of Maharashtra 2000-2001).

3.4.3 Actual yearly expenditure incurred until 1993-94 under EGS was more than the financial provisions made for it. However, from 1994-95 onwards this trend was reversed leading to actual expenditure incurred being less than that of the financial provision. Though there were fluctuations in yearly expenditures under the scheme, by and large 9 to 10 crore mandays of employment was generated every year in Maharashtra.

TABLE NO. 3.3
REGIONWISE EGS PERFORMANCE IN MAHARASHTRA (1995-96 TO 1998-99).

Sr. No	Region	Total Expenditure		Employment Generated	
		Expenditure In Crores Rs.	Percent	Mandays In Lakhs	Percent
1	Aurangabad.	446.48	27.56	1216.49	32.97
2.	Amravati.	139.40	08.60	338.47	09.17
3	Nagpur.	215.91	13.33	534.11	14.48
4	Rest of Maharashtra	818.38	50.51	1600.88	45.38
5	Maharashtra	1620.16	100.00	3689.95	100.00

SOURCE : MONTHLY PROGRESS REPORTS OF EGS, EGS CELL ECO. & STAT. DIRECTORATE, GOVT. OF MAHARASHTRA.

Regional distribution of the expenditure incurred and employment generated under EGS during 4 years of the reference period is presented in Table 3.3. While the Central (Marathwada) region accounted for little over a quarter of total expenditure in the State, two eastern (Vidharbha) regions together shared nearly 22% of the total State expenditure under the EGS. Thus the study regions together availed almost one half (50%) of the expenditure incurred by the State on EGS works in accordance with their share in the State's rural population. As regards employment generation, regions in the study area have performed somewhat better by generating nearly 56.6% of the total employment generated in the State, as compared to 43.4% employment generation contributed by rest of the regions of Maharashtra at relatively higher cost. Assuming wage payments made being at the Govt. specified minimum wage rate across all regions under this scheme, performance of the study regions seems to be relatively better than that of the rest of the regions in the State.

TEBLE NO 3.4
REGIONWISE EXPENDITURE PATTERN AND EMPLOYMENT GENERATED UNDER
EGS BY TYPE OF WORKS, (1995-96 TO 1998-99)

1) Rs. In Crore
2) Mandays In Lakh

Sr No	Regions	Type Of Work											
		Irrigation		Roads		Agriculture		Forestry		Others		All works Total	
		Expenditure	Mandays	Expenditure	Mandays	Expenditure	Mandays	Expenditure	Mandays	Expenditure	Mandays	Expenditure	Mandays
1	Aurangabad	113.33 (49.3)	315 (49.4)	84.65 (34.1)	275 (39.6)	91.66 (38.5)	276 (35.5)	44.94 (31.4)	153 (31.4)	111.90 (14.8)	197 (18.1)	446.48 (27.6)	1216 (32.9)
2	Amravati	06.43 (02.8)	17 (02.7)	24.38 (09.8)	59 (08.5)	68.09 (28.6)	02 (0.3)	33.07 (22.4)	110 (22.5)	07.43 (1.0)	150 (13.6)	139.40 (13.3)	338 (14.5)
3	Nagpur	52.82 (23.0)	148 (23.2)	50.36 (20.3)	126 (18.1)	11.66 (04.9)	31 (04.0)	23.84 (16.1)	81 (16.6)	77.22 (10.2)	148 (13.6)	215.90 (13.3)	534 (14.5)
4	Rest of Maharashtra	57.37 (24.9)	158 (24.7)	89.05 (35.8)	235 (33.8)	66.52 (28.0)	469 (60.2)	46.06 (31.1)	144 (29.5)	559.38 (74.0)	596 (54.6)	818.38 (50.5)	1602 (43.9)
	Maharashtra	229.95 (100)	638 (100)	248.44 (100)	695 (100)	237.93 (100)	778 (100)	147.91 (100)	488 (100)	755.93 (100)	1011 (100)	1620.16 (100)	3690 (100)
	Total	(14.2)	(17.3)	(15.3)	(18.8)	(14.7)	(21.1)	(09.1)	(13.2)	(46.7)	(29.6)	(100)	(100)

SOURCE : MONTHLY PROGRESS REPORTS OF EGS, EGS CELL, DIRECTORATE OF ECO. & STAT., GOVT OF MAHARASHTRA.

3.4.4 Statistics presented in Table 3.4 on expenditure pattern on different types of works under the EGS reveals varying priorities accorded at the State as well regional levels. At the State level nearly 47% of the expenditure under EGS was incurred on activities like horticulture (fruits/vegetables) development, tree plantation etc. grouped under other works during the reference period. Next highest proportion of expenditure (15.33%) at the State level seems to have been spent on roads closely followed by irrigation and other agricultural works with forestry getting least priority. Among the study regions, the Central (Marathwada) regions seems to have given priority to creation of irrigation infrastructure which is followed by horticultural development, agriculture (mainly soil conservation) related works and roads in that order. As regards two eastern (Vidharbha) regions, Nagpur regions priority spending was on horticultural development followed by irrigation and road related work with least priority being assigned to other agriculture related works. Interestingly Amravati region of Vidharbha depicts entirely different prioritisation with respect to infrastructure related works as evidenced by highest spending being on agriculture related works followed by forestry and roads in that order. Irrigation works and horticultural development in contrast to other regions got least priority in Amravati region of eastern Maharashtra. Other regions of Maharashtra which do not form part of the study area, together reveal the pattern that is evident at the State level. Employment generated across various types of works during the reference period in the regions of study area as well as at the State level more or less depicts the same pattern that was evident in expenditure pattern since employment generation is directly related (dependent) to the level of expenditure incurred on infrastructure works

TABLE 3.5**TOTAL EXPENDITURE AND EMPLOYMENT GENERATION UNDER EGS DURING
1972-73 TO 1997-98****(INCLUDES SUB-SCHEMES)**

Sr. No	Name of The Statutory Development Board	Total Expenses 1972-73 to 1977-98		Employment generated (Mandays)	
		Total Exp. (Rs Lakh)	% With Total Expenditure	Mandays Generated Crore	Percentage
1.	Marathwada Statutory Development Board.	134400.81	25.4	84.97	27.52
2.	Vidharbha Statutory Development Board.	119924.90	22.7	75.73	24.52
3.	Rest of Maharashtra	204793.88	38.7	147.28	47.09
4.	Establishment Expenses Etc.	3610.07	0.7	--	--
5.	Districtwise Distribution (N.A.)	66322.47	12.5	0.83	0.27
Total Maharashtra :		529052.13	100	308.81	100

***SOURCE : REPORT OF THE INDICATORS AND BACKLOG COMMITTEE, VOL-II ON THE
STATUS ON
DEVELOPMENT OF SOME SECTIONS IN THE STATE MAHARASHTRA-2000.***

3.4.5 Regional distribution of expenditure incurred and employment generated since introduction of the scheme is presented in Table 3.5. Statistics presented in Table 3.5 show that over one forth of the total expenditure was incurred over a 15 year period of the schemes operation in Aurangabad (Central) region through Marathwada Statutory Development Board. The two eastern regions of the study area accounted for relatively less (22.7%) expenditure under the scheme during the same period. In tandem with expenditure patterns the study regions together generated over 52% of the employment generated in the State during the same period.

TABLE 3.6**WORKS COMPLETED UNDER EMPLOYMENT GUARANTEE SCHEME FROM 1972-73
TO 1997-98.**

Sr No	Name of the Statutory Development Board.	Number By Type Of Works						
		Irrigation	Roads	Soil Conservation	Land Development	Forests	Other	Total
1	Vidharbha Statutory Development Board	14184 (17 86)	8846 (11 14)	39678 (48 75)	1952 (02 46)	11417 (14 37)	3353 (04 22)	79430 (100 00)
2	Marathwada Statutory Development Board	5053 (05 17)	5294 (05 43)	71640 (73 35)	13040 (13 35)	2146 (02.20)	4919 (0 50)	97664 (100 00)
3	Rest of Maharashtra Statutory Development Board	23950 (15 15)	15316 (09 88)	84822 (54 73)	10834 (06 99)	11203 (07 23)	8871 (05 72)	154986 (100 00)
Total Maharashtra		43187 (13 00)	29456 (08 87)	196140 (59 06)	25826 (07 78)	24766 (07 76)	12715 (03 83)	332080 (100 00)

SOURCE : REPORT OF THE INDICATORS AND BACKLOG COMMITTEE VOL-II. ON THE STATUS ON DEVELOPMENT OF SOME SECTIONS IN THE STATE OF MAHARASHTRA - 2000.

3 4 6 It is evident from Table no 3 6 that the State has created productive assets comprising nearly 3 32 lakh works of which nearly 47% works were completed in rest (non-study area) of Maharashtra As regards the regions in study area, Marathwada (Central) region created nearly 29 4% of the work followed by the two eastern (Vidharbha) regions with 23 9% of the combined total works and infrastructure created in the State during 15 years since EGS became operational As regards the nature of works, maximum works in all the regions were taken up with regard to soil conservation operations followed by land development works in Marathwada region while irrigation works were accorded priority in the two regions of Vidharbha Roads were accorded third priority in Marathwada whereas, Vidharbha preferred afforestation Lack of emphasis on irrigation works in backward Marathwada region prior to reference period, perhaps has not been in the best interest of this region In recent years however, irrigation works seemingly received precedence in EGS over other works as is evident from Table 3 4

3.5 INTEGRATED RURAL DEVELOPMENT PROGRAMME (IRDP) :

3.5.1 India's Finance Minister in his Budget speech of 1976 for the first time put forth the concept of Integrated Programme for Rural Development based on the knowledge (understanding) of local needs, resource endowments and potentialities. To begin with the programme was started in few selected districts of the country. It was reviewed in 1978-79 to integrate the methodology and approach of three major ongoing special programmes namely Small Farmers Development Agency (SFDA), Drought Prone Areas Programme (DPAP) and Command Area Development (CAD). Principal ingredients of these three programmes were integrated into a new programme called Integrated Rural Development Programme (IRDP) and was taken up in 2300 Blocks of the country in 1978-79. Initially the programme was a central sector scheme with centpercent funding provided by the Central Government. During 1979-80 this programme became centrally sponsored scheme with 50:50 funding being shared by the Centre and States. In Union Territories, however, 100% funding was provided by the Central Government. Since 2nd October, 1980, IRDP was extended to all the blocks in the country.

3.5.2 IRDP is a beneficiary oriented programme, which aims at providing income generating (productive) assets and self-employment opportunities for the rural poor. Assistance under the programme is given to a target group of rural poor belonging to BPL families in the form of subsidy by the Central Government and term credit by financial institutions. The assets provided under the programme could be from primary, secondary & tertiary sectors. As per revised norms w.e.f. 1997-98 families with an income of Rs. 18000/- per annum are considered below poverty line (BPL). The target group consists of families of small and marginal farmers, agricultural labourers, rural artisans etc., whose per capita monthly expenditure does not exceed the poverty line (ranging between Rs. 216.65 and 327.48 for different States) as estimated by the Planning Commission. Within the target groups, special safeguards are provided via reservation of minimum 50% coverage for SC's/ST's, 40% for women and 3% for physically handicapped persons. The minimum percentage of 50% applies in macro terms at the district as well State level. The targets at Block Level are subject to SC's/ST's population being under 50% then minimum 50% reservation applies whereas if it rises to 50% or more the assisted families proportions increase to equal its proportion in the block.

3.5.3 For filling critical gaps or absence in infrastructure requirements, 20% of the total allocation is set apart as infrastructure fund to be used for infrastructure creation wherever required. For this purpose the governing body of DRDA is empowered to sanction projects upto Rs. 10 Lakhs. Project of higher value have to go for sanction at higher level.

3.5.4 The pattern of subsidy laid down comprises 25% for small farmers, 33 1/3% for marginal farmers, agricultural labourers rural artisans and 50% for SC's/ST beneficiaries and physically handicapped persons. DRDA/Zilla Parishad is the implementing agency for this programme. At the grass root level the programme is implemented by Block Development Officer (BDO) and other block staff with assistance of village level functionaries. IRDP is monitored from the Central level down to grass root level. At the State level a State Level Co-ordination Committee (SLCC) monitors the programme. A high level co-ordinations committee on credit support to IRDP functions at central level which reviews all aspects of the credit linkage. The progress under IRDP is monitored on a monthly, quarterly, half-yearly and annual basis through reports and returns submitted by DRDA/States. Insurance cover is also available for livestock assets given under the programme which is provided by the General Insurance Corporation on certain terms and conditions.

3.5.5 During the Eighth Plan period there has been a shift of emphasis from mere coverage of families to qualitative aspects of the programme through enhancement of the average level of per family investment. Credit targets of these interventions for example, the average level of investment per family went up from Rs. 7889 at the beginning of the Eighth Plan (1992-93) to Rs. 14950 in 1996-97 i.e. end of the 8th Plan which further rose to Rs. 16753 in 1997-98 and Rs. 17771 by November 1998 i.e. during 2nd year of the Ninth Plan. During 5 years of reference period over 87 lakh families were assisted all over India under this programme at a total credit plus subsidy investment of the order of 11963.95 crore rupees. Although figures for the two 9th plan years are provisional, broad magnitude of the progress and performance at all India level during recent past can be gauged from these figures put out by the Ministry of Rural Areas and Employment of the Govt. of India in its 1998-99 Annual Report. 3.5.6 As regards distribution of the rural workforce, small and marginal farmers and BPL families in rural Maharashtra, sections 2.6 to 2.10 in Chapter-2 discuss at length conditions obtaining in the study area as well as at the State level. Financial performance across regions in the study area under IRDP can be gauged from the data presented in Table 3.7.

TABLE 3.7
REGIONWISE IRDP PERFORMANCE IN MAHARASHTRA (1994-95 TO 1998-99).

Sr No	Region	Total Expenditure		Expenditure On Infrastructure	
		Expenditure In Lakh Rs	Percent	Expenditure In Lakh Rs	Percent
1	Aurangabad	9897 87	21 28	1366 50 (13 81)	20 80
2	Amravati	6748 79	14 51	947 12 (14 03)	14 48
3	Nagpur	6649 27	14 29	824 14 (12 39)	12 60
4	Rest of Maharashtra	23222 33	49 92	3402 70 (14 65)	52 03
5	Maharashtra	46518 69	100 00	6540 46 (14 06)	100 00

NOTES : BRACKETED FIGURES ARE PERCENTAGES TO TOTAL EXPENDITURE OF THE REGION.

3 5 7 Perusal of the data presented in Table no 2 9 and Table no 3 7 show that proportion of expenditure incurred under IRDP across the regions in the study area was in line with each regions respective shares in the total rural population of the State. However, data presented in Table 2 10 reveals that nearly 43% to 46% of the rural population in Nagpur and Aurangabad regions and as much 58% of the rural population in Amravati form part of the BPL families. Similarly, among cultivating families, nearly 57% to 66% families belong to small and marginal farm families who form part of the BPL sections in respective areas. With such high proportions of BPL families, allocation of funds under IRDP appears to be much below the requirement of funds, so as to cover maximum number of BPL families in ongoing programmes. In the event of raised funding becoming a reality a higher proportion of BPL families could perhaps be covered under this programme. Since the focus of this study is confined to the 20% infrastructure fund utilisation further discussion on beneficiary related coverage is not possible due to constraints space.

3 5 8 As regards expenditure incurred on infrastructure development under this programmes, it is seen that, even though 20% funds of the total allocation were earmarked to this programme, hardly overall 14% funds were utilised for this purpose. Among the study regions Amravati Region performed better in terms of expenditure whereas the Nagpur and Aurangabad regions have underformed. The expenditure level of rest of Maharashtra was the highest during the reference period under this programme.

3.5.9 Foregoing discussions in sections 3.2 to 3.5 clearly bring out the scope, scale and performance levels achieved so far in the implementation of the four poverty alleviation programmes viz. JRY, EAS, IRDP 20% and EGS in the study regions and the State as a whole in Maharashtra.

CHAPTER - 4.

APPROACH, SCOPE AND METHODOLOGY.

4.1 INTRODUCTORY REMARKS :

4.1.1 On attaining freedom India opted for the centralized development planning model with five yearly planning framework. Until early sixties Five Year Plans, specially the Second and Third Plans, paid special attention to the then critically deficient aspects of the national economy and accorded priority to development of production technology in the industrial and agricultural sectors. However, negative fallout of the over emphasis on sectorial growth process was evident by the beginning of the Fourth Five Year Plan in the form of urban/rural development gaps and growing inequalities/social tensions. These developments led to rethinking on development strategy resulting in emphasis shifting to alleviation of poverty and infrastructure/productive assets creation, specially the rural poverty and rural infrastructure. Discussions in chapters two and three clearly bring out national concern for poverty alleviation and human resource development issues. The genesis of major poverty alleviation programmes/schemes targeted to benefit the rural poor belonging to socio-economically weaker sections lies in the implicit ethical and socio-economic foundations of the development philosophy in-built in to the planning process.

4.2 APPROACH AND SCOPE/COVERAGE :

4.2.1 The approach and scope of the study is dictated by the objectives/goals of the schemes/programmes under scrutiny on one hand and the study area on the other. While the geographical coverage of the study is confined to the Central (Marathwada) and Eastern (Vidharbha) regions of Maharashtra as is evident from the study title itself. Contentwise its scope is limited to impact assessment of the four major programmes/schemes discussed in Chapter-3. Therefore the approach in this study involves generation of database from three independent sources of information namely sample survey of beneficiaries, village panchayats and direct observations of the investigators. All the three independent information sources are expected to lead to an authentic primary dataset. Generation of reliable database is an important consideration in this study. The primary database is also supplemented by database emerging from the secondary sources such as published and/or unpublished data from records of the implementing agencies, State/Central Government sources and other relevant published/memoographed studies/works.

4.2.2. Analytical approach and its presentation in the report also springs from the title of the study proposal. Since one central and two eastern regions of Maharashtra are subjected to impact assessment of the four major poverty alleviation programmes, results emerging from the tabular analysis of the primary dataset are presented separately for the three regions and the study area as one entity. For the aforesaid reason as well as for readers convenience, tabular analysis in the report as well as in annexures are presented keeping study regions as control variable all through the report. Further comparisons emerging from the survey (primary) data and the secondary data/statistics for the State as a whole presented in the preceding chapter are also discussed whenever appropriate.

4.3 THE SAMPLE SURVEY :

4.3.1 As suggested by the sponsors, the study area comprises central and eastern Maharashtra. While Central Maharashtra comprises 7 districts that form part of Aurangabad division, eastern Maharashtra is divided into two divisions (regions) namely Amravati division with 4 districts and Nagpur division with 5 districts. The sample survey was organised in these 3 divisions covering a little over one half of the districts in the State. A four stage sampling framework was adopted for selection of the first, second, third and fourth stage sample units. It was decided *a priori* to select two districts per region (division) as first stage sample units and two Community Development Blocks (C.D. blocks) per district i.e. 4 per region as second stage units in accordance with the study proposal. On suggestion of the Planning Commission/Rural Development Ministry, non-adjacent districts and within districts non-adjacent C.D. blocks were selected on random basis, subject to non-selection of a adjacent district/C.D. block.

4.3.2 As regards selection of village panchayats i.e. villages within C.D. blocks, on time and cost considerations, selection of five village panchayats was considered adequate as third stage sample units. For selection of village panchayats a complete list of village panchayats was obtained from selected C.D. Blocks. Total number of Panchayats divided by 5 as denominator provided the interval which was used for systematic (circular) sampling with a random start. In this fashion village panchayats as third stage sample units were selected. Table 4.1 presents region-wise distribution of sample units.

TABLE NO. 4.1**DISTRIBUTION OF SAMPLE UNITS AND BENEFICIARIES BY REGIONS.****(NUMBERS)**

Sr. No	Name of The Region	Name Of The District	No. of Block	No. of V.P.	No. of Beneficiaries		
					Beneficiaries	Labour	Total
1.	Aurangabad.	Aurangabad.	02	10	104	96	200
		Nanded.	02	10	117	83	200
Total Aurangabad Region :			04	20	221	179	400
2.	Amravati.	Buldhana .	02	10	103	97	200
		Yavatmal.	02	10	102	88	190
Total Amravati Region :			04	20	205	185	390
3.	Nagpur.	Bhandara.	02	10	104	97	201
		Wardha.	02	10	106	94	200
Total Nagpur Region :			04	20	210	191	401
Total Study Area :			12	60	636	555	1191

4.3.3 As fourth and final stage of sample units, beneficiaries covered in the four programmes under study were selected adopting systematic sampling with random start procedure using labour muster rolls of GPs as basis for selection of labour beneficiaries subject to their availability at the time of the survey. On an average 20 beneficiaries per village panchayat were considered enough for primary data collection at the final stage of sample selection. Since provision of gainful employment and creation of productive assets/infrastructure are the twin principal components of the four programmes under assessment, 50% of the sample beneficiaries were selected from each of the two activities i.e. employment generation and assets creation. Adherence to these procedures hopefully ensures generation of representative primary database.

4.4 PRIMARY DATA COLLECTION :

4.4.1 Five years from 1994-95 to 1998-99 form the reference period for the purposes of this study. Since sample units are selected at four levels, data/information collection is done at each of the four levels. Keeping this in view four types of structured formats/schedules were designed to gather necessary information. At district and C.D. block levels, most of the data/information collected involved collection of official statistics for the reference years on physical and financial allocations (targets) and achievements. Apart from this personal experiences and observations of the district/block personnel involved in the implementation/monitoring process were sought and recorded by senior investigators. While the formats administered at district/C.D. block levels were by and large open ended except for statistical data collection, the schedules/questionnaires administered at the village panchayat and beneficiary levels

were mostly tightly structured seeking specific information in given format ammenable to computerization at tabulation stage. Requisite information was collected by trained investigators at all stages of data collection by personal interview method. All primary data sets were subjected to tabular analysis involving simple and easy to understand statistical measures like arithmetic mean (averages), percentages etc., as per the objectives of the study. The study neither calls for estimation of parameters nor calls for use of intricate statistical tools to fulfill the stated objectives. Result emerging from the survey data are presented in the chapter that follows.

CHAPTER - 5.

IMPACT ASSESSMENT OF INFRASTRUCTURE CREATED

(RESULTS EMERGING FROM THE FIELD SURVEY).

5.1 OPENING REMARKS :

5.1.1 India put in place credible foundations for the growth of her industrial sector and generation of a pool of technological/scientific human resource in the early era of planned development. However, the beginning of 1970's brought about a change in the approach to planning due to negative fallout of the rural/urban development imbalance on one hand and alarming rise in the number of poor/un-employed persons on the other hand. As a result development strategy was refashioned to address needs of the rural populace. Following such changes several special poverty alleviation programmes were unveiled by the Central Government as well as by the Maharashtra Government. Principal objectives of such programmes were to benefit rural poor, socio-economically disadvantaged classes and backward areas through provision of gainful employment to the needy, creation of productive assets/infrastructure and development of skills in rural areas.

5.1.2 Monitoring and evaluation being an integral part of the planning process, impact assessment studies play an important role by providing feedback for assessment of the appropriateness of any programme and/or its implementation strategy. This study makes an earnest attempt to assess the impact of the infrastructure created during the operation of four specific schemes in the Central and Eastern regions of Maharashtra during the reference period. The sections that follow present results flowing from the primary database thrown up by the field survey. For the convenience of the readers, uniform format of tabular analysis has been adopted for presentation of results in the report. Results emerging from the survey data on village (Gram) Panchayats precede the results flowing from the survey of beneficiaries.

5.2 SURVEY OF VILLAGE (GRAM) PANCHAYATS :

5.2.1 The 73rd Constitutional Amendment bestowed on Village Panchayats administrative and financial empowerment. This Constitutional provision leading to devolution of powers to the 5th (Final) and smallest body of elected representatives of the five tiered democratic structure viz. Parliament, State

Legislature, Zilla Parishads, Panchayat Sammittees and finally Gram Panchayats, enables Gram Panchayats to undertake development works in accordance with the perceived needs, priorities and aspirations of rural folk. This section examines the factors that impact administrative/financial performance levels of the Gram Panchayats in the study area as a starting point. 5.2.2 With devolution of powers, Gram Panchayats are also charged with the responsibility of taking up developmental works under various programmes/schemes for which Central/State funding is put at the disposal of the Gram Panchayats. The size and structural setup of village level elected bodies assumes importance in this context. The number and composition of the elected representatives participating in the functioning of Gram Panchayats is contingent on village level total population and its social class composition. Villages with under 500 population counts become part of Group Gram Panchayats while those above 500 population count get elected to bodies with a minimum of 7 members to a maximum of 17 members in accordance with prescribed population slabs. Thus populationwise bigger villages get large sized Gram Panchayat membership along side diverse composition. Since Gram Panchayats are responsible for efficient management of funds and physical works under each programme, its size and composition of members assumes importance. Table 5.1 presents region-wise distribution of Gram Panchayats by the size (number) of elected members in the study area.

TABLE NO. 5.1

REGIONWISE DISTRIBUTION OF GRAM PANCHAYATS BY THE SIZE OF ELECTED BODY

(PERCENT)

Sr. No.	Region	07 Members Body	09 Members Body	11 Members Body	13 Members Body	17 Members Body	All
1.	Aurangabad	40.00 (38.10)	45.00 (31.03)	10.00 (33.33)	--	05.00 (50.00)	100.00 (33.33)
2.	Amravati.	30.00 (28.57)	55.00 (37.94)	05.00 (16.67)	05.00 (50.00)	--	100.00 (33.34)
3.	Nagpur.	35.00 (33.33)	45.00 (31.03)	15.00 (50.00)	05.00 (50.00)	--	100.00 (33.33)
Total :		35.00 (100)	48.34 (100)	10.00 (100)	03.33 (100)	03.33 (100)	100.00 (100)

Data presented in Table 5.1 show that over 80% of the Gram Panchayats in the study area function with 7 to 9 membership size with just about 5 to 15 percent village panchayats having 11 member bodies. While just about 5% of VPs in the Central region (Aurangabad) and a similar proportion of VPs in

Nagpur region comprise of 13 member VPs, Amravati region 5% of the VPs seem to be functional with 13 and 17 member elected bodies respectively. A good spread of village panchayats in terms of size of VP membership thus points to inclusion of small as well as big villages in the field survey.

5.2.3 Participation of elected representatives of different social groups in the Gram Panchayat points to the involvement of all sections of the village population in the development process. Table 5.2 presents composition of GP members by social groups.

TABLE 5.2

REGIONWISE COMPOSITION OF GRAM PANCHAYATS BY SOCIAL CLASSES.

(PERCENT)

Sr. No	Region	SC		ST		OBC	
		Male	Female	Male	Female	Male	Female
1.	Aurangabad	16.22	15.25	06.31	10.17	31.53	37.29
2.	Amravati.	14.41	14.06	19.49	26.56	30.51	26.56
3.	Nagpur.	31.37	13.79	15.38	15.52	53.85	63.79
Total :		17.34	14.36	13.87	17.68	68.73	41.99

Sr. No	Region	General		Gender		All Classes
		Male	Female	Male	Female	
1.	Aurangabad	45.94	37.29	100 (65.29)	100 (34.70)	-- (100)
2.	Amravati	35.59	32.81	100 (64.84)	100 (35.16)	-- (100)
3.	Nagpur.	09.40	06.90	100 (66.80)	100 (33.14)	-- (100)
Total :		30.06	25.97	100 (65.65)	100 (34.35)	-- (100)

NOTE : BRACKETED FIGURES ARE PERCENTAGES TO ALL CLASSES TOTAL.

Statistics presented in Table 5.2 reveals involvement of all social classes and gender groups in the decision making process at the Gram Panchayat levels. Proportions of every group across all Gram Panchayats are governed by two fold criterion of (i) Population slabs based numerical size of the Village Panchayats (ii) Share of each social/gender groups in the total village population. Elected representatives of all social/gender groups are expected to be active participants in the affairs of the Gram Panchayats to ensure people oriented effective functioning of the elected bodies.

5.2.4 Involvement of experienced elders and energetic youngsters as elected members in the composition of Gram Panchayats also points to the degree of a blend of youth and experience in Gram Panchayat led development programmes. Table 5.3 presents emerging statistics in this regard.

TABLE NO. 5.3

REGIONWISE COMPOSITION OF GRAM PANCHAYATS BY AGE/GENDER GROUPS.

Sr. No.	Region	Upto 25 Yrs.		26 to 50 Yrs.		Over 50 Yrs.		Gender		Total
		Male	Female	Male	Female	Male	Female	Male	Female	
1.	Aurangabad.	04.51	—	81.08	81.36	14.41	18.64	100 (65.29)	100 (34.71)	— (100)
2.	Amravati.	11.02	06.25	78.81	89.06	10.17	04.69	100 (64.84)	100 (35.16)	— (100)
3.	Nagpur.	03.42	06.90	88.03	87.93	08.55	05.17	100 (66.86)	100 (33.14)	— (100)
Total :		06.36	04.42	82.66	86.19	10.98	09.39	100 (65.65)	100 (34.35)	— (100)

Across all regions in the study area, Table 5.3 clearly shows that adult males and females of 25 to 50 age group dominate membership pattern of Gram Panchayats. This seems to be so for obvious reasons. Firstly, persons in this age group are invariably the main earners of their families. Secondly, and more importantly, besides being physically strong such persons are also energetic, active and experienced enough to take up socio-political activity. Persons from over 50 age group on the other hand seem to have small presence as GP members despite being socially respected and sought out for advise on important issues specially in rural Indian ethos. Perhaps this is indicative of growing aspirations of middle age people. Near absence of very young (under 25 years age) persons in membership pattern of GPs is not surprising since youngsters in this age group are, in political parlance, immature and unsuitable for elective posts/positions.

5.2.5 Tables 5.2 and 5.3 together show that Gram Panchayats in the study area regions are the strongholds of socio-economically disadvantaged groups with lions share being taken up by persons belonging to other backward classes (OBCs). Respectable presence of general category (upper castes) in GP membership pattern can also be discerned. As regards female participation, women from OBC and general categories depict noteworthy presence as GP members as compared to women from the

SC/ST categories. Impact of GP membership patterns on the performance levels of Gram Panchayats in the study area will be evident from the profiles of works taken up during the reference period.

5.2.6 Apart from elected members of Gram Panchayats, the Gram Sevak (VLW) is the Ex-officio Secretary of Village Panchayats. He happens to be the second most important functionary after the Chairman (Sarpanch) of GPs. Success or failure of Gram Panchayats with respect to utilisation of available funds and timely completion of development works is directly dependent on Gram Sevak's efficiency, alertness and above all interest in functioning/development activities of Gram Panchayats. Some features of Gram-Sevaks workload, work habits as well as commitment to assigned works become apparent from the responses emerging from the field survey of Gram Panchayat functionaries presented in Table 5.4.

TABLE NO. 5.4

GRAM SEVAK WORKING/RECORD KEEPING PATTERN IN SAMPLE VILLAGES.

(% G.P. Villages)

Sr. No.	Region	Gram Sevak Performance							
		Not Available	GPs Assigned			JRY Awareness		Muster Roll	
			1	2	3 or More	Wage Rate Not Aware	Works Display	Proper Maint. Keeping	Available On Visit Day
1.	Aurangabad.	85	15	30	55	60	95	90	75
2.	Amravati.	95	05	30	65	75	95	90	90
3.	Nagpur.	90	10	25	65	50	95	100	95
Total :		90	10	28	62	62	95	93	87

5.2.7 Responses of Gram Panchayat functionaries available at the time of survey, presented in Table 5.4 clearly reveal that in 85 to 95 percent of villages Gram Sevak was not available on regular basis i.e. on specified/expected days either to villagers or to GP members. Gram Sevak explains his inability to be available often or on specified days in terms of the number of villages assigned to him for official duties. In over 60% of the sample villages Gram Sevak's are assigned duties in 3 or more villages while in under 40% of villages they are assigned just about one or two villages which can be managed better. While there is a strong case for restricting VLW's functional activities to one or two close by villages, Gram Sevak's lack of interest, sense of responsibility and commitment also becomes evident. While workload spread over several villages restricts Gram Sevak's ability to be available at assigned villages regularly, why does he have to be unaware of wage rates paid under say JRY works or non-display of

JRY works taken up by the GP on black board at Panchayat premises. Gram Sevak's satisfactory performance seems to be confined to only maintenance of proper Musterrolls on works and its non-availability linked to non-availability of Gram Sevaks in assigned villages leads to information gaps between him and the people to be served as well as negatively impacts the quality of developmental works under ongoing programmes. He seems to concentrate on keeping proper records so that bosses and State/Central Govt. receive feedback on demand and surprise checks do not go wholly against his interests. There is a need to introduce stringent functional/financial accountability norms for VLW's as well as elected GP members.

5.2.8 Gram Panchayats (GPs) are expected to follow laid down procedures so as to ensure efficient as well as transparent functioning. For this purpose Gram Panchayats are advised to maintain upto date records, information manuals/leaflets etc. for all schemes and properly display/make available required information regarding ongoing programmes. This enables villagers to seek and get desired information at the village itself. In the case of JRY programmes, Gram Panchayats are mandated to open a separate JRY bank account for direct transfer of Central funds. Alongside operating a separate JRY S.B. A/c., GPS are strongly advised to stick to laid down procedures like ascertaining needs of villagers, setting up priorities according to the needs of the people and preparation of action plans for taking up development works. Approval of the Gram Sabha of the Action Plans and the budgeted expenses being mandatory, GPs are required to call Gram Sabha meeting after giving proper notice to villagers informing the date, time venue and agenda of the meeting. A list of all approved ongoing works is to be displayed on black boards/wall poster in the GP premises to provide easy access to information for those who seek it. The performance of Gram Panchayats in this regard can be ascertained from the statistics presented in Table 5.5.

TABLE NO. 5.5
PLANNING PROCESS ADOPTED BY GRAM PANCHAYATS.

(% Villages)

Sr. No.	Region	JRY Programme		Action Plan of G.P.			Gram Sabha Meetings	
		Separate S.B. A/C. Opened	Manual Available At G.P.	Actively Prepared	Priorities Set Out	Action Plan Kept At G.P.	Periodically Held	Action Plan Approved
1.	Aurangabad.	100	10.00	30.00	30.00	05.00	45.00	25.00
2.	Amravati.	100	10.00	50.00	50.00	25.00	70.00	50.00
3.	Nagpur.	100	--	--	--	--	20.00	--
Total :		100	06.67	26.67	26.67	10.00	45.00	25.00

5.2.9 Since a separate S.B. A/c. of Gram Panchayat for JRY funding it is a must, all GPs of sample villages reported having a JRY S.B. A/c. However, with regard to other items featuring in Table 5.5, poor performance of GPs in sample villages becomes abundantly clear. Gram Panchayats in sample villages of Nagpur region depict absolute disregard to the laid down JRY procedure. Absence of JRY manual and failure to display list of ongoing works (Table 5.4) at G.P. premises seems to be a common trait of nearly all GPs except 5 to 10 percent of them in the sample villages of Aurangabad and Amravati regions. Difficulty in having access to seek information about the ongoing works and/or laid down procedures etc. leads to waning of interest in GP affairs and its functioning. As a result Gram Sabha is forced to accept whatever GP Sarpanch/Secretary inform the Sabha to secure smooth and quick (without discussion) approvals of the Gram Sabha. This results in to gradual loss of interest and concern in G.P. affairs or its functioning culminating into the decline in the rate of participation at Gram Sabha meetings. Results emerging from the data presented in Tables 5.4 and 5.5 with respect to Gram Sevak and Gram Panchayats functional patterns clearly brings out denial of access to information, lack of transparency etc. which appears to be the normal practice in sample villages although it may also be the case in most of the villages in all areas across the State and with respect to all programmes. Data shows that only 30 to 50 percent of GPs in sample villages of Aurangabad and Amravati regions seem to follow the laid down JRY guidelines while the rest do not do so. Surprisingly and perhaps shocking that none of the GPs in sample villages of Nagpur region reported affirmative actions on issues under scrutiny.

5.2.10 It is also noteworthy that Gram Sabha approval of action plans despite being mandatory, Gram Sabhas are sparingly held in most of the villages. Further, action plan approvals of Gram Sabhas are seemingly sought in fewer villages. This is evident from 45 and 70 percent of sampled villages in Aurangabad and Amravati regions respectively reporting holding of Gram Sabhas though just about 25 and 50 percent of them having been approached for approval of action plans. Obviously rest of the sample village GPs neither made any action plans nor had occasion to call Gram Sabha for approval as was the case in all sample villages of the Nagpur region. Common refrain in rural Maharashtra is that GPs in power often hold Gram Sabha meetings only on paper by appending quorum related number of fake signatures/thumb impressions to the G.P. records. All in all official secrecy which hitherto was often noticed at higher echelons of politico-bureaucratic/democratic power centres, seems to have descended at village levels where it is mandated to be wholly transparent functioning. It needs to be **UNDER SCORED** here that interpretations put forth in these sections are at best serious apprehensions of the survey team and analysts of the primary database since statistically these cannot be treated as

definitive conclusions as sample base is too small to yield parameter values (estimates) applicable to the regions covered in the study area.

Nevertheless, frequency with which such opinions are expressed by one and all at various levels of Panchayat Raj Institutions during casual/serious interactions, strongly points to the authenticity and applicability of the aforesaid trends emerging from small sample based data set to ground realities not only in the study area but perhaps all over the State. Is it also a pointer to the goal of putting in place a people friendly and transparent village level Panchayati Raj Institutional structure via the landmark 73rd Constitutional Amendment remaining a pipe dream ?

5.2.11 Financial and physical performance of Gram Panchayats acquires importance because JRY is the major and direct source of central funds to GPs for provision of gainful employment to needy in rural areas. An attempt is made in this section to present performance of GPs in terms of utilisation of available JRY funds and generation of employment in the study area. Table 5.6 presents statistics in this regard.

TABLE NO. 5.6
REGIONWISE PERFORMANCE OF GRAM PANCHAYATS UNDER JRY
(1994-95 TO 1998-99).

Sr. No.	Region	Total Expenditure		Wage Component		Employment Generated	
		Exp. In Lakh Rs. *	Percent	Exop. In Lakh Rs. **	Percent	Mandays	Percent
1.	Aurangabad.	57.51 (76.19)	24.48	16.67 (28.12)	24.95	33824	23.98
2.	Amravati	77.91 (65.08)	33.16	23.42 (30.06)	36.14	53241	37.74
3.	Nagpur.	99.50 (72.25)	42.36	25.22 (25.35)	38.91	53999	38.28
Total :		234.92 (70.57)	100.00	64.81 (27.59)	100.00	141064	100.00

* *Bracketed figures are percentages to total available funds.*

** *Bracketed figures are percentages to total expenditure of respective regions.*

5.2.12 Table 5.6 shows that during the reference period nearly 235 Lakh rupees were spent in sample villages utilising a little over 70 percent of available funds to generate 1.41 Lakh mandays of employment over the 5 year reference period. In other words, @ 240 mandays per annum (full employment) nearly 117 needy persons have found sustained full employment every year during the reference period.

Figure No. 3

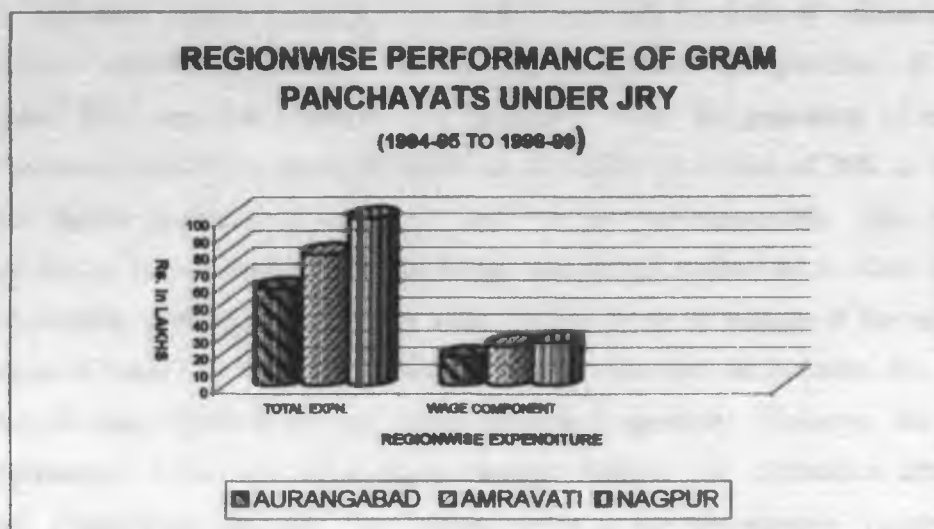
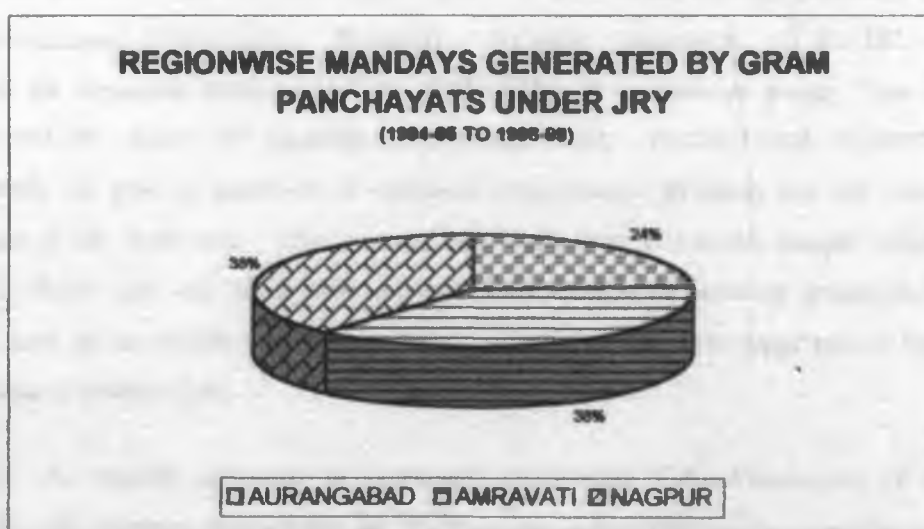


Figure No. 4



Alternatively as many as 282 persons may have found additional average gainful employment of 100 days per annum in the lean agricultural (rainy) season during the same period. It would be worthwhile to remember that the scale of employment under JRY presented above pertains to just about 60 sample villages spread across one central and two eastern regions of Maharashtra.

The other features emerging from Table 5.6 include the scale of utilisation of available funds and the extent of expenditure incurred on the wage component for provision of gainful employment to rural poor. Data show that available JRY funds were used for generation of employment between the lower proportion of 65% in Amravati region and the higher proportion of 76% in Aurangabad region. The absolute figures presented in Tables 3.1 and 5.6 are non-comparable. This needs to be remembered because data in Table 3.1 pertains to the eastern and central regions as a whole as well as to the State of Maharashtra, whereas data emerging from the survey of 60 villages of the eastern and central regions forms part of Table 5.6. Thus geographical coverages between the two data sets are vastly different and therefore absolute figures in the two tables are non-comparable. However, the trends on utilisations of funds presented in the two tables depict similar patterns of expenditure although the extent of shares in total expenditures between the regions varies in the two datasets mainly due to higher fund availability in sample villages of the two eastern regions vis-a-vis the sample villages of the central region. This is due to random selection of a larger proportion of sample villages of eastern regions being from higher population slabs as compared to the sample villages of the central region.

5.2.13 It is noteworthy that despite JRY principally being a employment oriented programme, just about 25 to 30 percent of the total expenditure seems to be incurred on wage payments with the rest being spent on procurement of materials. Evidently, the wage component of the JRY expenditure pattern drops below the stipulated norm of 40% by nearly 10 to 15 percentage points. This means employment levels generated are short of possible achievement levels. To the extent of shortfall in realisation of full potential, the goal of provision of sustained employment to needy has not been fully met in the sample villages of the study area. The average JRY wage rates paid in the sample villages range between Rs. 44 to Rs. 48 per day with the overall average daily wage rate hovering around Rs. 45.95. Thus JRY wage rates paid in the sample villages are slightly above the minimum wage rate of Rs. 42 perday prescribed by the State of Maharashtra.

5.2.14 As regards provision of sustained employment Gram Panchayats of the sample villages could provide an average employment of 240 days per annum (full employment) to one person and nearly 100 days of additional gainful employment per annum to another under-employed person for 5 years in Aurangabad region during the reference period. Similarly, Gram Panchayats of the sample villages in

Amravati and Nagpur regions could provide on an average 240 days of full employment to two persons alongside additional gainful employment of 52 days and 60 days respectively to one under employed person per annum for 5 years during the reference period. This shows that JRY has generated employment levels which could provide an average full employment of 240 days per annum to one persons per village and 115 days of average additional gainful employment to two under employed persons per village for 5 years in the sample villages of the study area during the reference period. Thus, it also means that at an average wage rate of Rs. 45.95 an income of Rs. 11028 per annum to one fully employed BPL family member and an additional average gainful employment of 152 days per annum to another under employed person of the same BPL family bringing in additional Rs. 6984 per annum could push the entire 5 member family above the poverty line in each sample village of the study area. At this rate one BPL family per village where JRY is operating can be pushed above poverty line. With improved performance levels this process can be speeded up.

5.2.15 Employment generation and creation of infrastructure/productive assets are the twin closely associated objectives under JRY. Choice of works for employment generation is expected to remove infrastructure related rural bottleneck and offer sustained self-employment and thereby income generation opportunities besides reducing rural development gaps. Table 5.7 presents performance of GPs in sample villages with regard to expenses incurred and employment generated across the sample villages of the study areas.

Perusal of the data presented in Table 5.7 reveals the following :

At aggregate level among all works (i) drainage, (ii) roads, (iii) shopping centres, (iv) schools, (v) G.P. Sachivalayas and (vi) samaj mandirs (community halls) related works account for major share of JRY expenditures in descending order. Consequently, their respective shares in total employment generated also reflect in similar order declining proportionate contributions.

Combined share of works included in 'others' category appears quite significant although individual shares of works in 'others' category are relatively quite small. However, all works forming part of 'others' are important in socio-economic and environmental context.

TABLE 5.7**REGIONWISE ASSETS/INFRASTRUCTURE & EMPLOYMENT GENERATED UNDER JRY)****(1994-95 TO 1998-99).****(Rs. IN LAKHS)**

Sr. No.	Region	Units	Major Works							
			Drainage	Roads	Shopping Center	Schools	Samaj Mandir	G.P. Office	Others	Grand Total
1.	Aurangabad	Units	26	16	03	09	01	09	53	117
		Total Expend.	13.94 (24.24)	05.48 (09.52)	02.99 (05.20)	06.21 (10.80)	01.86 (03.23)	12.52 (21.77)	14.51 (25.24)	57.51 (100.00)
		Wage Expend.	04.69 (33.64)	02.31 (42.15)	0.79 (26.42)	01.41 (22.71)	0.37 (19.89)	03.10 (24.76)	03.50 (24.12)	16.17 (28.12)
		Mandays	8568	5007	1459	3168	0845	6387	8390	33824
2.	Amravati	Units	60	42	01	07	12	01	54	177
		Total Expend.	30.00 (38.51)	15.80 (20.28)	01.50 (01.93)	03.07 (03.94)	09.82 (12.60)	0.71 (0.91)	17.01 (21.83)	77.91 (100.00)
		Wage Expend.	09.71 (32.37)	05.90 (37.34)	0.23 (15.33)	0.64 (20.85)	02.05 (20.88)	0.18 (25.35)	04.71 (27.69)	23.41 (30.06)
		Mandays	21114	15288	0469	1431	4145	0498	10296	53241
3.	Nagpur.	Units	48	45	06	15	04	05	48	171
		Total Expend.	17.82 (17.91)	31.88 (32.04)	14.47 (14.54)	08.79 (08.83)	04.22 (04.24)	07.32 (07.36)	15.00 (15.08)	99.50 (100.00)
		Wage Expend.	04.91 (27.55)	07.78 (24.40)	03.56 (24.60)	02.05 (23.32)	0.94 (22.28)	02.04 (27.87)	03.94 (26.27)	25.22 (25.35)
		Mandays	12187	17225	7631	4609	1600	2473	8274	53999
4.	Total :	Units	134	103	10	31	17	15	155	456
		Total Expend.	61.76 (26.29)	53.16 (22.63)	18.96 (08.07)	18.07 (07.69)	15.90 (06.77)	20.55 (08.75)	46.52 (19.00)	234.92 (100.00)
		Wage Expend.	19.31 (31.27)	15.99 (30.08)	04.58 (24.16)	04.10 (22.69)	03.36 (21.13)	05.32 (25.89)	12.15 (26.12)	64.81 (27.59)
		Mandays	41869 (29.68)	37520 (26.60)	9559 (06.78)	9208 (06.53)	6590 (04.67)	9658 (06.63)	26960 (19.11)	141064 (100.00)

* OTHERS INCLUDE CONSTRUCTION OF LATRINES, AGANWADI PREMISES, MARKET PLATFORMS, COMPOUND WALLS, SHANTIDHAMS, GHARKULS, ANIMALSHED, AND OTHER MISCELLANEOUS.

NOTE : BRACKETED FIGURES ARE PERCENTAGES TO GRAND TOTALS AND PERCENT SHARES OF WAGES IN TOTAL EXPENDITURES.

Wage component for all works undertaken under JRY ranges from about 20 to 42 percent in sample villages of Aurangabad (Central) region, 15 to 37 percent in sample villages of Amravati and 22 to 28 percent in Nagpur sub-regions of eastern region. This is indicative of a high proportion of expenditures earmarked for employment generation being spent on materials used, specially in sample GPs of the eastern regions.

Among the two eastern regions, sample GPs of Nagpur region have accorded priority to creation of roads, drainage infrastructure, shopping centres, schools, G.P. offices and Samajmandirs in that order, whereas sample GPs in Amravati region, accorded priorities to drainage works, roads in that order which reflects lack of interest in creation of village level marketing facilities. In contrast to villages in eastern region, sample GPs of the central (Aurangabad) region, display less foresight in according high priority to GP offices related works next to drainage works. Consequently, roads, shopping centres, schools, samajmandirs etc. got relegated to lower priority for allocation of funds. This pattern perhaps does not reflect prioritization based on collective needs i.e. Gram Sabha based approvals of expenditures. Works of GPs across sample villages in the study area reflect direct/indirect potential for enhancing income levels and improvements in living conditions in the study areas. 5.2.16 Special provisions under JRY provide for one half (50%) of employment to be offered to SC/ST categories and 30% to females. Table 5.8 presents employment levels of SC/ST and female workers in the sample villages of the study area.

TABLE 5.8

REGIONWISE EMPLOYMENT OF SC/ST AND FEMALE WORKERS ON JRY WORKS
(1994-95 TO 1998-99)

Sr. No	Region	Total Employment Generated		Employment Offered to			
		Mandays	Percent	SC/ST		Woman	
				Mandays	Percent	Mandays	Percent
1.	Aurangabad	33824	23.98	18301 (54.11)	26.85	8875 (27.24)	25.10
2.	Amravati	53241	37.74	33335 (62.61)	48.91	12627 (23.72)	35.71
3.	Nagpur	53999	38.28	16526 (30.61)	24.24	13862 (25.68)	39.19
Total :		141064	100.00	68162 (48.67)	100.00	35364 (24.53)	100.00

NOTE : BRACKETED FIGURES ARE PERCENTAGES TO TOTAL EMPLOYMENT.

Figure No. 5

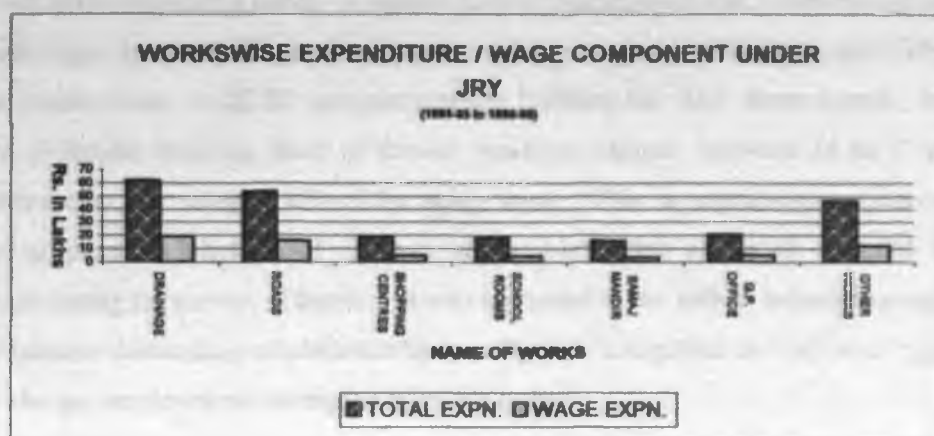


Figure No. 6

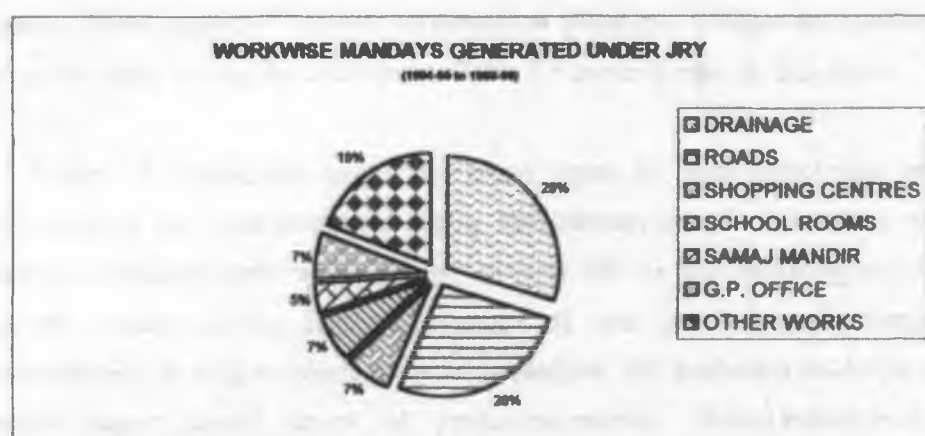


Figure No. 7

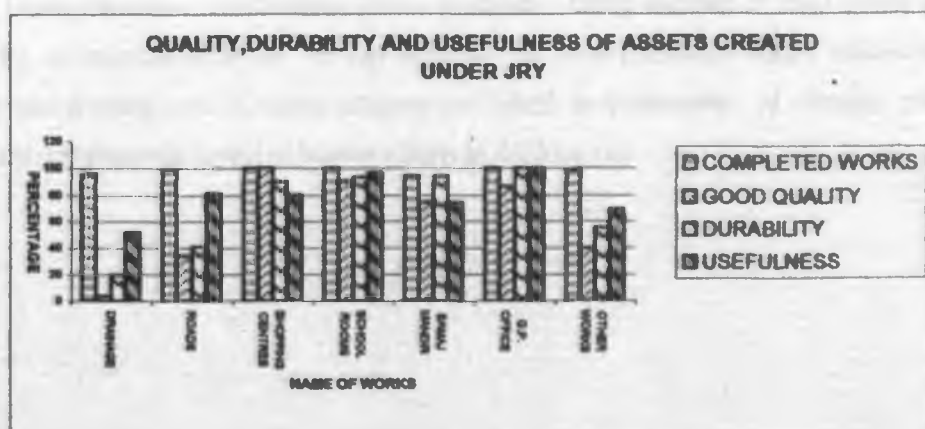


Table 5.8 reveals that the proportions of mandays of employment offered to SC/ST categories were well above stipulated norms in sample GPs of Aurangabad and Amravati region, but that of Nagpur region fell short by nearly 20 percentage points. At the aggregate levels sampled GPs across all study areas offered employment to SC/ST categories nearly fulfilling the laid down norms. As regards employment offered to female workers, share of female workers ranged between 24 to 27 percent of the total employment in the sampled GPs of the study areas. This is considerably short of the laid down norms. Failure to maintain employment demand registers uniformly across all sampled Gram Panchayats was observed during the survey. Therefore, it was not possible to collect information regarding the number of needy persons demanding employment by social/gender categories as well as at aggregate levels vis-a-vis those who got employment during the reference period.

5.2.17 While providing gainful employment to the unemployed and underemployed rural poor, JRY aims at creation of qualitatively better and durable rural assets/infrastructure in line with perceived needs of rural people. Quality and durability go hand in hand and utility of any assets is reflected in its usefulness. These aspects of created infrastructure in sample villages were probed and directly observed by the survey team during the field survey. Table 5.9 presents data in this regard.

Table 5.9 reveals that among the various types of major works taken up by GPs across sample villages nearly all had been completed during the reference period. Most of the works are closely linked to ushering in improvements in the quality of rural life as also enhancing productivity of human effort and thereby raising income generating capacity of rural people. Roads, shopping centres etc. directly improve mobility as well as connectivity of production and marketing related activities which otherwise negatively impact gainful nature of productive activity. Works related to drainage, samaj mandirs (community halls) directly help improve environment physically and socially both. Proper use of samaj mandirs leads to social harmony, close interactions exchange of ideas to positively impact all aspects of rural life. Gram Panchayat sachivalaya (office premises) being the seat of local power centre and hub of rural activity, its importance in day to day activities of rural life hardly needs elaboration. Similarly most of the works forming part of others category are linked to betterment of quality of life which positively impacts productivity levels of human efforts in the long run.

TABLE 5.9

REGIONWISE QUALITY, DURABILITY AND USEFULNESS OF JRY CREATED WORKS
(1994-95 TO 1998-99).

(% OF WORKS)

Sr. No.	Regionwise Particulars	Major Works							
		Drain- age	Roads	Shopping Centre	Schools	Samaj Mandir	G.P. Sachivalay	Others	Grand Total
1.	Aurangabad.								
1.1	Completed Units	100.00	100.00	100.00	100.00	100.00	100.00	49.02	99.15
1.2	Good Quality.	--	06.25	100.00	66.67	--	100.00	30.19	30.17
1.3	Average Quality.	38.46	12.50	--	11.11	100.00	--	35.85	27.59
1.4	Poor Quality.	61.54	81.25	--	22.22	--	--	33.96	42.24
1.5	Durable.	15.38	06.25	100.00	77.78	100.00	100.00	49.06	43.96
1.6	Useful.	38.46	62.50	100.00	88.89	100.00	100.00	54.72	60.34
2.	Amravati.								
2.1	Completed Work.	91.67	97.62	100.00	100.00	91.67	100.00	98.15	95.48
2.2	Good Quality.	09.09	34.15	100.00	100.00	72.73	100.00	32.08	30.77
2.3	Average Quality	43.64	14.63	--	--	27.27	--	56.61	37.28
2.4	Poor Quality.	47.27	51.22	--	--	--	--	11.32	31.95
2.5	Durable.	18.18	43.98	100.00	100.00	90.91	100.00	53.72	44.97
2.6	Useful.	03.27	80.49	100.00	100.00	80.82	100.00	83.02	66.27
3.	Nagpur.								
3.1	Completed Work	100.00	100.00	100.00	100.00	100.00	100.00	97.92	99.42
3.2	Good Quality.	--	44.44	100.00	100.00	100.00	80.00	65.96	47.06
3.3	Average Quality.	62.50	35.56	--	--	--	20.00	14.89	31.76
3.4	Poor Quality.	37.50	20.00	--	--	--	--	19.15	21.18
3.5	Durable.	33.33	51.11	100.00	100.00	100.00	100.00	65.96	58.82
3.6	Useful.	43.75	88.89	100.00	100.00	75.00	100.00	76.60	74.12
4.	Total :								
4.1	Completed Work	96.27	99.03	100.00	100.00	94.12	100.00	98.06	97.85
4.2	Good Quality.	03.87	34.31	100.00	90.32	75.00	86.67	39.47	35.82
4.3	Average Quality.	49.62	23.53	--	03.23	25.00	13.33	33.53	33.63
4.4	Poor Quality.	46.51	42.16	--	06.45	--	--	25.00	30.55
4.5	Durable.	19.38	41.18	90.00	93.55	93.75	100.00	55.26	48.13
4.6	Useful.	51.94	81.37	80.00	96.77	75.00	100.00	69.74	70.55

NOTE : % OF COMPLETED WORKS TO TOTAL WORKS TAKENUP AND UNDER OTHERS % OF COMPLETED WORKS.

It is this direct and/or indirect context, quality, durability and utility (usefulness) of the infrastructure created is judged via the data presented in Table 5.9. It is evident from Table 5.9 that all the works related to shopping centres, schools, samajmandirs and G.P. premises are more or less of good quality, durable and very useful across all sample villages of the study area. As regards drainage and roads most of the works seem to be of poor quality or at best of average quality negatively impacting its durability to a large extent and its usefulness to some extent. Assets included in others category seem to be a mixed bag in this regard

with majority of them being of average quality or bordering on better quality, durable as well as useful. On the whole the works created during the reference period under JRY programmes seem to have high utility value and to a great extent meet the objectives with which such works were taken up in the sample villages.

5.2.18 In the case of IRDP and JRY programmes, 20 and 15 percent of funds respectively are earmarked for filling critical gaps or absence in rural infrastructure requirements. In the case of EAS however, to subserve the primary objective of providing gainful employment to a maximum of 100 days during the lean agricultural season, only labour intensive works are expected to be taken up for creation of durable socio-economic assets. Table 5.10 presents statistics on employment generation while creating rural infrastructure/assets.

TABLE NO. 5.10
REGIONWISE ASSETS/INFRASTRUCTURE CREATION UNDER 20%, 15% JRY AND EAS
(1994-95 TO 1998-99).

(Rs. In Lakhs).

Sr. No.	Region	Particulars	IRDP 20%				EAS		
			Shopping Centre	Vet. Sub-Centres Logs	Market Yards	Others	School Rooms	Anganwadi Works	Roads
1.	Aurangabad.	No. of Units	06	05	--	--	11	04	--
		Total Expenditure	07.65 (56.46)	05.90 (43.54)	--	--	08.91 (73.88)	03.15 (26.12)	--
		Wage Expenditure	01.84 (24.05)	01.69 (28.64)	--	--	02.71 (30.42)	0.95 (30.16)	--
		Mandays	3242	3071	--	--	4424	1569	--
2.	Amravati.	No. of Units	10	06	06	01	10	07	02
		Total Expenditure	10.18 (24.82)	04.46 (10.88)	16.87 (41.14)	09.50 (23.16)	08.05 (42.48)	06.19 (32.66)	04.71 (24.85)
		Wage Expenditure	02.70 (26.52)	0.97 (21.75)	04.48 (26.55)	03.61 (38.00)	02.34 (29.07)	02.02 (32.63)	02.30 (48.83)
		Mandays	4529	1806	7276	7220	4023	3500	9256
3.	Nagpur.	No. of Units.	08	02	--	02	23	11	04
		Total Expenditure.	07.19 (62.14)	0.26 (02.25)	--	04.12 (35.61)	20.12 (62.48)	07.94 (24.66)	04.14 (12.86)
		Wage Expenditure	02.43 (33.80)	0.07 (26.92)	--	01.38 (33.50)	05.47 (27.19)	02.26 (28.46)	01.66 (40.10)
		Mandays	5068	0112	--	3324	9205	3870	2813
4.	Total :	No. of Units.	24	13	06	03	44	22	06
		Total Expenditure	25.02 (37.83)	10.62 (16.06)	16.87 (25.51)	13.62 (20.60)	37.08 (58.66)	17.28 (27.34)	08.85 (14.00)
		Wage Expenditure.	06.97 (27.86)	02.73 (25.71)	04.48 (26.56)	04.99 (36.64)	10.52 (28.37)	05.23 (30.27)	03.96 (44.75)
		Mandays	12839	4989	7267	10544	17652	8939	12069

Contd.

Sr. No.	Region	Particulars	JRY 15%					
			School Rooms	Roads	Samaj Mandir	Dwelling Units	Anganwadi Works	Others
1.	Aurangabad.	No. of Units	06	—	01	19	02	02
		Total Expenditure	05.20 (35.25)	—	0.80 (05.42)	05.32 (36.08)	01.40 (09.49)	02.03 (13.76)
		Wage Expenditure	01.34 (25.77)	—	0.18 (22.50)	01.24 (23.30)	0.38 (27.14)	0.57 (28.08)
		Mandays	2299	—	0333	2138	0717	0950
2.	Amravati.	No. of Units	03	01	05	01	—	04
		Total Expenditure	01.97 (15.99)	01.20 (09.94)	05.96 (48.38)	0.28 (02.27)	—	02.91 (23.62)
		Wage Expenditure	0.53 (26.90)	0.40 (33.33)	01.51 (25.34)	0.06 (21.43)	—	0.68 (23.37)
		Mandays	0992	0788	2969	0120	—	1222
3.	Nagpur.	No. of Units	06	04	03	—	04	04
		Total Expenditure	05.00 (30.34)	05.76 (34.95)	02.25 (13.65)	—	02.80 (16.99)	0.67 (04.07)
		Wage Expenditure	01.46 (29.20)	03.22 (55.90)	0.75 (33.33)	—	0948 (33.57)	0.22 (32.84)
		Mandays	2676	6367	1305	—	1725	0378
4.	Total ..	No. of Units	15	05	09	20	06	10
		Total Expenditure	12.17 (27.95)	06.96 (15.98)	09.01 (20.69)	05.60 (12.86)	04.20 (09.64)	05.61 (12.88)
		Wage Expenditure	03.33 (27.36)	03.62 (52.01)	02.44 (27.08)	01.30 (23.21)	01.32 (31.43)	01.47 (26.20)
		Mandays	5967	7155	4607	2258	2442	2550

NOTES : 1) TOTAL EXPENDITURE : BRACKETED FIGURES ARE PERCENTAGES SHARE IN TOTAL EXPENSES OF EACH SCHEME OVERALL WORKS.

2) WAGE EXPENDITURE : BRACKET FIGURES ARE PERCENTAGES TO TOTAL EXPENSES IN EACH TYPE OF WORKS.

Comparative picture emerging from the statistics presented in Table 5.10 depicts the following :

Composition of infrastructure related works taken up under IRDP 20% are distinct from those of the JRY 15% and/or EAS. This ensures creation of a variety of community assets so as to bridge existing gaps.

Commonality of infrastructure works in the EAS and JRY 15% indicates supplementary nature of operations under the two schemes for creation of community assets.

Across sample villages of the study area, the share in total expenditure incurred works out to 38.25% in IRDP 20% followed by 36.56% in EAS and 25.29% in JRY 15% during the reference period.

Among schemes, average daily wage rate across sample villages ranged between rupees 57 to 61, 40 to 56, 46 to 59 in Aurangabad, Amravati and Nagpur regions respectively. At the aggregate level, overall daily wage rate across sample villages of all regions ranged between Rs. 51 to 54 during the reference period. This wage rate seems to have been above minimum wage rate by about Rs. 10 to 12 per day.

As regards share in total wages paid in sample villages under the three schemes under discussion, IRDP 20%, EAS and JRY 15% account for 36.61, 37.64 and 25.75 percent of it respectively.

Consequently, employment generation shares under these schemes across sample villages of the study area hover around 35.90% in IRDP Infrastructure, 38.94% in EAS and 25.16% in JRY respectively.

Among infrastructure related works; shopping centres, market yards, and veterinary sub-centres were sought after as community assets under IRDP 20% programme in sample villages whereas, under EAS and JRY 15%, additions to school rooms, anganwadi, samaj mandir, dwelling units (Gharkul) etc. received higher priority in sample villages during the reference period.

As compared to the central (Aurangabad) region, both the eastern regions seem to have utilised available funds under the three schemes more effectively in sample villages of the study area.

5.2.19 Since special provisions are made to offer one half of generated employment to SC/ST groups and 30% to female workers, it would be worth while to examine employment pattern of SC/ST groups and female workers. Table 5.11 presents employment offered to SC/ST and female workers.

TABLE NO. 5.11
REGIONWISE EMPLOYMENT OF SPECIAL CATEGORIES UNDER IRDP 20%, JRY 15%
AND EAS (1994-95 TO 1998-99).

Sr. No.	Region	Total Employment Generated		Employment Offered To			
				SC/ST		Women	
		Mandays	Percent	Mandays	Percent	Mandays	Percent
A)	IRDP 20%						
1.	Aurangabad	6313	17.71	3696 (58.55)	16.13	919 (14.56)	13.37
2.	Amravati.	20822	58.43	13114 (62.98)	57.25	3980 (19.11)	57.91
3.	Nagpur.	8504	23.86	6098 (71.71)	26.62	974 (23.21)	28.72
Total :		35639	100.00	22908 (64.28)	100.00	6873 (19.29)	28.72
B)	JRY 15%						
1.	Aurangabad.	6437	25.77	3640 (56.55)	22.27	1109 (17.23)	21.77
2.	Amravati.	6091	24.38	5446 (89.41)	33.32	1731 (28.42)	33.98
3.	Nagpur.	12452	49.85	7260 (58.30)	44.41	2254 (18.10)	44.25
Total :		24980	100.00	16349 (65.44)	100.00	5094 (20.39)	100.00
C)	EAS						
1.	Aurangabad.	5993	15.12	4166 (69.51)	14.17	1388 (23.16)	21.42
2.	Amravati.	16759	42.28	15256 (91.03)	51.90	1951 (11.64)	30.11
3.	Nagpur.	16888	42.60	9976 (59.07)	33.93	3140 (18.59)	48.47
Total :		39640	100.00	29398 (74.16)	100.00	6479 (16.34)	100.00

NOTE : BRACKETED FIGURES ARE PERCENTAGES TO TOTAL EMPLOYMENT.

5.2.20 Perusal of the data earlier presented in Table 5.10 shows that across the sample villages of the study area, overall expenditure levels as well as expenditures on wage component under IRDP 20%, JRY 15% and EAS programmes were considerably lower in the central (Aurangabad) region than that of the two eastern regions. Consequently employment generation across sample villages under the aforesaid programmes were the lowest in the central region as compared to the two eastern regions (Table 5.11). Therefore, the share of the central region is the lowest among the regions under study in all three programmes and three categories for which data are presented in Table 5.11. Close perusal of the data in Table 5.11 further reveals the following Sample villages in Amravati region account for over 58% of the employment generated under **IRDP Infrastructure** programme with Nagpur and Aurangabad accounting for 23.86 and 17.71 percent shares during the reference period. Similar pattern emerges with respect to employment offered to SC/ST and women categories under IRDP Infrastructure related works.

In the case of JRY and EAS related works during the reference period, sample villages of Nagpur region account for nearly one half of the employment generated under JRY 15% programmes with Aurangabad and Amravati regions contributing the balance nearly in equal proportions. However, employment offered to SC/ST and female groups in the Amravati region sample villages was proportionately much higher than that of the Aurangabad region sample villages.

Unlike the IRDP 20% and JRY 15% programmes in which one or the other region dominated employment generation activity in sample villages. The two eastern regions together contributed as much as 85% of the employment generated in sample villages under EAS during the reference period. EAS related activity in the central (Marathwada) region sample villages apparently was absolutely minimal.

It is noteworthy that despite equally sharing employment generated under EAS, sample villages of Amravati provided almost 52% of the total generated employment to SC/ST groups followed by Nagpur and Aurangabad sample villages in that order. However, sample villages in the Nagpur region under EAS offered overwhelming proportion of generated employment to women with Amravati and Aurangabad sharing the rest in declining proportions.

On the whole sample villages of the two eastern regions outperformed over the central region in all the works taken up under three important poverty alleviation programmes during the reference period. Finally, it emerges from the data presented in Table 5.11 that Gram Panchayats in sample villages of study regions, seem to have offered to SC/ST categories almost two thirds to three fourths of the generated employment in all the schemes, whereas female workers perhaps have been ignored to a large extent. As a result under 20% of the generated mandays i.e. 10 percentage points lower number of mandated mandays were offered to female workers. Does it point to gender bias? In the absence of information

Figure No. 8

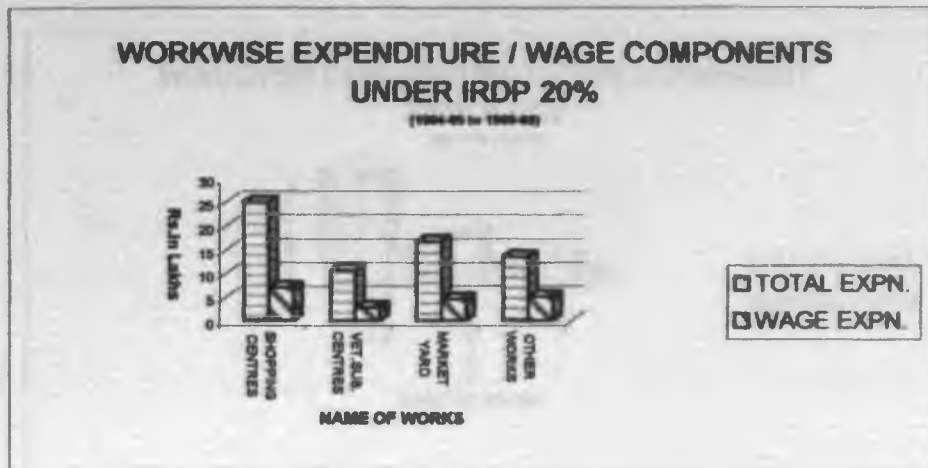


Figure No. 9

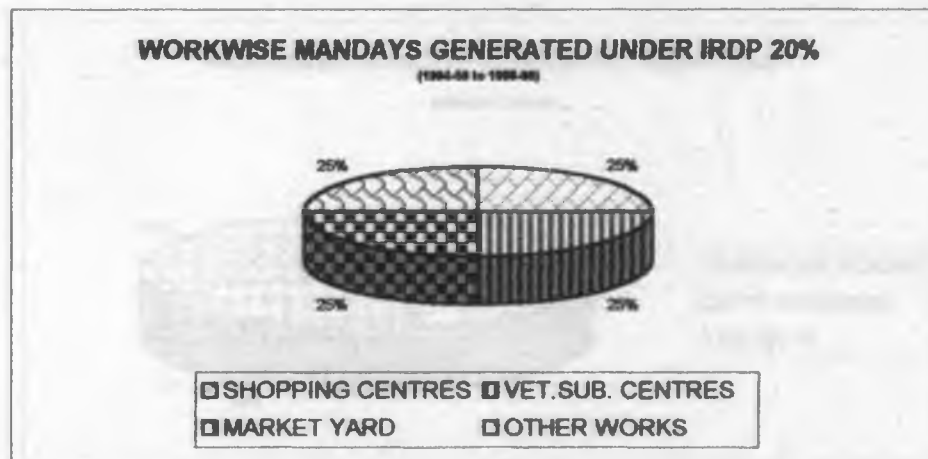


Figure No. 10

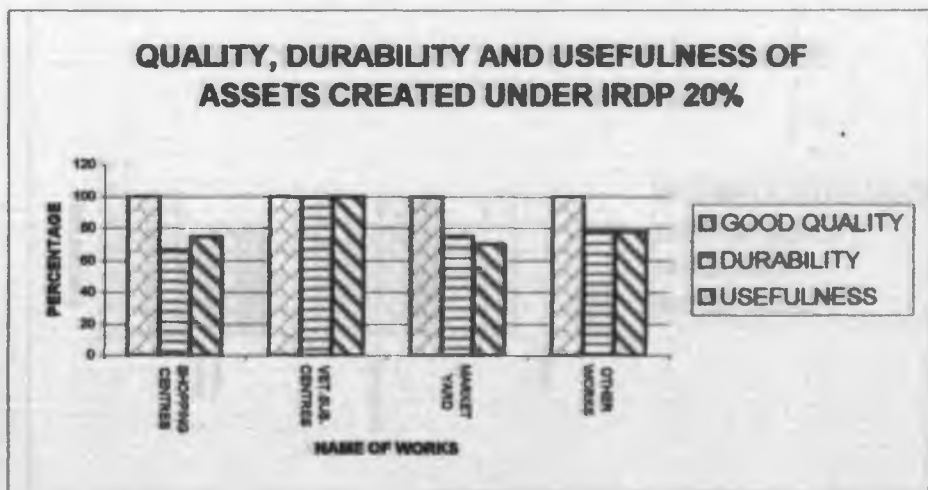


Figure No. 11

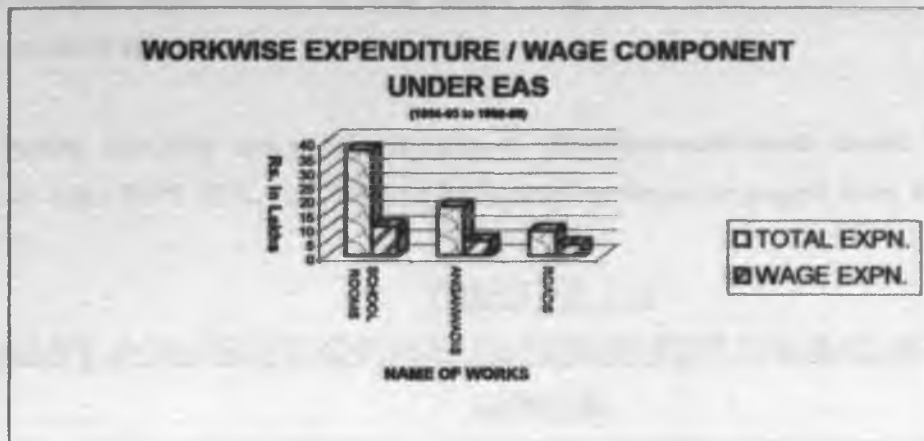


Figure No. 12

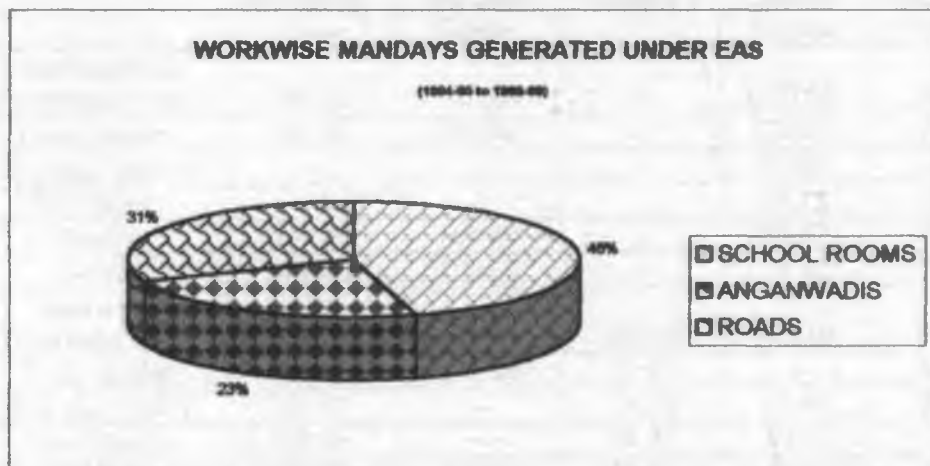
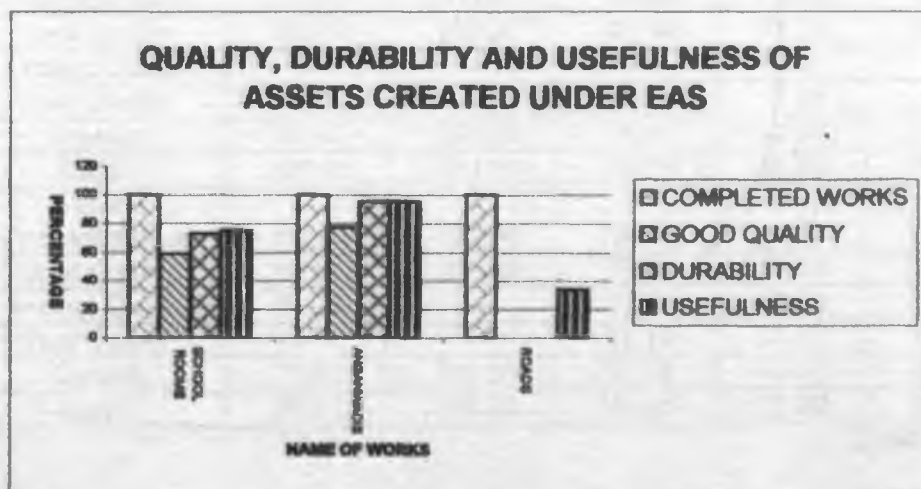


Figure No. 13



on total available female workers in each sample village (non existence of demand register) this question can't be answered affirmatively.

5.2.21 Quality, durability and usefulness/utility of the infrastructure/assets created under the funds earmarked under IRDP 20%, JRY 15% and EAS related works can be gauged from the data presented in Table 5.12.

TABLE NO. 5.12
QUALITY, DURABILITY AND USEFULNESS OF IRDP 20%, EAS, JRY 15% WORKS
(1994-95).

Sr. No.	Regionwise Particulars	IRDP 20%			EAS		
		Shopping Centre	Vet. Sub-Centre	Others	School Rooms	Anganwadi Rooms	Roads
1.	Aurangabad.						
1.1	Completed Units.	100.00	100.00	--	100.00	100.00	--
1.2	Good Quality.	100.00	100.00	--	72.72	75.00	--
1.3	Average Quality.	--	--	--	09.00	--	--
1.4	Poor Quality.	--	--	--	18.18	25.00	--
1.5	Durable.	100.00	100.00	--	81.82	75.00	--
1.6	Useful.	100.00	100.00	--	81.82	75.00	--
2.	Amravati.						
2.1	Completed Units.	100.00	100.00	100.00	100.00	100.00	100.00
2.2	Good Quality.	20.00	100.00	71.43	--	42.86	--
2.3	Average Quality.	20.00	--	14.29	40.00	57.14	50.00
2.4	Poor Quality.	60.00	--	14.28	60.00	--	50.00
2.5	Durable.	40.00	100.00	71.43	40.00	100.00	--
2.6	Useful.	30.00	100.00	100.00	40.00	100.00	50.00
3.	Nagpur.						
3.1	Completed Units.	100.00	100.00	100.00	100.00	100.00	100.00
3.2	Good Quality.	100.00	100.00	100.00	78.26	100.00	--
3.3	Average Quality.	--	--	--	14.35	--	33.33
3.4	Poor Quality.	--	--	--	17.39	--	66.67
3.5	Durable.	100.00	100.00	100.00	82.61	100.00	--
3.6	Useful.	100.00	100.00	100.00	86.96	100.00	33.33
4.	Total :						
4.1	Completed Units.	100.00	100.00	100.00	100.00	100.00	100.00
4.2	Good Quality.	66.67	100.00	77.78	59.09	77.27	--
4.3	Average Quality.	08.33	--	11.11	13.64	18.18	33.33
4.4	Poor Quality.	25.00	--	11.11	27.27	04.55	66.67
4.5	Durable.	75.00	100.00	77.78	72.73	95.45	--
4.6	Useful.	70.83	100.00	100.00	75.00	95.45	33.33

Condt.

Condt.

Sr. No.	Regionwise Particulars	JRY 15%						
		School Rooms	Dwelling Units	Samaj Mandir	Roads	Anganwadi	Dainage Units	Others
1.	Aurangabad.							
1.1	Completed Units.	100.00	100.00	100.00	--	100.00	--	100.00
1.2	Good Quality.	100.00	26.32	100.00	--	100.00	--	100.00
1.3	Average Quality.	--	47.37	--	--	--	--	--
1.4	Poor Quality.	--	26.31	--	--	--	--	--
1.5	Durable.	100.00	73.68	100.00	--	100.00	--	100.00
1.6	Useful.	100.00	100.00	100.00	--	100.00	--	100.00
2.	Amravati.							
2.1	Completed Units.	100.00	100.00	100.00	100.00	--	100.00	100.00
2.2	Good Quality.	100.00	--	100.00	--	--	--	66.67
2.3	Average Quality.	--	100.00	--	100.00	--	100.00	33.33
2.4	Poor Quality.	--	--	--	--	--	--	--
2.5	Durable.	100.00	--	100.00	--	--	--	100.00
2.6	Useful.	100.00	100.00	80.00	100.00	--	--	100.00
3.	Nagpur.							
3.1	Completed Units.	100.00	--	100.00	100.00	100.00	--	100.00
3.2	Good Quality.	100.00	--	66.67	75.00	100.00	--	75.00
3.3	Average Quality.	--	--	33.33	--	--	--	--
3.4	Poor Quality.	--	--	--	25.00	--	--	25.00
3.5	Durable.	100.00	--	66.67	75.00	100.00	--	75.00
3.6	Useful.	100.00	--	66.67	75.00	100.00	--	75.00
4.	Total :							
4.1	Completed Units.	100.00	100.00	100.00	100.00	100.00	100.00	100.00
4.2	Good Quality.	100.00	25.00	88.89	60.00	100.00	--	88.89
4.3	Average Quality.	--	50.00	11.11	16.67	--	100.00	11.11
4.4	Poor Quality.	--	25.00	--	23.33	--	--	--
4.5	Durable.	100.00	70.00	88.89	33.33	100.00	--	88.89
4.6	Useful.	100.00	100.00	77.78	33.33	100.00	--	88.67

Perusal of the data presented in Table 5.12 indicates that assets/infrastructure created across sample villages of the study area are by and large need based, most of the works have been completed during the reference period years and are of by and large durable, useful and mostly of good quality. Despite honest efforts at times quality of work drops when multiple schemes are operational in extensive areas. Keeping this in view, it would be in order to say that overwhelming proportion of works has been of very high quality. It can be seen from Table 5.12 that only three types of works one each in three regions under study seem to be of doubtful quality. For example dwelling units (Gharkul) builtup under

JRY 15% in Aurangabad region are found to be largely of average and poor quality, though all other works are reported as of good quality, durable and useful creations. Similarly, in Amravati region of the eastern Maharashtra, roads and school rooms related works taken up under EAS are reportedly of doubtful quality and durability. Data shows that in Nagpur region also only road works are reported as inferior quality jobs undertaken under the aegis of EAS. It is noteworthy that among the programmes under review, all works taken up and completed in the sample villages under IRDP 20% have been of high quality as well as are largely in the category of community assets. Such assets are likely to provide sustained impetus to raising productivity levels and additional income generation. It may be emphasized at this stage that the observations forming part of this study report are in more ways than one honest presentations of trends emerging from the limited primary database and these should not be treated as definitive conclusions. Secondly, the results presented here represent purely perceived opinions expressed by respondents and visual impression formed by the survey team members during their visits to the study areas. Some noteworthy trends emerging from the dataset presented in the preceding sections will be further discussed in the conclusions chapter.

5.3 SURVEY OF BENEFICIARIES :

5.3.1 Section 4.3.3 in Chapter-4 on the Approach, Scope and Methodology indicated that 20 beneficiaries per village panchayat were selected for collection of primary data by personal interview method in structured questionnaires. Provision of gainful employment and creation of productive assets/useful infrastructure being the two main planks of the poverty alleviation programmes under study, one half (50%) of the sample beneficiaries were to be picked up from the muster rolls of labourers employed during the reference period. The other half of beneficiaries were to be selected from the village community deriving benefits from the created assets/infrastructure. However, due to non-availability of the full complement of labour category of beneficiaries at the time of survey in some sample villages, the survey team was obliged to accept a shortfall of less than 4 percent in labourer category of beneficiaries with a corresponding increase in the number of beneficiaries of the infrastructure user category. In this fashion primary data was effectively collected from 555 labourer category beneficiary respondents and 645 assets/infrastructure user beneficiaries. Thus the selected sample of the two beneficiary categories adds upto 1200 beneficiary respondents from whom primary data was sought and gathered during the field survey. Results emerging from the primary database sought and analysed for the two types of beneficiaries are presented in two parts separately

5.4 SURVEY OF WORKER (LABOUR) BENEFICIARIES :

5.4.1 For the purpose of this study worker beneficiaries are defined as those who enjoyed gainful employment during the reference period, on any one or more schemes/programmes that are the focus of this study. Since socially dis-advantaged and economically weaker sections of the rural population are targeted for provision of gainful employment it would be in order to present distribution of sample beneficiaries by socio-economic indicators.

TABLE 5.13

DISTRIBUTION OF SAMPLE BENEFICIARIES BY GENDER/SOCIAL CLASSES.

Sr. No	Region	Gender		Social Class					
		Male	Female	SC	ST	OBC	VJNT	OTHERS	Total
1.	Aurangabad	127 (70.95)	52 (29.05)	98 (54.75)	14 (07.82)	16 (08.94)	35 (19.55)	16 (08.94)	179 (100.00)
2.	Amravati	140 (75.68)	45 (24.32)	65 (35.14)	57 (30.81)	37 (20.00)	15 (08.10)	11 (05.95)	185 (100.00)
3.	Nagpur	132 (69.11)	59 (30.89)	41 (21.47)	59 (30.47)	72 (37.70)	16 (08.38)	03 (01.56)	191 (100.00)
Total .		399 (71.89)	156 (28.11)	204 (36.76)	130 (23.42)	125 (22.52)	66 (11.89)	30 (05.41)	555 (100.00)

NOTE : BRACKETED FIGURES ARE PERCENTAGES TO ALL CLASSES TOTALS.

5.4.2 Table 5.13 shows that among social classes 60% of sample beneficiaries come from the socially dis-advantaged classes of SC/ST groups which are followed by other backward classes at 34.71%. The proportion of SC/ST sample beneficiaries is well above stipulated minimum of 50% by 10 percentage points. As regards female beneficiaries however, the proportion of sample female beneficiaries falls short of the stipulated minimum of 30% by about two percentage points. On the whole the selected sample of beneficiaries appears to be in line with the guidelines laid down for coverage of genderwise as well as socio-economically weaker sections of the population. Other attributes of the sample beneficiaries include literacy levels, age, occupational distribution, annual incomes etc. Literacywise, illiterate beneficiaries form about 50, 37, and 28 percent of the total sample across the Aurangabad

(Central), Amravati and Nagpur (Eastern) regions respectively. Age groupwise distribution of beneficiaries reveals that over 80% of sample beneficiaries belong to age groups of 19 to 35 and 36 to 50 years. Thus nearly fourfifth of sample beneficiaries come from the active works period of 19 to 50 years of age. The classification of beneficiaries by occupation and land holding pattern presented in Table 5.14 also confirm the picture emerging from the data presented in Table 5.13.

5.4.3 Since agriculture is the mainstay of rural people, specially for agricultural labourers, it is worthwhile to examine the distribution of sample beneficiaries by occupation classes and land holding pattern presented in Table 5.14.

TABLE 5.14

DISTRIBUTION OF SAMPLE BENEFICIARIES BY OCCUPATION AND LAND HOLDING PATTERN

IN (1994-95 TO 1998-99).

(NUMBER)

Sr. No	Region	Occupation			Land Holding Pattern				All
		Wage Earner	Artisans	Farming & Service	Landless	Less than 1 Hect.	1 to 2 Hect.	2 and Above	
1.	Aurangabad	164 (91.62)	15 (08.38)	--	118 (65.92)	30 (16.76)	25 (13.96)	06 (03.32)	179 (100.00)
2.	Amravati.	141 (71.22)	34 (18.38)	10** (05.40)	144 (77.85)	09 (04.86)	27 (14.59)	05 (02.70)	185 (100.00)
3.	Nagpur.	173 (90.58)	18 (09.42)	--	129 (67.54)	39 (20.42)	22 (11.52)	01 (0.52)	191 (100.00)
Total :		478 (86.13)	67 (12.07)	10 (01.80)	391 (70.45)	78 (14.06)	74 (13.33)	12 (02.16)	555 (100.00)

NOTE : BRACKETED FIGURES ARE PERCENTAGES TO ALL CLASSES.

**** AMRAVATI SAMPLE HAS 9 CULTIVATORS AND 1 SERVICE PERSON.**

Table 5.14 indicates that over fourfifths of the sample beneficiaries belong to the wage earner group or in other words to casual (daily) wage earners. Secondly, only about 12% of sample beneficiaries are self-employed artisans who are obliged to seek additional employment to supplement earnings from their skills used while working on their craft. A tiny proportion of beneficiaries in farming occupation and a lone person in service also form part of the sample. Overwhelming dominance of the wage earners/agricultural labourers benefiting from the employment generated in the programmes under study

across sample villages of the study area appears to be on expected lines. The land holding pattern of sample beneficiaries follows the pattern evident in the occupational distribution discussed above. While the landless and marginal farmers (less than 1 hectare land holders) are both principally wage earners, some of the small farmers having just about one hectare of land also are mainly wage earners. Most of such beneficiaries also belong to BPL families. Data presented in Tables 5.13 and 5.14 confirm that by and large beneficiaries of employment generation programmes belong to population groups targeted for providing succour to them. Let us further examine whether this conclusion holds good in terms of classification of sample beneficiaries according to their BPL status and annual income classification. Table 5.15 presents distributions of sample beneficiaries by BPL/income classes.

TABLE 5.15

DISTRIBUTION OF SAMPLE BENEFICIARIES BY BPL/INCOME CLASSES
IN (1994-95 TO 1998-99).

(NUMBER)

Sr. No	Region	Status		Income class (Rs. Per Annum)					All
		BPL	Non-BPL	Up to 5000	5001 To 11000	11001 To 18000	18001 To 24000	Above 24000	
1.	Aurangabad.	119 (66.48)	60 (33.52)	--	04 (02.23)	71 (39.67)	44 (24.58)	60 (33.52)	179 (100.00)
2.	Amravati.	125 (67.57)	60 (32.43)	--	04 (01.05)	67 (36.22)	40 (21.62)	74 (40.00)	185 (100.00)
3.	Nagpur.	156 (81.68)	35 (18.32)	--	02 (01.05)	91 (47.64)	45 (23.56)	53 (27.75)	191 (100.00)
Total :		400 (72.07)	155 (27.93)	--	10 (01.80)	229 (41.26)	129 (23.24)	187 (38.69)	555 (100.00)

NOTE : BRACKETED FIGURES ARE PERCENTAGES TO ALL CLASSES TOTALS.

5.4.4 It is evident from Table 5.15 that over 72 percent of the sample beneficiaries belong to the BPL families. Nevertheless, nearly 28% of the sample beneficiaries belong to non-BPL households. Since programme implementation guidelines put emphasis on according priority to offering gainful employment to BPL family members and SC/ST groups who generally belong to BPL families, inclusion of as many as 28% of non-BPL family members for providing gainful employment violets the spirit of the programme guidelines. This aspect assumes significance with reference to distribution of sample beneficiaries by social classes (Table 5.13). Even though presence of socially upper class sample beneficiaries on the whole stands at just about 5% of total sampled beneficiaries, the non-BPL presence

appears to be as high as 28%. This means a good number of OBC as well as some from SC/ST and/or VJNT categories (in Aurangabad) non-BPL members have been provided gainful employment. Perhaps this has negatively impacted due claims of some more BPL labour family members on one hand and female workers on the other hand. This phenomenon appears more prominent in the case of sample gram panchayat villages of the Aurangabad (Central) and Amravati (inland Eastern) regions of the study area. Distribution of sample beneficiaries by annual income classes shows that below 5000 per annum income earning labourers did not find place for gainful employment among the sampled beneficiaries across all sample villages of the study area. Exclusion of absolute poverty stricken labourers from the purview of employment opportunities meant for BPL population on priority basis is more striking and it raises obvious questions about the efficacy of the implementation as well as monitoring/supervisory mechanism. Besides non inclusion of under Rs. 5000 annual income BPL labourers, just about 1 to 2 percent presence of sample beneficiaries earning under 11000 rupees annual income who also form part of the BPL families further strongly points to the faulty implementation and slack monitoring (supervision) of the poverty alleviation programmes in sample villages of the study area. In this context, non-maintenance (absence) of employment demand registers in all sample village panchayats of the study area also perhaps points to deliberate failure of those responsible for proper implementation of these programmes which aim at providing succor to the rural poor/needier sections of rural population. It needs to be underscored at this stage that the observations made and conclusions drawn here are based on trends emerging from small sample survey data which in no way could be constructed as definitive conclusions applicable to entire regions etc. although existence of such pattern across all regions cannot be ruled out.

5.4.5 Preceding sections have brought out waywardness in provision of employment to non-BPL and/or non-priority sections during the reference period. In view of this it would be interesting to take a close look at the mode of selection of beneficiaries. Table 5.16 presents responses of sample beneficiaries to questions on mode of selection for getting employment on the schemes under study.

TABLE No. 5.16
DISTRIBUTION OF SAMPLE BENEFICIARIES BY MODE OF SELECTION
IN (1994-95 TO 1998-99).

Sr. No.	Region	Number of Beneficiaries.				
		G.P. Members	Gram Sevak	Gram Sabha	Others	All
1.	Aurangabad.	31 (17.32)	62 (34.64)	03 (01.68)	83 (46.36)	179 (100.00)
2	Amravati	27 (14.07)	95 (51.56)	01 (0.54)	62 (33.51)	185 (100.00)
3.	Nagpur.	47 (24.60)	55 (28.80)	—	89 (46.60)	191 (100.00)
Total :		105 (18.92)	212 (38.20)	04 (0.72)	234 (42.16)	555 (100.00)

NOTE : (i) OTHERS INCLUDE CONTRACTORS UNDERTAKING JOB WORKS.

(ii) BRACKETED FIGURES ARE PERCENTAGES TO ALL MODES.

Gram sabha the highest policy making body at the village levels has no role in selection of beneficiaries for employment in the programmes under study is clearly evident from Table 5.16. In any case Gram Sabhas being policy approving/making bodies, it has no role to play in day to day functions of the Gram Panchayats. Secondly, as was evident in earlier sections, Gram sabhas are not held often. On both counts, non-involvement of Gram sabhas in selection of beneficiaries is understandable. Among the other three bodies performing the function of selecting beneficiaries for benefits under the poverty alleviation programmes, principally the Gram Sevak who also acts as Secretary of the Gram Panchayat, and the contractor who undertakes job work for creation of assets/infrastructure are the main functionaries who decide the number and type of beneficiaries to be offered employment opportunity. Therefore, any failure towards adherence to guidelines/laid down procedures has to be directly ascribed to them for initiating appropriate action. In view of the discussion in preceding sections there is a need to lay down strict accountability norms for application at Panchayat Raj Institution Levels.

5.4.6 Sample beneficiaries were requested to respond to questions seeking their own experiences and opinions regarding wage rates, frequency of wage payment and such other wage rebated practices followed by the employing authority. Table 5.17 presents the responses of the beneficiaries in this regard.

TABLE NO. 5.17
RESPONSES OF SAMPLE BENEFICIARIES ON WAGE RELATED PRACTICES IN
(1994-95 TO 1998-99).

(% of beneficiaries)

Sr. No.	Region	Minimum Wage Not Aware	Payment Basis			Payment Frequency		Who Pays and		
			Actual Average Wage Rate/Day Rs.	Per Day	Job Work	Weekly	Others	Village Funct.	Contractor	Others
1.	Aurangabad.	100.00	47	94.47	05.03	97.21	02.79	46.93	51.40	01.67
2.	Anravatu.	99.46	58 *	90.81	09.19	98.92	01.08	28.11	67.57	04.32
3.	Nagpur.	100.00	47	97.38	02.62	98.95	01.05	29.32	70.68	—
Total :		99.82	51	94.41	05.59	98.38	01.62	34.59	63.43	01.98

*** IN BULDHANA, SKILLED LABOUR COVERED IN THE SAMPLE WAS HIGHER THEN IN OTHER DISTRICTS.**

* Responses of sample beneficiaries based on self-experience on wage related practices adopted by employment providers are presented in Table 5.17. Following facts emerge from the data presented in Table 5.17.

* Barring a miniscale 0.2%, none of the labourer sample beneficiaries reported awareness about officially prescribed minimum wage rates to be paid to casual workers. This is indicative of prevailing wage rates being higher than prescribed minimum wage rates. This is evident from the data presented in Table 5.6 which reveals that as against the minimum wage rate of Rs. 42/day during the reference period, on an average of Rs. 45.95/day wage rate was paid for JRY works. Since labourers prefer to take up higher wage rate offering works, they have perhaps lost track of minimum wage rates. Evidently wage rates paid under JRY and other poverty alleviation programmes have pushed up prevailing wage rates in the area forcing upward revision of the official minimums wage rates from time to time.

* Nearly 94% of sample beneficiaries reported receiving wage payments on perday basis while only 60% had received wage payments on job work (contract) basis.

* Weekly payment is the normal practice adopted for wage payments. The day fixed for wage payments normally is the weekly bazar (market) day of the area depending upon the operation of weekly markets from area to area. Therefore, wage payment day is normally a no work day also.

* Wage payments are normally made by either the G.P. Functionaries, (mostly the Gram Sevak or Sarpanch) or by the contractor depending upon who is providing employment. On poverty alleviation programmes 35% of the beneficiaries were paid by G.P. functionaries and 63% of beneficiaries received wage payments from contractors who undertook jobs awarded to them. On some occasions 2% of beneficiaries reported receiving wage payments from C.D. Block Officials.

* Discussion flowing from the data presented from the survey of worker (labourer) beneficiaries in section 5.4 lead to the conclusion that the JRY programmes operating in the study area have offered on an average employment of the order of 4700 mandays per village per annum on a sustained basis at daily wage rate of Rs. 45.95. This has improved work/employment environment, pushed upward wage rates and helped create useful infrastructure in rural areas. The scale of works appears small but the impact is enormous.

5.5 SURVEY OF ASSETS/INFRASTRUCTURE USERS :

5.5.1 For the purposes of this study two types of assets/infrastructure users were envisaged. The first type comprise personal/family level benefit seeking asset/infrastructure users. Assets/infrastructure like shopping centres, dwelling units (Gharkul), market yards etc. could be used by the first type at individual/family level/users for direct promotion of self/family interests. The second type of infrastructure users consist of entire village community (including the first type) that promote family/community level interests simultaneously. Infrastructure like schools, roads, drainage systems, community halls (samaj mandirs), aganwadis etc. benefit the entire community equally in terms of improving living conditions as well as indirectly further individual/family interests. This section presents profiles of sample beneficiaries by personal socio-economic characteristics followed by user perceptions about quality, utility and durability of the assets/infrastructure created under the poverty alleviation programmes under focus in this study.

5.5.2 As in the case of provision of gainful employment, socio-economically disadvantaged persons, specially SC/ST's persons belonging to BPL families are expected to receive priority in allotment of productive infrastructure as users. Therefore, Table 5.18 presents distribution of user beneficiaries by their social classes across all types of assets/infrastructure works during the reference period.

TABLE NO. 5.18

DISTRIBUTION OF SAMPLE BENEFICIARIES ASSET/INFRASTRUCTURE USERS BY GENDER SOCIAL CLASSES IN (1994-95 TO 1998-99).

Sr. No.	Region	Gender		Social Class						(Number)
		Male	Female	SC	ST	OBC	VJNT	Others	All Classes	
1.	Aurangabad.	176 (79.64)	45 (20.36)	77 (34.84)	10 (04.52)	24 (10.86)	43 (19.46)	67 (30.52)	221 (100.00)	
2.	Amravati.	172 (83.90)	33 (16.10)	56 (27.32)	36 (17.56)	70 (34.15)	20 (09.76)	23 (11.22)	205 (100.00)	
3.	Nagpur.	170 (80.95)	40 (19.05)	57 (27.14)	34 (16.19)	91 (43.33)	16 (07.63)	12 (05.71)	210 (100.00)	
Total :		518 (81.45)	118 (18.55)	190 (29.87)	80 (12.58)	185 (29.09)	79 (12.42)	102 (16.04)	636 (100.00)	

NOTE : BRACKETED FIGURES ARE PERCENTAGES TO ALL CLASSES TOTAL.

Comparison of the shares of the socially disadvantaged beneficiary groups like SC/ST's presented in Tables 5.13 and 5.18 reveal that by and large beneficiary shares of these two groups have dropped by 6.85 and 10.84 percentage points while that of the social classes has gone up by nearly 6 to 10 percentage points with VJNT share almost remaining the same. This points to a higher proportionate presence of SC/ST beneficiaries in employment seeking activity as compared to assets/infrastructure user activity. Though the two types of activities (programmes) have different goals, target groups remain the same in both cases. It is also noteworthy that special provision exists for priority allotment of a minimum of 50% shopping centres to SC/ST groups and to all BPL families. Similarly, benefits flowing from creation of dwelling units (Gharkuls) are exclusively reserved for SC/ST's and BPL families. Higher proportionate presence in employment providing activities of SC/ST's is closely linked to daily survival needs, whereas fall in shares of socially disadvantaged and economically weaker SC/ST beneficiaries may be strongly linked to financial entailments required for securing ownership and/or permanent lease rights for use of assets or infrastructure as the case may be. Male/female shares of participation also change in the same way by about 10 percentage points in the two types of activities with SC/ST female

employment seekers dropping out of assets/infrastructure user categories. On the whole distribution of beneficiaries by social classes in Table 5.18 appears less inequitous in comparison with the one in Table 5.13.

5.5.3 Productive assets/infrastructure are created under poverty alleviation programmes to fulfill two fold underlying objectives. Firstly, such programmes aim at providing gainful employment to rural poor and while doing so, by creating productive assets/infrastructure, development gaps in needed rural infrastructure requirements are also reduced or removed. On putting in place infrastructure of productive assets, discerning users are expected to make full use of the same to raise their income levels. In this context income profile of beneficiaries assumes significance, Table 5.19 presents income profile of beneficiaries of these assets.

TABLE NO. 5.19
DISTRIBUTION OF SAMPLE ASSET/INFRASTRUCTURE USERS BY INCOME CLASSES
IN (1994-95 TO 1998-99).

Sr. No	Region	Status		Income class (Rs. Per Annum)					(Number)
		BPL	Non-BPL	Up to 5000	5001 To 11000	11001 To 18000	18001 To 24000	Above 24000	All Classes Total
1.	Aurangabad.	110 (49.48)	111 (50.22)	--	26 (11.76)	121 (54.75)	27 (12.22)	47 (21.27)	221 (100.00)
2.	Amravati.	099 (48.29)	106 (51.71)	02 (0.97)	17 (08.29)	88 (42.93)	37 (18.05)	61 (29.61)	205 (100.00)
3.	Nagpur.	112 (53.33)	98 (46.67)	01 (0.48)	24 (11.43)	120 (57.14)	20 (09.52)	45 (21.43)	210 (100.00)
Total :		321 (50.47)	315 (49.53)	03 (0.47)	67 (10.53)	329 (51.73)	84 (13.21)	153 (24.06)	636 (100.00)

NOTE : BRACKETED FIGURES ARE PERCENTAGES TO ALL CLASSES TOTALS.

It is evident from Table 5.19 that assets/infrastructure user beneficiaries from BPL and non-BPL families share matching (equal) proportions signifying usage of available infrastructure by all sections of village community. Incomewise majority of infrastructure user beneficiaries belong to category of persons who are just below poverty line. Perhaps fruitful use of available infrastructural facilities will enable them to cross the poverty line with extensive and judicious use of available assets/infrastructure which was not available to them few years back. Some of the low income beneficiaries in the income

group of Rs. 5001 to 11000 by extensive and judicious use of shopping centre facility can raise their income levels with easy access to customers leading higher turnover. Such useful infrastructure seems to have potential to improve living conditions as well as income levels of its user beneficiaries.

5.5.4 Among other attributes of infrastructure user beneficiaries, three fourths of beneficiaries seem to be literate having had formal education from primary standard upwards unlike employment seeking beneficiaries that mostly comprises illiterates. As in the case of employment seeking beneficiaries very high proportion of infrastructure user beneficiaries belong to the very active age group of 19 to 50 years of age. Among the land holding (cultivator) beneficiaries, rather than medium and large land holders, marginal and small farmers and the landless workers seem to be making, to a great extent, use of available infrastructure. Many of such users may perhaps be often using roads, veterinary aid centres, shopping centres, marketing platforms at market yards etc. On the whole, created infrastructure appears to be of utility value, specially for villagers having meagre resource endowments, for raising income levels and/or for savings in costs. On the whole all profiles of infrastructure users/beneficiaries are indicative of the usefulness of already put-in-place assets/infrastructures across sample villages of the study area. This aspect can be further assessed from opinion survey of infrastructure user beneficiaries. Table 5.20 presents opinions expressed on quality, durability and utility (usefulness) of the assets/infrastructure put-in-place in sample villages of the study area.

TABLE NO. 5.20
BENEFICIARY OPINIONS QUALITY/DURABILITY OF ASSETS/INFRASTRUCTURE
CREATED IN (1994-95 TO 1998-99).

Sr. No.	Regionwise Particulars	Types of Assets/Infrastructure						
		Shopping Centre	School Building	Anganwadi	Samaj Mandir	Roads	Drainage Works	Other Works
1.	Aurangabad.							
1.1	Good Quality	93.75	73.33	63.64	71.43	03.86	16.67	55.34
1.2	Average Quality.	06.25	26.67	36.36	28.57	26.82	38.89	39.81
1.3	Poor Quality.	--	--	--	--	69.22	44.44	04.85
1.4	Durable.	100.00	100.00	100.00	85.71	26.92	55.56	94.17
1.5	Useful.	93.75	100.00	100.00	100.00	100.00	58.33	92.23
2.	Amravati							
2.1	Good Quality	78.57	64.29	50.00	89.47	31.44	18.93	56.41
2.2	Average Quality.	21.43	35.71	50.00	10.53	40.00	43.24	37.18
2.3	Poor Quality.	--	--	--	--	28.56	37.83	06.41
2.4	Durable	100.00	92.86	100.00	89.40	71.43	70.27	87.18
2.5	Useful.	92.86	92.86	100.00	89.40	100.00	75.68	92.31
3.	Nagpur.							
3.1	Good Quality.	100.00	90.91	92.31	100.00	68.06	55.56	75.51
3.2	Average Quality.	--	09.09	07.69	--	30.55	38.89	24.49
3.3	Poor Quality.	--	--	--	--	01.39	05.55	--
3.4	Durable.	100.00	100.00	100.00	100.00	98.61	94.44	100.00
3.5	Useful.	78.85	100.00	100.00	100.00	100.00	91.67	100.00
4.	Total :							
4.1	Good Quality.	91.84	75.00	71.88	86.05	45.86	30.28	60.01
4.2	Average Quality.	08.16	25.00	28.12	13.95	32.33	40.36	35.65
4.3	Poor Quality.	--	--	--	--	21.81	29.36	04.34
4.4	Durable.	97.96	97.58	100.00	90.70	77.44	73.39	93.04
4.5	Useful.	87.76	97.50	100.00	95.23	100.00	75.23	93.91

NOTE : OTHER WORKS INCLUDE G.P. OFFICE, VET. AID CENTRE, DWELLING UNITS, LATRINES/TOILETS, MARKET YARDS, STORAGE WATER TANKS, CATTLE SHEDS, COMPOUND WALLS ETC.

5.5.5 Opinions expressed by user beneficiaries of assets/infrastructure created across sample villages of the study area (Table 5.20) confirm earlier direct observation based conclusions drawn from the data presented in Tables 5.9 and 5.12. User perceptions presented in Table 5.20 clearly indicate that the assets/infrastructure created in sample villages during the reference period are qualitatively good except for most of drainage works and roads. While 50% of the roads are all weather pucca roads, the rest 50% are only fair weather rubble murum based kutchha roads. All roads are satisfactorily maintained.

As regards drainage systems, nearly 75% are in constant use and properly maintained by gram panchayats with regular repairs which are by and large functional all through the year. This has led to improving hygienic conditions in village habitat. Community halls (samaj mandirs) in all sample villages are easily available and no rents are charged for its use. Community Halls (Samaj mandirs) across all sample villages seems to be often used for various community programmes. Special mention about school buildings is called for. In almost all sample villages primary level school were existing before the start of reference period which were upgraded to middle levels during the reference period after construction of additional class rooms under the aegis of the EAS and JRY 15% programmes. This has facilitated educational pursuits of village lads. Statistics on number of class rooms available per school prior to and at the end of reference period shows that 1.25 to 1.80 times rise in the number of class rooms per school was achieved under the aegis of EAS and JRY 15% programmes across the sample villages of the study area. As a result per school enrollment of students in sample villages rose by 10.85, 12.36 and 17.08 percent in sample villages of Aurangabad, Amravati and Nagpur regions respectively by the end of the reference period over that of at the start of it. This is indicative of the level of contribution made by the aforesaid scheme's funding towards facilitating educational pursuits of rural students.

* As regards shopping centre, 92% of user beneficiaries have paid deposits to secure rights of use. Deposits paid range from Rs. 500 to well above Rs. 5000 though nearly 42% of beneficiaries paid on an average 200 to 2000 rupees per shop whereas about 8% have not paid any deposit at all. As regards rents 45% of beneficiaries seemingly paid on an average rent of Rs. 100 to 200 per shop. It is not clear whether shops in the shopping centres are sold out or are given on long lease to users with amounts charged being equated monthly installments (EMI) in rent form and deposits paid as initial payments towards costs. Income profile of the shopping centre beneficiaries reveals a broad spectrum of users with monthly income comprising 20.4% of beneficiaries having 500 to 1000 rupees monthly income, 36.73% being in Rs. 1001 to 1500 monthly income group, 16.33% having it between Rs. 1501 to Rs. 2000 and about 20.41% having over 2000 per month income while the rest operating with less than 500 rupees monthly income. This shows that beneficiaries from all income ranges are users of shopping centres and its use promotes self-employment. Usage of shopping centres seems to be catching the imagination of rural people.

5.6 PERFORMANCE OF EMPLOYMENT GUARANTEE SCHEME (FIELD DATA) :

5.6.1 As stated in Chapter-3 earlier, the **Employment Guarantee Scheme** was started by the Govt. of Maharashtra as early as 1972 with the fundamental objective of providing gainful employment to rural people of the State. To sub-serve this principal aim several sub-schemes were envisaged and put in operation based on the concept of '**Shram Shaktiwar Gram Vikas**' i.e. village development on the shoulders of rural labour force. It is thus clear that singular focus of EGS was on offering guaranteed work (employment) to rural poor on the principal of 'Work on Demand'. Therefore, it may be in order to examine the level of employment generated and quantum of expenditure incurred under the scheme during the reference years in the sample units of the study area.

5.6.2 Before presenting primary data on employment generated under EGS it would be worthwhile to recapitulate the composition of works offered to EGS workers so as to provide employment. Section 3.4.2 of 3rd Chapter states that several EGS sub-schemes namely '**Horticulture Development Programme**', '**Jawahar Wells Scheme**', '**Tree Plantation on Barren Lands**', '**Sericulture**' and '**Shramshaktiwar Gram Vikas**' have been under implementation as part of the EGS. Among completed works since inception of the EGS until 1997-98, soil conservation works, land development works, irrigation works and forestry works together account for 88% of the works under EGS (Table 3.6). In the study region also, Table 3.6 reveals that apart from rural roads all other works have been related to agriculture in the form of land development via soil conservation, irrigation, forestry etc. In the context of JRY, EAS and IRDP programmes aiming at poverty alleviation via infrastructure and/or assets creation works, the emphasis has been on different kinds works that are critical for lifting living conditions of rural people viz. Roads, Drainage, Shopping Centres, Anganwadis, Market Yards, Schools, Community Halls etc. (See Tables 5.9 and 5.10). Therefore in the sample villages covered under the study rural roads related works were the only works which were found to be common to EGS and the other three Central Programmes covered under this study. For this reason comparative performance of the EGS viz-a-vis JRY, EAS and IRDP 20% is confined to rural roads related EGS works. Table 5.21 presents employment generated and expenditure incurred on roads related works under EGS in the study area during the reference period.

TABLE NO. 5.21
REGIONWISE ROADS RELATED EMPLOYMENT GENERATED UNDER EGS
(1994-95 TO 1998-99).

Sr. No.	Region	No. of Road Works	Expenditure (Rs. In Lakhs)			Employment Generated (Mandays)	Wage Rate offered Rs/Manday
			Total Exp.	Exp. On Wages	Exp. On Materials		
1.	Aurangabad.	17	79.10	68.89 (87.09)	10.21 (12.91)	132785	(51.88)
2.	Amravati.	10	30.80	25.32 (82.21)	05.48 (17.79)	46676	(54.25)
3.	Nagpur.	12	37.21	34.88 (93.74)	02.33 (06.26)	68305	(51.07)
4.	Total :	39	147.11	129.09 (87.75)	18.02 (12.25)	247766	(52.10)

Note : Bracketed Figures are percentages to total expenditures.

5.6.3 Data presented in Table 5.21 show that about 82 to 88% of the total expenditure on rural roads related works under EGS is incurred on wages paid to the labourers working under the scheme during the reference period. As compared to EGS, expenses on wage component under JRY works hovered around 25 to 30 percent of the total the expenditures (Table 5.6), while in the case of EAS, it was 27% on community halls (Samaj Mandirs) to about 45% on roads. Expenditure on wages for infrastructure related works including roads under IRDP 20% ranged between 23 to 32 percent of total expenditures incurred. While nearly one half of expenditure on roads related works spent on non-wage components under IRDP 20% may be due to its focus being on asset/creation. In the case of JRY and EAS, despite the focus being on employment generation for alleviation of rural poverty, higher proportions of expenditures on non-wage components indicates **implementation of the two being not in line with the main objective**. Wage rate on the whole under EGS hovers around Rs. 52/- per manday which was higher than the average wage rate of Rs. 46/- per manday paid under JRY during the same period in the same sample villages although in both cases wages paid are above the minimum wage rates prescribed in Maharashtra during the reference period. In terms of sustained employment generation of the order of 240 days per annum (full employment) to a person, sample units in the study region together could provide full employment to 1032 persons during the reference period on road related works under EGS. This works out to on an average full employment offered to 26 persons per village over a 5 year period in the study area under JRY with additional 115 days employment to 2 persons. In the case of EAS about 161 persons could be provided full employment @ 240 days per annum (full employment is not the goal of EAS) which works out to just about 4 persons per village.

Alternatively, 100 days of maximum employment per annum under EAS offers to nearly 10 persons per village (386 persons across all sample villages in the study area) employment over the 5 year reference period. Employment potential of the EGS presented above relates to only rural roads related works which is taken as a case for comparative assessment of three employment generation related anti-poverty programmes. One can imagine the impact of EGS works on poverty alleviation in Maharashtra, if all schemes functioning under EGS umbrella are also taken in to account.

5.6.4 Though provision of gainful employment to the unemployed and/or under-employment rural poor is the main objective of all poverty alleviation programmes/schemes like EGS, JRY and EAS, creation of qualitatively better, durable and useful rural assets/infrastructure so as to integrate employment generation activity with creation of assets to improve rural living conditions is also another objective of these programmes. For creation of sustainable assets/infrastructure, quality and durability assumes importance. Quality and durability in fact are two sides of the same coin while utility of any asset is reflected in its usefulness. These aspects of the assets created during the reference period under aforesaid programmes were probed as well as directly observed by the members of survey teams during the field survey. Table 5.22 presents data in this regard.

TABLE NO. 5.22
REGIONWISE QUALITY, DURABILITY AND UTILITY OF ROADS CREATED UNDER
EGS, JRY AND EAS.
(1994-95 TO 1998-99).

((% of Works))

Sr. No.	Regionwise Particulars	Name of the Scheme/Programme		
		EGS	JRY	EAS
1.	Aurangabad.			
A)	Units.	100	100	--
Bi)	Good Quality.	23.53	06.25	--
Bii)	Average Quality.	05.88	12.50	--
Biii)	Poor Quality.	70.59	81.25	--
C)	Durable.	23.53	06.25	--
D)	Useful.	82.35	62.50	
2.	Amravati.			
A)	Units.	100	100	100
Bi)	Good Quality.	30.00	32.56	--
Bii)	Average Quality.	10.00	16.28	50.00
Biii)	Poor Quality.	60.00	51.16	50.00
C)	Durable.	40.00	41.86	--
D)	Useful.	90.00	81.40	50.00
3.	Nagpur.			
A)	Units.	100.00	100.00	100.00
Bi)	Good Quality.	16.67	40.82	75.00
Bii)	Average Quality.	33.33	34.69	--
Biii)	Poor Quality.	50.00	24.49	25.00
C)	Durable.	50.00	46.94	75.00
D)	Useful.	83.33	83.67	75.00
4.	All Regions :			
A)	Units.	100.00	100.00	100.00
Bi)	Good Quality.	23.08	32.41	50.00
Bii)	Average Quality.	15.38	24.07	16.67
Biii)	Poor Quality.	61.54	43.52	33.33
C)	Durable.	35.90	38.89	33.33
D)	Useful.	84.62	79.63	33.33

5.6.5 Perusal of data presented in Table 5.22 reveals that in the eastern regions of the study area as compared to EGS relatively higher proportion of roads constructed under JRY are of good quality whereas in the Central Region on the contrary a higher proportion of EGS roads seem to be of good quality as compared to JRY roads. However, qualitywise a very large proportion of roads in the Aurangabad and

Amravati regions under EGS as well as JRY reportedly are of poor quality. In general, quality and therefore durability of roads in the central region is very poor in both the schemes. In the two Eastern Regions, however, JRY and EAS roads are relatively qualitywise much better than EGS roads. In the absence of road links, very existence of a good or bad road link is considered useful by high proportion of villagers despite poor quality of roads. On the whole creation of road links under all the three programmes was apparently necessary though its durability due to poor quality was not perceived as of desired level negatively affecting sustainability of roads. Evidently, there is urgent need to strengthen monitoring mechanism in Maharashtra. Emerging results show that overall JRY roads are qualitatively better than EGS roads though EGS seems to generate higher employment levels. Perhaps, close and detailed scrutiny of wage to material ratios and the type/quality of materials used for the works taken up under these schemes is called for. In the case of EGS works this aspect acquires significance in view of high budgetary allocations provided for EGS by Maharashtra Government over last quarter century making relatively small impact on rural poverty levels.

CHAPTER - 6

CONCLUSIONS AND SURVEY TEAMS FIELD OBSERVATIONS.

6.1 INTRODUCTORY REMARKS :

6.1.1 JRY, EAS & IRDP are the Central Government sponsored schemes with 80:20 funding for JRY/EAS schemes and 50:50 funding for IRDP shared by the Central and State Governments. EGS on the other hand is wholly funded by Maharashtra Government. The focus of the JRY, EAS and EGS has been on provision of gainful employment to rural poor while doing so assets/infrastructure are created to benefit rural population. In IRDP the emphasis is on infrastructure/productive assets provision (creation) with employment generation as associated objective. Over the years huge investment in the operation of these schemes are made in rural Maharashtra. The objective of this study is to ascertain whether sustainable infrastructure has been created and to what extent gainful employment is generated on sustained basis in Central and Eastern parts of Maharashtra. The study makes an honest though modest effort to assess the impact of the assets/infrastructure created under aforesaid poverty alleviation schemes during the 5 years reference period of 1994-95 to 1998-99 in the study areas.

6.1.2 For the purposes of this study requisite primary data base was generated at two levels i.e. Gram Panchayats and employment/infrastructure user beneficiaries. For generation of primary data base a sample survey was organized in rural parts of the study area to collect necessary data from the selected sample units in structured questionnaires by personal interview method. Requisite primary data base was generated from a total of 1200 beneficiaries spread across 60 villages belonging to 12 blocks and 6 districts. Primary data base was supplemented by secondary data collected from the records of DRDA, Gram Panchayats records and published/departmental sources.

6.1.3 Cultivators and agricultural workers account for 60% of the workforce in Maharashtra. Agricultural workers accounting for 26.81% of main workers are the principal claimants of regular work on continuing or casual basis. Employment oriented schemes are targeted to provide employment to this section of workers. Agriculture being the main provider of sustenance to a large proportion of the states workforce and rural poverty in Maharashtra being over 55% during the reference period, poverty alleviation programmes operating in rural Maharashtra acquire significance in the context of assessing its impact on the rural workforce.

6.1.4 JRY has been the largest wage employment programme implemented in all villages throughout the country through Panchayati Raj Institutions. Its main objective is to provide gainful employment to un-employed and additional gainful employment to under-employed persons in rural areas. It also envisages creation of durable socio-economic assets via employment generation to improve quality of rural life. JRY provides for 50% of employment to be offered to SC/ST groups and 30% to women with priority being offered to BPL families for full coverage. These aspects of JRY are the focus of this study.

6.1.5 EAS launched on 2nd October 1993 was initially launched in 1778 backward Panchayat Sammittees across 257 districts in drought prone, tribal, desert and hill areas all over the country. It was extended to all 5448 Panchayat Sammittees by 1997-98. Thus for major part of reference period of this study EAS operation in rural Maharashtra was restricted to few districts. The primary objective of EAS is to create additional wage employment during the periods of acute shortage of employment opportunities such as rainy season. EAS offers a maximum of 100 days of manual work employment during the lean agricultural season.

6.1.6 IRDP though launched in 1978-79 became fully operational on 2nd October, 1980 by extending the programmes to all blocks in the country. IRDP is a beneficiary oriented programme which aims at providing productive assets/infrastructure to promote self-employment opportunities for the rural poor. All BPL families are covered under the programme by offering Govt. subsidy and easy term credit by financial institutions. The target groups include families of marginal and small farmers, agricultural labourers and rural artisans etc. whose per capita monthly expenditure does not exceed the poverty line. IRDP provides for special safe guards by reservation of minimum 50% coverage to SC/ST's, 40% for women and 3% for physically handicapped persons. For filling critical gaps or absence of infrastructure 20% of the total allocation is set apart as infrastructure fund for use in identified areas. The focus of this study is restricted to 20% infrastructure fund utilization in areas where the scheme was operational during the reference period.

6.2 EMERGING CONCLUSIONS :

6.2.1 Gram Panchayats being responsible for operation and efficient management of available funds as well as physical works under poverty alleviation programmes its size and composition of elected members assumes importance. In this context over 80% of the Gram Panchayats in the sample villages of study area function with 7 to 9 elected membership size, 10% with 11 members body and the rest with 13 and 17 members respectively. Thus the sample of Gram Panchayats comprise small as well as big villages for primary data base generation (Table 5.1).

6.2.2 Composition of the membership of Gram Panchayat reveals involvement of all social classes and gender groups in the decision making process at Gram Panchayat levels signifying representation of all sections of village population and by implication all groups participation in the functioning of Gram Panchayats. Apart from this blend of youth and experience is also evident in Gram Panchayat membership pattern in the sample villages of the study area. Secondly, Gram Panchayats in the study area are strongholds of socio-economically disadvantaged groups with lions share being accounted for by BC's. Gram Panchayat membership patterns are expected to influence functional patterns and performance levels of GPs of the sample villages (Tables 5.2, 5.3 and sec. 5.2.3 & 5.2.5).

6.2.3 Gram sevak (V.L.W. or V.D.O.) being ex-officio secretary of Gram Panchayats his work load, work habits, knowledge, commitment to duties and interest in work impacts functioning of GPs and implementation of poverty alleviation programmes. Data presented in this regard show that in nearly 62% of the sample villages Gram Sevaks are assigned 3 or more Gram Panchayats. This negatively impacts his regular presence and availability in villages assigned to him. In 90% of the sample villages, his non-availability was reported by survey teams despite prior information and by sample units during the survey. Gram Sevaks lack of interest and commitment to responsibilities assigned was evident in his unawareness of wage rates under JRY works, failure to display list of ongoing JRY works/programmes on black boards at G.P. premises etc. His satisfactory performance seems to be confined to maintenance of muster rolls to forwarding expenditure, employment generation related statistics to superiors. (Table 5.4, sec. 5.2.7)

6.2.4 Gram Panchayats of the sample villages, by and large, are not following laid down implementation procedures prescribed in the JRY guidelines. Non-availability of JRY manuals, absence of employment demand (job seekers) register, lack of transparency in working, communications gaps, non-formulation and/or failure to seek approval of action plans by Gram Sabhas in over 70% of the sample villages etc. despite mandatory nature of these functions collectively are indicative of routine (normal) functional pattern of sampled Gram Panchayats. Such functional patterns are wholly contrary to the underlying spirit of the 73rd constitutional amendment bestowing development related village level powers and financial freedom to Panchayati Raj Institutions of which Gram Panchayats are an important component. Such functional patterns lead to waning of interest and loss of concern to G.P. affairs/functioning of all villagers culminating into declining rate of participation at Gram Sabha meetings. Survey data reveals that just about 30 to 50% of the sample GPs in Aurangabad and Amravati regions and none in the Nagpur region reported affirmative actions on issues under discussion. Hopefully, there is still time to arrest such trends so as to fulfill constitutional aspiration of putting in place people friendly and transparent democratic institutions at least at village levels (Table 5.5 sec. 5.2.9 and 5.2.10).

6.2.5 Data show that during the reference period nearly 235 lakh rupees (70% of available funds were spent in sample villages to generate 1.41 lakh mandays of employment. This means nearly 117 needy persons have found sustained full employment or 282 persons could be helped to find additional employment during the lean agricultural season under JRY (Table 5.6 sec. 5.2.12).

6.2.6 Despite JRY being mainly employment oriented programme, just about 25 to 30 percent of the total expenditure seems to be incurred on payment of wages. Thus the wage material ratio stipulated under JRY guidelines is not maintained in the entire sample of GPs across the study area. This means full potential (target) of sustained employment generation has not been achieved (Table 5.6 sec. 5.2.13).

6.2.7 The average wage rates paid in the sample villages under JRY range between Rs. 44 to Rs. 48 per day across the study regions. The overall average wage rate in all sample villages works out to Rs. 45.95 per day. Thus average wage rates paid under JRY in sample villages are nearly 9.4% higher than the minimum wage rate of Rs. 42/day prescribed by Govt. of Maharashtra during the reference period (Table 5.6 sec. 5.2.13).

6.2.8 Under JRY, sample Gram Panchayats have generated employment levels which could provide full employment of 240 days per annum to one person per village and 115 days of average additional gainful employment to two under-employed persons per village for 5 years in the sample villages of the study area during the reference period (sec. 5.2.13).

6.2.9 At the overall wage rate of Rs. 45.95 per day and 240 days annual employment to one BPL person alongwith 152 days per year employment to another person of the same family can generate an income of Rs. 18012 pushing the 5 member family above the poverty line of Rs. 18000 family income per year prevailing during the reference years in each sample village i.e. 60 families could have crossed poverty line in sample villages of the study area (sec. 5.2.13).

6.2.10 Drainage systems/works, roads, shopping centres schools, community halls (samaj mandirs) and Gram Panchayat Offices in that order are preferred as infrastructure choices under JRY in the sample villages of the study area. Others category includes latrines, market yards (platforms), anganwadi premises etc. (Table 5.7 sec. 5.2.15).

6.2.11 Infrastructure works taken up in sample villages reflect direct/indirect potential for raising income levels and improvements in living conditions of the rural population in the study area (sec. 5.2.15).

6.2.12 Employment offered to SC/ST categories under JRY was well over stipulated norm of 50% in the sample villages of Aurangabad and Amravati regions but fell short by 20 percentage points in the Nagpur region (Table 5.8).

6.2.13 As regards female workers, their share in total employment generated ranged from 24 to 27 percent in sampled Gram Panchayats of the study area which fell short of stipulated minimum by over 6 percentage points (Table 5.9 sec. 5.2.17).

6.2.14 JRY works related to shopping centres, schools, samaj-mandirs (community halls) and G.P. premises are more or less of good quality, durable and very useful across all sample villages of the study area according to the opinions expressed by people of sample villages and direct observations of the survey team members. Only in the case of roads and drainage works most of the works were observed to be of poor quality, negatively impacting its quality and usefulness. However, assets included in the others category present a mixed bag with most of them being of average quality, average durability and

utility. All the works created under JRY have high utility value and potential to meet the objectives set out. (sec. 5.2.17)

6.2.15 Under IRDP 20% and JRY 15% infrastructure creation is taken up to fill up critical gap or absence of needed infrastructure works. EAS sub-serves these needs while generating additional employment for the needy rural poor. Data shows that composition of works under these three programs ensures creations of a variety of community assets to fill up existing gaps (Table 5.10 sec. 5.2.18).

6.2.16 Across sample villages, the share in total expenditure on infrastructure works out to 38.25% in IRDP 20%, 36.56% in EAS and 25.29% in JRY 15% during the reference period. The overall daily wage rate across sample villages of all regions ranged between Rs. 51 to 54 which was well above the minimum wage rate by about 10 to 12 percentage points (sec. 5.2.18).

6.2.17 Employment generation shares under the three schemes in sample villages hover around 35.95% for IRDP 20%, 38.94% in EAS and 25.16% in JRY 15% respectively (sec. 5.2.18).

6.2.18 Among infrastructure works shopping centres, market platforms/yards, veterinary aid centres were preferred as community assets under IRDP 20% whereas under EAS and JRY 15%, additions to school rooms, anganwadi works, community halls, dwelling units (Gharkuls) etc. received higher priority in sample villages (sec. 5.2.18).

6.2.19 Among the regions, both the eastern regions utilized available funds more effectively under the schemes than the central region. consequently sample villages of the eastern regions outperformed over the central region villages in all works taken up under these three important poverty alleviation programmes (sec. 5.2.18 & 5.2.19).

6.2.20 Perusal of Table 5.12 shows that assets/infrastructure created under the three programmes on the whole are need based and most are completed. By and large all works are durable useful and mostly of good quality (Table 5.12 sec. 5.2.21).

6.2.21 Results emerging from the survey of labourer beneficiaries show that by and large beneficiaries of employment generation programmes belong to population groups targeted for providing succor to them (Table 5.13, 5.14, 5.15 sec. 5.4.2).

6.2.22 Data show that absolute poverty stricken BPL families with under 5000 rupees per annum income have been left out of employment offered under the programmes. This may have occurred due to non-maintenance of job-seekers demand registers. This raises questions about efficacy of the implementation as well as monitoring and supervisory mechanism (Table 5.15 sec. 5.4.4).

6.2.23 Selection of labourers (beneficiaries) for employment is almost entirely made by either the Gram Sevak (Panchayat Secretary) or the contractor undertaking the assigned jobs. Both seem to fail to follow the guidelines of allocation of employment shares to target groups and could be held responsible for the lapses and appropriately punished. (Table 5.16 sec. 5.4.5)

6.2.24 Wage payments based on per day rates are made weekly on market (bazar) days depending upon weekly market days of a given area. Wage payments are mostly made by Gram Panchayat functionaries or contractors who employ them.

6.2.25 Wage rates for labourer beneficiaries being higher than the minimum notified wages, almost all of the beneficiaries were not aware of the prevailing minimum wages. This is indicative of the role played by the JRY, IRDP, EAS Programmes that pushed upwards prevailing wage rates in the study areas (sec. 5.4.6).

6.2.26 Incomeclasswise most of the infrastructure user beneficiaries belong to just below poverty line families in the sample villages of the study area (sec. 5.5.3).

6.2.27 Among infrastructure user beneficiaries over 75% are literate having had formal education from primary standard upwards. This is unlike employment seeking employees who are largely illiterate. Most of these beneficiaries belong to the age groups of 19 to 50 years age which form vigorous activity periods of life. (sec. 5.5.4)

6.2.28 Among the land holder beneficiaries, marginal and small farmers and landless workers seem to be more keen to use infrastructure facilities. Therefore, infrastructure created appears to be of high utility value, specially for villagers having meagre resource endowments (sec. 5.5.4).

6.2.29 Perceptions of infrastructure user beneficiaries clearly indicate that assets/infrastructure created in sample villages during the reference period are qualitatively good except that of drainage works and roads (Table 5.20 sec. 5.5.5).

6.2.30 In all sample villages primary schools existing prior to reference period have become middle schools due to availability of additional rooms constructed under these programmes. Per school class rooms have gone up from 1.20 to 1.80 times and student enrollment has gone up by 10.85, 12.36 and 17.00 percent in sample villages of Aurangabad, Amravati and Nagpur region respectively. This is indicative of the level of contribution made by the aforesaid schemes related funding towards raising educational infrastructure facilities for rural childrens (sec. 5.5.5).

6.2.31 Users of shopping centres belong to all income ranges and its use in their perceptions promotes self-employment opportunities. Usage of shopping centre facilities seems to be catching the imagination of rural people (sec. 5.5.5).

6.3 REPORT OF THE SURVEY TEAM ON DIRECT FIELD OBSERVATIONS:

- 6.3.1 STUDY AREA :**
- 1) Yeotmal & Buldhana Districts : Inland Eastern Region.
 - 2) Bhandara & Wardha Districts : Eastern Region.
 - 3) Aurangabad & Nanded Districts : Central Region.

Field Investigators made notes on directly observed ground realities during visits to sample villages as a part of field work. Some of the observations are common to majority of districts/taluqas and some are district/taluqa specific. Observations common to majority of districts and to majority of sample units are presented under study area head while district specific observations are presented under respective districts separately to bring out inter district/regional differences.

6.3.2 STUDY AREA FIELD OBSERVATIONS :

Four types of observations are common to most of the sample units in the study area. These are (i) Poor maintenance of records including accounts on receipts and expenses (ii) Quality of works, (iii) Lack of Interest in holding Gram Sabha meetings and (iv) Failure of monitoring and/or supervisory mechanism to keep in check irregularities. Observations made with regard to above categories are as given below :

6.3.3 RECORD KEEPING : Lack of proper record maintenance is a common feature across majority of Gram Panchayats in all regions/districts barring some notable exceptions. The nature of lapses in record keeping relate to (a) Datewise mismatch of cash book and bank pass book entries (b) Nonexistence of bank deposits shown on cash books. (c) Two types of accounting mismatch situations viz. labour expenses on projects with or without expenses on materials, equipment etc. not being commensurate with each other and expenditures plus unspent balances not matching with total funds received (d) Receipts for Form No. 7 invariably not issued (e) Form No. 22 i.e. Muster Roll non-updating or improper maintenance (f) Restricting record maintenance to four types of records viz. Cash Book (Form No. 5) Voucher (Form No. 15) and Muster (Form No. 22) and Bank Pass Book which of course is updated by banks as and when presented. (g) Measurement Book (M.B.) which Gram Panchayats are supposed to keep invariably is kept by the Engineers who are associated with Gram Panchayats.

6.3.4 WORKS QUALITY : (a) Quality of completed or under construction works by and large hovers around below par to poor rating barring some exceptions. (b) Further, work quality is rarely commensurate with level of expenditures incurred. (c) Non-existence of works on which expenses are shown. (d) Works not being in line with felt needs or being duplicated and taken up even without Gram Panchayats Resolution i.e. without authorization. (e) Locating works like shopping centers on improper sites thereby negatively impacting its usefulness/utility.

6.3.5 GRAM SABHA : Lack of interest in holding Gram Sabha meetings appears much widespread across all regions of the study area. However, it being mandatory, invariably Gram Sabha meetings are held on paper i.e. fake records of Gram Sabha meeting having been held are created with fictitious thumb impressions to fulfill quorum requirements. Using this route community assets like samaj mandirs (community halls), shopping centers etc. are built to suit requirements of the Gram Panchayat Pradhans or other influential members of the village community. Thus laid down guidelines are violated.

6.3.6 NON-MONITORING/SUPERVISION : Panchayat Sammittee's, (BDO's), Extension Officer's are expected to monitor working of Gram Panchayats and supervise Gram Sevak (who is Secretary of Gram Panchayats also) but failure in this regard is more widespread than thought of. Field Staff has come across villages where Gram Sevaks on lengthy medical leave have carried Gram Panchayat records with them and his replacement had to begin his tenure starting with new (fresh) record books/registers. Similar things seem to happen when Gram Sevaks are transferred from one village to another. This practice deprives the Gram Panchayats to have historical record of works etc. of their own village and hampers working of new incumbent as well as the elected body. Strangely, none of the personnel involved have ever taken cognizance of these things and set it right. Stringent punishments for such failures or for non-compliance with laid down procedures are required.

6.3.7 DISTRICT SPECIFIC FIELD OBSERVATIONS : Sample Gram Panchayats in Yeotmal district seem to perform poorly on all four counts discussed under study area observation. In the case of **Buldhana** district, sample Gram Panchayats seem to do better with respect to maintenance of records but on other counts do as badly as those from Yeotmal district. In some villages of **Buldhana** district Muster Rolls were found to be almost wholly blank though work quality was slightly better than in Yeotmal. Only in **Nandura** village of **Buldhana** district, record keeping and works both were found to be of high order and good quality. Sample Gram Panchayats of **Bhandara** district seem to keep records as unsatisfactorily as any other sample village but, the quality of works completed was observed to be much better. Most of the works under JRY done in some villages of this district are of cement concrete all weather roads and cement

concrete drains. Similarly, 15% JRY & 20% IRDP, EAS works are of high quality but not in line with felt needs of people. As regards Wardha district, both the villages in Hinganghat tehsil seem to be doing much well in the context of keeping records and quality of works. One of the two villages has a Gram Panchayat President (Pradhan) who himself maintains essential records though there are slip ups. On the whole record keeping seems O.K. but, most of the works taken up are in the vicinity of Gram Panchayat Pradhan home. Cement concretized roads are a rare sight generally in villages, but some of the villages in Bhandara and Wardha district do have such roads and pucca drainage lines. Pohana the other village is a bit interior and less developed but works taken up under IRDP (5 shops) and cement roads under EGS are all of very good quality. In the village as a whole cemented roads and drains are of good quality and among all villages surveyed, this village was found to be cleanest with relatively much better record keeping. One of the two villages of the other tehsil Karanja is similar to aforesaid two villages in all respects but, the 4th village namely Lodgarh is like many other villages. It has neither proper record keeping tradition nor usable infrastructure because there is no maintenance. Cement roads are damaged at various places. Though there are couple of newly built school rooms, school functions in old dilapidated structure and newly built rooms are used as store rooms. Aurangabad/Nanded both the districts of Central Region do not fare well with respect to either proper record keeping or quality of works or holding of Gram Sabha meetings and monitoring mechanism. Strangely, Gram Panchayats in this region do not seem to be too bothered about development needs. Drains built in 1997-98 seem to appear on list of drains of 1998-99 without any record of measurement in M.B. records or specification of its location. Records are badly kept and mis-match of expenditures and funds received is common. Even, Auditors have failed to bring up these aspects in audit reports. Shopping complexes built under IRDP 20% remain un-allotted. Only Palod village in Aurangabad seems to be doing relatively better with much better track record of better record keeping and better works position and display of works, information on black boards of Panchayat premises etc. Budgets for projects and type of works to be taken up are decided by BDO Office and therefore, the villagers do not know much about works. Except this one village, others are bordering on bad performance in all respects.

On the whole 3 of the 6 districts forming part of the study area are doing better with respect to performance but remaining one district from Eastern region and both the districts of Central region are not doing well. Thus performance-wise it is a mixed bag of good performance and not so good or below par performance that emerges from the direct observations based reports of field investigators.

CHAPTER - 7

RECOMMENDATIONS.

7.1.1 Discussions in the preceding chapter clearly bring out that as far as funding is concerned, poverty alleviation schemes assessed in this study are fully and adequately funded so much so that available funds have not been utilized year after year. Therefore, major concerns about the success rates of these schemes relate to better utilization of available funds and raising performance levels. Recommendations flowing from the results emerging from the survey data mainly relate to the areas of improvements in implementation process and achievement of higher performance levels. Since implementation of the schemes is the primary responsibility of the personnel at Gram Panchayat level to a large extent and Panchayat Sammittee/Zilla Parishad levels to a lesser extent, recommendations mainly relate to functional shortcomings at two or three such levels. Main recommendations flowing from the study can be summed up as follows :

7.1.2 Survey results show that over 60% of the Panchayat Secretaries (Gram Sevaks) are assigned more than 3 village panchayats. This means a Gram Sevak provides secretarial assistance to as many GPs assigned to him. Thus he is over loaded with work. His failure to put-in credible performance to a great extent springs from the work load he carries. Therefore, there is a strong case for restricting his functional activity to one or two villages. Feasibility of appointing a educated local youth to assist Panchayat Secretary for maintaining all records viz. employment demand registers, muster rolls, JRY manuals and all other things is worth exploring. Such a person should be trained by the Panchayat Secretary and provision for his salary may be made in GPs budget. Panchayat Secretary should act as trainer and supervisor and both be made accountable for failures of all kinds. This calls for serious consideration at the centre vis-à-vis state levels

7.1.3 Survey of Gram Panchayats has revealed that overwhelming proportion of GPs do not follow guidelines of JRY and other poverty alleviation programmes. This affects functioning of GPs in two ways. Firstly, it lets off personnel involved in implementation process for minor as well as major failures easily. Secondly, it leads to communication gaps between GP members and villagers which further leads to growing indifference and wanning of interest in participation in Gram Sabhas meetings. Thus, what is supposed to be nurtured and promoted gets discouraged and nipped in bud. Therefore, there is a urgent need to introduce stringent functional and financial accountability norms for Sarpanch/Panchayat Secretaries as well as other elected/nominated G.P. members.

Punishments need to be prescribed for collective failures of all GP members including the Sarpanch (Pradhan) and the Secretary. Withholding financial allocation could be a form of punishment to keep alive interest of Gram Sabha in functioning of GPs.

7.1.4 Feasibility of empowering Gram Sabhas with right to recall elected members for serious failures may be explored

7.1.5 Following election of new G.P., training of all newly elected G.P. members including the Sarpanch (Pradhan) to create awareness of functional and financial responsibilities as well as implications of failures may be organized by the implementing agencies at the State and District levels.

7.1.6 All members of GP should be allocated programme-wise responsibility to supervise implementation of ongoing schemes/works and be made responsible for failures so as to face punishments.

7.1.7 Failures like non-maintenance of job seekers employment demand register, non-preparation and/or non-approval of action plans by GPs be treated as serious lapses qualifying for cuts in fund allocations.

7.1.8 Gram Panchayats are reportedly hampered by lack of technical understanding for making action plans related to infrastructure programmes. Therefore, block officials undertake this task raising chances of the same not being need based. Regular training sessions for newly elected GP members be organised at Panchayat Sammittee/Zilla Parishad levels. Such sessions should cover awareness of technical and financial/accounting norms and building up of skills among all GP members.

7.1.9 Each member of GP may be made responsible for regular supervision of repair and maintenance of one or two infrastructural works to ensure extended life and proper functioning of such works to the benefit of the village community.

7.1.10 All poverty alleviation programmes are meant to benefit village people, therefore involvement of contractors be discouraged. Atleast gainful employment to needy from the village itself should be insured while allowing contractors to take up construction works. Failures in this regard by the contractors/G.P.s be punished by withholding payment of expenses/fund allocation.

7.1.11 Implementing agency personnel should hold rotating rounds of group discussions with villagers to spread awareness about programmes atleast once a month. This may promote interest of villagers in ongoing schemes and spur them to attend Gram Sabha meetings as also will force GPs to practice transparent functioning.

Hopefully the conclusions flowing from the study and recommendations made if implemented would enable GPs to conceive new plans, ideas for improving performance levels of the programmes under implementation.

