

## **Executive Summary**

Social development has now come to be regarded as the ultimate development. The five decades of planning has, no doubt, helped the country to emerge as a leader in many areas. However, the inability of the growth to percolate down to the grass root levels evenly has started questioning the very basis of planning. The prevalence of high levels of unemployment, poverty, illiteracy rural to urban migration etc are some of the most critical socio-economic issues that threaten to destroy the overall level of prosperity so far achieved, unless some quick remedial actions are not taken up to arrest it.

Social sector planning has now been regarded as an important tool to counter these anomalies. The initiation of a host of social sector programme stands testimony to the fact that the government is quite serious about the menace. Thus, the development of both economic as well as social sector is vital for overall and holistic development because, while economic development provides physical growth and prosperity, the social sector provides sustainability. Thus both sectors are complementary to each other and emphasis on any one, at the cost of other, may lead to disastrous consequences.

The study covers two district of Uttar Pradesh. Saharanpur district from the western region and Varanasi from the eastern region. Further in two sample districts, five villages each were selected from the two blocks. Thus, the sample contained a total of ten villages. Of these, two villages belonged to Ambedkar gram, two were from Gandhi gram, two were those villages from where female pradhan has been elected and remaining four villages belonged to general category. The purpose of selecting these villages was to cover maximum number of socially deprived sections and maximum number of social sector schemes.

Both of the sample districts selected are developed on socio-economic scale and the study covers a total of fifteen major social sector programmes that were in

operation. These programmes have been analyzed by first, broadly classifying them into the following four major heads viz.

- (i) Social sector programmes on Education,
- (ii) Social sector programmes on poverty alleviation,
- (iii) Social sector programme on National Social Assistance Scheme, and
- (iv) Social sector programmes on Basic minimum needs.

Further the programmes have been analyzed at three levels.

- (i) In the first level, the performance of the programme has been evaluated on the basis of involvement of beneficiaries and functionaries;
- (ii) In the second level performance has been examined on the basis of the programmes linkages with other social sector programmes; and
- (iii) In the third levels the performance of the programme has been judged by its impact on some specified socio-economic variables on beneficiaries.

On the basis of their nature and coverage, these programmes have been classified into two head viz. specific social sector programmes and general social sector programmes. The specific programmes catered to the needs of specific section or category of society while general programme provided coverage to all sections, irrespective of their caste or gender. In the first category ten programme were included, while in the second five programme figured. The details of programmes and profile of beneficiary have been summarised in table 4.2 & 4.2A.

Further, as the nature and scope of two programmes varied, the methodology adopted for data collection also differed. In general programmes, data collection was made with the help of village household scheduled and field observation while in the specific programmes, the selection of beneficiary was made with the help of sample, through specifically structured questionnaire.

In the analysis of social sector programme on education, the following three programmes were studied in detail viz.

- (a) Mid-Day Meal
- (b) Scholarships for Primary Education, and
- (c) Adult Education and Neo-literate Programme.

The analysis of the programmes, shows that the performance of mid day meal programme and scholarship programme was good however the performance of neo literate programme was poor. Further, it was also observed that the level of involvement of beneficiaries in both formal stream of education viz. mid day meal and scholarship scheme was high whereas the involvement of beneficiaries in the neo literate programmes was low. Likewise, the involvement level of functionaries was average in both the former programmes whereas it remained low in neo literate programme. All this also affected the level of performance. The impact of the former two programmes on focus group of household was good while it was low in case of neo literate. It was observed that the performance of the programme was directly influenced by the level of involvement of both the beneficiaries as well as the functionaries.

#### **Mid Day Meal and Scholarship for Primary Education Programme**

**Weakness:**

- (i) No fixed day was assigned for the distribution of mid day meal, which created a lot of uncertainty and affected the scope and performance of the programme.
- (ii) at many instances, insufficient quantity of meal was found to be supplied to the students.
- (iii) involvement of teachers in the distribution of mid day meal was obstructing and effecting their teaching assignments.
- (iv) many a time, non availability of supplementary nutrition, under mid day meal programme affected the performance of the programme.
- (v) the procedure of holding joint account with village pradhan under the scholarship programme was creating more difficulties rather than facilitating it.
- (vi) the nutrients supplied to students were of poor quality.

**Suggestions:**

- (i) the appointment of teachers be made in accordance with the number of students viz. proper ratio between teacher and student maintained.
- (ii) no extra work except teaching be assigned to the teaches. Thus, the task of distribution of nutrition under mid day meal be assigned to other official from administration.
- (iii) scholarship to students be provided in accordance to their actual number.

- (iv) guardians be made aware of the importance of education and they be encouraged to send their wards to school.
- (v) regular teacher-parents meeting be organised.
- (vi) supervision of schools be maintained.
- (vii) the grassroot level institutions like the panchayats, village education committees etc be mobilised and assigned the task of providing supervision and monitoring role in the functioning of schools.
- (viii) the distribution of supplementary nutrition under mid day meal programme be held in the school premises only and at no other places as was being observed. This would go a long way to promote and enhance the enrollment and attendance level of students at school.

### **Neo-Literate Programme**

#### **Weakness:**

- (i) the level of participation of both the beneficiaries as well as programme functionaries was of poor level.
- (ii) most of the VTs and MTs in the programme were found to be pradhans or teachers who were imparted training, which reflects the casual manner in which the programme was being handled. All this also resulted in the poor distribution of reading and learning materials.
- (iii) a majority of centres lacked in teaching and learning materials, improper seating and lighting arrangements.
- (iv) a large number of centres did not operate for the whole period of programme.
- (v) most of the centres had not been supervised by higher authorities at all.
- (vi) lack of cooperation from higher authorities, poor upkeep of centres, both in terms of its physical and material side, discouraged the beneficiaries from attending it regularly.

#### **Suggestions:**

- (i) only genuine beneficiaries be identified and selected in the programme as proxy and non serious beneficiaries limit the scope of the programme.
- (ii) like-wise only those people, who are committed to work in the programme, be invited to act as programme functionaries like VTs, MTs and they be imparted training.
- (iii) proper environmental building exercise, preferably by some professional body, be carried out at the village level, both prior to the commencement of the programme and also at regular intervals.
- (iv) the execution of the programme be taken up on a missionary zeal and not in a perfunctory manner as was being handled currently. This could only be possible if committed workers were invited to join the programmes.
- (v) the teaching and learning material, to both the programme functionaries as well as beneficiaries, be provided in adequate quantity.
- (vi) the programme should also encourage to ensure participation of other grassroot level institutions like the panchayats, village education committees, yuwak mangal dal, and NGOs in the area.
- (vii) similarly, the supervision, monitoring and evaluation work of the programme be assigned to block or district level functionaries.
- (viii) integration of programme with other rural development programme would go a long way is expanding its base and scope.

The social sector programme on rural poverty alleviation programme consists of the following four programmes:

- (a) Indira Awas Yojana
- (b) Employment Assurance Scheme/JRY
- (c) National Improved/Smokeless Chulha Scheme
- (d) Scheme for Rural Sanitation.

The analysis of all the four scheme showed that except for Indira Awas Yojana, the performance of other three schemes was either bad or was of average level. The involvement level of beneficiaries was low in the three schemes except for IAY where the involvement was of average level. Likewise the involvement of functionaries in all the four scheme was also found to be of low level. The linkages of programme with other programme was also at low levels except of IAY. Likewise the impact on focus groups of households was also low. The poor performance of programme could largely be attributed to the poor working of panchayats.

### **Indira Awas Yojana**

#### **Weakness**

1. selection process of beneficiaries lacked element of transparency,
2. mismatch between the proportion of beneficiaries recommended by panchayats and figures provided by block,
3. target based coverage norm was unrealistic, and encouraged non genuine beneficiaries (who had close proximity with pradhans or panchayat-people) to use their influence in selection process,
4. project functionaries untrained status, and non-familiarity with the problems encountered,
5. information networking was of extremely poor quality which deprived a sizeable to section of genuine beneficiaries to participate in the programme,
6. prevalence of mal practices like bribe, subjectivity etc. by programme functionaries limited the scope of programme.

#### **Suggestion:**

1. the processes of selection should be transparent which could be instituted by introducing the process of physical verification of selected beneficiaries at the village level,
2. the no-beneficiaries be explained/informed the reason for their non selection,
3. the target based approach be replaced by region wise demand based approach. The poorest region, where incidence is highest, be identified and provided coverage on priority,

4. for encountering problems like incidence of bribery, or other social obligations, a district level official be nominated to whom grievance be addressed by the people,
5. the amount allocated under the programme be upwardly raised,
6. the installment of the loan given to the beneficiaries be regularised, and their realisation, from the beginning to the end, be ensured,
7. there should be a compatibility in the list of beneficiaries provided by block and panchayat, which could only place if the two work in close harmony,
8. there should be regular evaluation and monitoring of VLWs work,
9. the participation of higher level functionaries be encouraged.
10. there should be regular environmental building exercise carried out by the programme functionaries for which services of outside agencies so could also be taken.

### **Employment Guarantee Schemes**

#### **Weakness**

1. presence of high proportion of non genuine beneficiaries, on account of interference of pradhans, village level functionaries and middlemen, in the process of selection of beneficiary,
2. non-distribution of wage card to the beneficiaries was against the scope of the programme,
3. the supply of poor quality of raw material, to the beneficiaries mainly, on account of absence of proper supervision and support services,
4. the untrained status of programme functionaries also proved to be a big handicap for the programme,
5. near or complete absence of environmental building exercise prior to the commencement and also at regular intervals was limiting the scope of the programme and also did not induce peoples' participation,
6. discrimination in the wage parity was observed which should be removed.

#### **Suggestions:**

1. distribution of wage card to the beneficiaries be made mandatory which contains details of information about the work, completed or likely to be completed, under the programme,
2. the beneficiary be given priority in other development work undertaken by village panchayats or village development committee,
3. a work plan be proposed, which takes into account, the availability of labour in the region,
4. physical verification and evaluation of the work, completed or carried out, at local level by higher programme functionaries,
5. stress must be given for organising campaign for promoting the scope of programme at regular intervals,
6. convergence of rural development schemes and priority be given to people who have participated in any programme,
7. the local labourers be given the priority under the programme and hiring of outside be labourers be either banned or minimised,
8. the wage rate provided under the scheme be at par with wage rate prevailing in the urban areas of the region so as to avoid and check rural to urban labour migration.

## **National Programme on Improved Chulhas:**

### **Weakness:**

1. high percentage of improved chulhas were found, not in use, which reflects the programmes failure to take off,
2. no environmental building exercise or mass media campaign was carried out prior to the launching of the programme,
3. involvement of beneficiaries has been poor,
4. near absence of backup mechanism has also driven off many potential consumers beneficiaries from joining the programme,
5. the availability of traditional and modern sources of energy like timber, liquified petroleum gas (LPG) kerosene, etc. has also curtailed the scope of the programme,
6. near absence of monitoring and support services and indifferent attitude of programme functionaries has provided space for middle men, panchayat secretaries etc. to influence the selection procedure.

### **Suggestions:**

1. awareness programme be taken up before and in between the onset of the programme,
2. proper training be imparted to programme functionaries to attend non functional chulhas,
3. element of transparency be introduced in the selection of beneficiaries which is possible by selecting the candidates in open house meetings,
4. panchayats be mobilised and involved in the programme. The programme functionaries who put up good work be publicly felicitated and also be suitable rewarded.

## **Rural Sanitation Programme:**

### **Weakness:**

1. high incidence of beneficiaries not utilising sanitary toilets, constructed through the assistance provided under the scheme, largely because they were in incomplete construction state,
2. the beneficiary also experienced, many a time, cut in their amount sanctioned, by the project functionaries,
3. involvement of pradhan, village level workers, influential people, middle men in the selection process of beneficiaries which deprived many genuine beneficiaries from availing the benefit under the scheme and lack of transparency in selection pattern,
4. high incidence of the assistance, provided under the scheme to the beneficiaries for construction of sanitary labourers, getting diverted to some other cause was also limiting the scope of the programme, and also reflected the non-seriousness of beneficiaries,
5. the absence of environmental building exercise has also adversely affected the performance of the programme.

**Suggestions:**

1. environmental building exercise should be under taken at the village level, prior to the launching of the programme and also at regular intervals in which merits of sanitation and demerits of remaining unsanctioned be explained to the people,
2. local body institutions and organisations like the panchayats, VEC, VDC, etc. mangal dal, mahila dal etc be encouraged to take up sanitary exercise like construction of drains, sanitary latrines, providing drinking water sources etc.,
3. the people be made aware of the demerits of defecating in open. Efforts may also be made to construct female sanitary complex at village level it not at individual level, at the initial stages,
4. construction of sanitary latrines be made mandatory and be integrated with Indira Awas Yojna. The people be strictly penalised for not adhering to it,
5. sanitation programme be converged with other sanitary problems afflicting the villages such as problem of water logging, lack of approach road, removal of carcass of dead animals, etc.

The programme on National Social Assistance Scheme comprises the following five main programmes:

- (a) National Old Age Pension Scheme (NOAPS)
- (b) National Family Benefit Scheme (NFBS)
- (c) National Maturity Benefit Scheme (NMBS)
- (d) National Handicapped Programme (NHP)
- (e) National Widow Pension Scheme (NWPS)

Besides this, the National Maturity Benefit schemes also has the following complementary programmes:

- (a) Integrated Child Development Scheme (ICDS)
- (b) Balika Samvridhi Yojana (BSY)
- (c) Early Child Care Scheme (ECCS)

The analysis of all five programmes showed that the performance of only the National Old Age Person Scheme and the National Maternity Benefit scheme was found to be good whereas the performance of other three namely the National Family Benefit Scheme, National Handicapped Programme and National Widow Pension Scheme was of average level. However, the study revealed that for the National Widow Pension Scheme, the involvement level of beneficiaries was low. In other



schemes, the beneficiaries were highly involved. However, level of involvement of the functionaries was observed to be largely low. The study also reveals that linkages of the programme were, by and large, low and the impact was also low however in case of National Widow Pension Scheme it was, largely, average. It is suggested that if the involvement of functionaries could be improved or enhanced, the performance of most of the programme could also be substantially improved.

### **National Handicap Programme:**

#### **Weakness:**

1. for obtaining the benefit under the scheme, the beneficiary had to undergo quite a lot of formalities from different offices and departments, which discouraged the genuine beneficiaries,
2. the sixty percent disability criteria, fixed for qualifying for schemes, was many a time being misused by influential people who claimed the certificate through unethical means,
3. lack of information about the scheme, at the village level, also deprived many beneficiaries,
4. lack of coordination between various department like bank, block, viklang department etc. also limited the scope of the scheme,
5. beneficiary were many a time did not have the information about their grants reaching the banks or post offices by project functionaries, thereby, causing unnecessary concern and discomfort,
6. low involvement of project functionaries,
7. target based approach was not realistic and failed to address the problem.

#### **Suggestions:**

1. the selection of beneficiaries be held either at the block or panchayat level by organising a camp in which officials from health, block, social welfare departments are invited,
2. the physical verification of selected candidates be ensured by district level officials,
3. prior to the process of selection, the mass awakening campaigns and environmental building exercises be carried out by programme functionaries at village level, in which the people be informed about the programme in detail and the criteria for selection,
4. regular payment be ensured,
5. the amount of assistance given under the programme was stated to be too meagre, hence it is recommends for suitable upward revision,
5. the participation of programme functionaries be enhanced by organising regular training and evaluating their work.

## National Widow Grant in Aid Scheme:

### Weakness:

1. the process of selection of beneficiaries was too bureaucratic which provided space for panchayats level functionaries, pradhans and secretaries to influence the selection process as a result of which the involvement level of genuine beneficiaries was low,
2. involvement of functionaries was also not of a high order,
3. lack of coordination between various departments viz. block, panchayat etc.,
4. lack of information to the village level functionaries about selected beneficiaries,
5. absence of effective information regarding of programmes to the beneficiaries, on account of lack of environmental building exercise, and mass awakening campaign,
6. the prevalence of two offices, one which maintains the selected beneficiaries' records and other keeping payment details, often worked at cross purposes.

### Suggestions:

1. regular physical verification of selected beneficiaries by block and districts level functionaries,
2. detail information regarding beneficiaries be made available at block as well as at panchayat level,
3. there should be just one office, which maintains details of selected of beneficiaries and payment, as it would facilitate to curb the incidence of unjustified payments,
4. the amount paid under the scheme be enhanced,
5. the participation of village level functionaries and blocks be assured by building better liaison, imparting regular training etc.

## National Maternity Benefit Scheme:

### Weakness:

1. Incidence of late payment, less payment and at times non-payment was in contravention to the programme,
2. lack of coordination between various departments like panchayats, health, etc.,
3. target based approach of the programme was acting against its scope and encouraging involvement of unscrupulous elements,
4. programme functionaries' own departmental work load, at times, lessened his/her involvement and participation in the programme,
5. the beneficiaries had to commute, on their own, to various department to pursue their cases and payment also reflects programme functionaries lower involvement.

### Suggestions:

1. the programme should be linked with ICDS and Balika Samridhi Yojana and the task of selection of beneficiaries also be given to the ICDS departments,
2. the payment to the beneficiaries under the scheme, be made prior to the first delivery and not afterwards,

3. coordination between health department, ICDS block and panchayat be reinforced. This could be attained by having the services of some professional body like an NGO,
4. the basis of selection of beneficiaries be the list of BPL families, supplied by the block offices, which would eliminate incidence of duplicity or ambiguity,
5. efforts should also be made to create awareness among people about the programme through mass awakening programme, environmental building exercises etc. both prior to the launching of the programme and also in between, at regular intervals.

### **National Family Benefit Scheme:**

#### **Weakness:**

1. high proportion of non-beneficiaries indicate involvement of block officials, programme functionaries, middlemen etc., who use their contact and force to influence the list of beneficiaries, virtually drives many genuine beneficiaries from the scheme,
2. the current target based approach should be discontinued as it was quite unrealistic and non compatible with the ground realities,
3. lack of awareness among the people about the programme has also contributed to the performance of the programme,
4. low level of involvement of programme functionaries, on account of their heavy work load.

#### **Suggestions:**

1. awareness among the people be created through mass awareness campaigns, environmental building exercises etc. The services of some professional body could also be taken,
2. the panchayats be informed as well as involved in the selection of beneficiaries under the programme,
3. the disbursement of benefits be ensured in the presence of some senior functionaries or authorities,
4. VLWs and gram panchayats be involved in carrying out all formalities related to the programme,
5. the department should provide the family of the deceased payments within three months of time,
6. convergence of the programme with other rural development programmes like IAY, EAS, IRDP etc would go a long way to enhance the scope and coverage of the programme.

### **National Old Age Pension Scheme:**

#### **Weakness:**

1. the selection process of beneficiaries was too bureaucratic, as it involved too many offices and establishments which discouraged many prospective beneficiaries to participate,
2. the process of bureaucratisation also encouraged room for mal practices and lured the unscrupulous elements to make forey into the process of selection,

3. lack of awareness, due to lack of environmental building exercises, also limited the scope of the programme,
4. the ritualistic or casual approach of the programme functionaries, on account of their heavy work load, also attracted many dubious elements to take advantage of the situation,
5. lack of coordination between various departments, involved in the programme, also contributed to its poor performance.

**Suggestions:**

1. panchayat-wise detail information about the beneficiaries be provided in the family as well as economic register maintained at the block offices, which should be regularly updated,
2. the list of beneficiaries identified on the basis BPL survey be uniformly accepted and followed by all the departments who are involved in the programme so that anomalies arising out, be taken care off,
3. the progress report of benefits given to panchayats, under different scheme, be prepared every year which should also contain the detail information about beneficiaries,
4. efforts be made, either with the help of some professional body, between blocks and other departments who are involved in the programmes to work in close liaison.

**Integrated Child Development Services:**

**Weakness:**

1. the frequency of operation of ICDS centres was quite irregular and depended on the availability of supplementary nutritions,
2. poor supervision and irregular visit to centre by supervisor on account of large area of operation under them,
3. untrained status of workers at centres coupled with their low educational background affected the performance of the programme,
4. lack of coordination between departments like, health, education, etc.,
5. location of these centres at unconventional places did not attract children and female beneficiaries,
6. low level of involvement of beneficiaries as well as functionaries,
7. basis of selection of beneficiaries to the programme by ICDS functionaries was their own yard stick and not the poverty line concept as defined by the block,
8. lack of awareness, on part of the people, due to absence of mass awakening campaigns, or environmental building exercises,
9. no open house meetings, at the village levels, were being organised to encourage participation.

**Suggestions:**

1. efforts be made to coverage ICDS programme with other rural development programme DWCRA etc and a registered group of ten to fifteen beneficiaries, both lactating and pregnant women, be constituted and imparted training,
2. efforts be also made to ensure regular supplementary nutrition to the centres, because the interruption in supplementary nutrition breaks the sequence which becomes difficult to rejuvenate later,

3. training of programme functionaries be held at regular intervals which would provide the much needed thrust and direction to the programme,
4. the supervisory aspect needs to be strengthened and for this both the area of programme supervisor needs to be redefined and also local level institutions like panchayats, mangal dals, village education committees etc. be involved in the working of ICDS,
5. for ensuring better and efficient coordination, between different departments, involvement of higher level functionaries be made mandatory and periodic meetings at block village and district levels be organised where the progress of the programme, its evaluation and future strategy be discussed.

### **Balika Samridhi Yojna (BSY):**

#### **Weakness:**

1. the coverage level of the beneficiaries, under the scheme was low,
2. incidence of under payment was reported in one of the sample district,
3. the incidence of beneficiaries receiving benefits was only once, though she was made to sign twice!
4. lack of information about programme, on part of beneficiary, on account of absence of mass media campaign and environmental building exercise,
5. lack of coordination between various departments like health, welfare etc.,
6. low level of involvement of programme functionaries, on account of their own heavy departmental work load,

#### **Suggestions:**

1. the involvement of beneficiaries to the scheme could be improved if they are sensitised and made aware towards the benefits of the programme through mass awakening a campaigns and environmental building exercises,
2. for striking a better coordination between different departments, involvement of higher or district level functionaries from relevant department be made mandatory likewise their participation in monthly meetings organised at district, block or village level also be made compulsory,
3. training of programme functionaries, at regular intervals, be encouraged which would facilitate their participation in the programme.

### **Early Child Care Scheme:**

#### **Weakness:**

1. operational time of centres, by and large, was found to be less than the stipulate time, and in some case it was quite irregular,
2. involvement of beneficiaries was quite low, largely on account of centres irregular functioning, lacking basic amenities, like reading materials, chart paper, drinking water facility etc.,
3. locational disadvantage of centres,
4. involvement of programme functionaries was low, as was manifested in their visit to centres, which was quite irregular,
5. untrained status of programme functionaries.

**Suggestions:**

1. programme functionaries be provided regular training,
2. the operational timing of ECC centres be regularised and the supply of supplementary nutrition and other reading learning materials be ensured,
3. centres be located at ideal places and be equipped with basic facilities,
4. convergence of ECC programme with other programmes be ensured to enlarge its base as well as scope,
5. lack of awareness, on part of beneficiaries, be removed by organising a mass awakening campaign at regular intervals.

All the programme related Basic Minimum Needs were grouped. In all, the following three programme were analyzed.

- (a) Public Distribution System (PDS);
- (b) Rural Water Supply (RWS);
- (c) Rural Electrification Scheme (RES)

The analysis revealed that the performance of the programmes was largely of poor level except for rural water supply whose performance was observed to be of average level. The perusal of involvement of beneficiaries as well as functionaries shows that both were of low levels in all the three programmes. Though the linkages for PDS & RWS were of relatively high levels. However, its impact was largely of low level.

The study also showed that, though, most of the programmes followed the selection criteria, stipulated in the guidelines, however, little was being done to validate the genuineness of selected beneficiaries, which reflects the casual nature or perfunctory manner of the working of programme functionaries. All this supplemented with poor supervisory and support services provided room for pradhans, influential group of people to manoeuvre and exert pressure on functionaries at the time of selection of beneficiaries. Further, the functionaries, too, were found to be less motivated. Their own heavy work load supplemented with their untrained status was acting as a big handicaps for them which adversely affected their involvement level and the performance of the programme.

## Public Distribution System

### Weakness:

1. the selection of beneficiaries, on account of different criteria adopted by supply department, which contained names recommended by influential people, teachers, panchayats, members etc. All this isolated and marginalised genuine beneficiaries living below the line of poverty,
2. the distance between PDS shop and revenue villages, which often prevented dissemination of information to these villages regarding arrival of food articles at the shop. As a result of which its benefits remained localised,
3. there was no fixed day for distribution of food articles which created unnecessary uncertainty,
4. consumers, ignorance, regarding the volume of articles they received, from PDS shop against their card,
5. except for kerosene, none of the food articles like wheat, rice, sugar etc. were found to be distributed in normal course. However, only during Hindu & Muslim festivals these were distributed, which was benefiting the shop owner only as these articles, later, found their way to the market,
6. no physical verification was found to have been carried out by programme functionaries of the PDS shop or of beneficiaries which reflects their poor level of involvement.

### Suggestions:

1. there should be a uniform list of BPL households, which should be regularly verified; panchayats may also be involved in the process of identification of BPL households. It was also observed that the list provided by supply department was susceptible to pressure group tactics, hence the BPL list provided by DRDA or block be accepted by as the final list,
2. every PDS shop in the village should have a display board which should contain detail information regarding the articles available and their quantity,
3. there should be a day allotted for arrival and for distribution of food articles under ration card,
4. for BPL families, the frequency of distribution of food articles be held twice a month as they have lesser purchasing power,
5. verification of articles supplied by PDS shop be made mandatory so as to check its quality,
6. efforts may be made not to allocate PDS shop to people who are related to gram pradhan, panchayat members, VDC or members of the district board and regular verification be undertaken to detect such mistakes. The functionaries may be empowered to cancel such allotment in case it is detected.

## Rural Water Supply

### Weakness:

1. the distribution of hand pumps, by and large, was not based on the standard norms laid down by Rajiv Gandhi National Drinking Water Mission,
2. undue bias was observed in case of repairing of hand pump located near the locations of influential group of households, whereas hand pumps installed near focus groups of household remained idle for considerable long period,

3. the involvement level of beneficiaries was not found to be high,
4. lack of supervision and monitoring have emboldened the local mafia group to tamper with policies,
5. the inability of programme functionaries to distinguish between safe and unsafe sources also projected their poor involvement.

**Suggestions:**

1. mass awakening campaign and environmental building exercise be undertaken to sensitise people on how to convert available water into safe drinking water,
2. the panchayats may be involved in the task of identifying the local people, who show interest, on plumbing and be given training so that they could attend defunct sources,
3. the quality of water be periodically checked and the results be told to the local inhabitant and also method to treat water in case of contamination,
4. in order to check the undue influence of powerful people, at the time of installation of hand pump, the panchayats should ensure that it is installed at the stipulated place and proper care is taken for its drainage,
6. the work of panchayats be regularly monitored and evaluated by concerned government agencies.

## Rural Electrification

**Weakness:**

1. the level of involvement of focus group of beneficiaries was found to be low like wise the level of programme functionaries was also found to be low,
2. high incidence of illegal connection among focus group of households and erratic supply contributed to its poor performance,
3. no provision of maintenance and undue time taken to attend faulty lines,
4. highly skewed distribution of power supply was observed between the general households and focus groups of households.

**Suggestions:**

1. involvement of local bodies like panchayats be encouraged to curb the incidence of illegal connection,
2. steps be taken to ensure the faults be attended that and efforts be made to provide power supply for a minimum of eighteen hours which would also reduce the dependence of poor people on kerosene,
3. the power distribution be rationalised and its coverage be expanded. Panchayats may be involved for providing power connections to prospective consumers and be assigned the duty to complete all relevant formalities prior to the release of legal connection,
4. like wise panchayats could also be involved in the task of collecting the dues and other miscellaneous expenses, to be deposited in nearby rural banks or post offices,
5. panchayats may also be empowered to impose severe penalty on people using illegal connections, the regular maintenance of power lines and illegal power theft would also bring down the incidence of death occurring on account of electrocution particularly in rainy season.



The study also attempts to analyse inter-programme linkages of some of the programmes. The main or principal programmes whose linkage were studied were Indira Awas Yojana, National Maternity Benefit Schemes, National Widow Pension Scheme, National Handicaps Pension Scheme and Employment Assurance Scheme.

The inter-programme linkages of IAY were studied with the following programmes:

- (a) Rural Sanitation Programme, (b) Smokeless Chulha, (c) Rural Drinking Water Programme, (d) Rural Electrification, (e) Public Distribution System, (f) Health/Medical System, (g) Neo-Literate/Literacy Programme.

It was found that linkage of IAY with rural sanitary programme and PDS were strong and for others it was weak. The over all success rate of the programme was worked out be 28.6 percent.

The second principal programme was National Maternity Benefit Scheme (NMBS) and its linkages were studied on the following nine programme:

- (a) ICDS, (b) Balika Samridhi Yojana, (c) Early Child Care Scheme, (d) Supplementary Nutrition, (e) Immunization Programme, (f) Health Services, (g) Rural Drinking Water Programme, (h) Rural Electrification, (i) Public Distribution System.

It was found that linkages of NMBS with PDS & Health Services were of high order whereas with the remaining programme, it was largely, of poor level. The over all success rate was estimated to be 22.2 percent.

The National Old Age Pension Schemes linkages was studied with the following four programmes viz. Health Care, Drinking Water, Electrification and Public Distribution System. It was found that except for PDS, its links with other programme were of poor level and the overall success rate was merely 25 percent.

Likewise the inter programme linkages of National Widow Pension Scheme were studied with following eight programmes i.e. National family Benefit Scheme Health Services, Rural Drinking Water, Indira Awas Yojana, Rural Electrification,

Rural Sanitation Programme, Smokeless Chulha and Public Distribution System. It was found that except with PDS and Rural Drinking Water Programme, its linkages with other programme were of low or weak level. The overall success rate was worked out to be only 25 percent.

Similarly, the linkage pattern of National Handicapped Pension Yojana was studied with health services, Indira Awas Yojana, Sanitation Programme, Smokeless Chulha, Drinking Water Programme, Literacy Programme, Public Distribution System and Rural Electrification. The analysis showed that its linkage with Rural Drinking Water Programme Public Distribution System were of high order whereas in the remaining other six programme its linkages were of low level. The overall success rate was worked out to be 25 percent only.

The last principal programme whose linkages was studied was Employment Assurance Scheme and its linkages were studied with the following programmes: Indira Awas Yojana. Sanitary Programme, Smokeless Chulha, Health Services, Rural Drinking Water, Public Distribution System and Rural Electrification. The analysis reveals that except with Public Distribution System, its linkages with other programmes were of low levels. The overall success rate was hardly 14.3 percent.

Lastly, the performance of the programme has also been analysed on the basis of impact, it had, on the socio-economic level of beneficiaries. For this, their comparison with non-beneficiaries was made, on the cross sectional basis. The socio-economic variables on which the comparison was studied and analysed were land holding, type of house, agricultural implement, income level, number of illiterates, number of school going children, morbidity pattern, etc. It was found that, by and large, the socio-economic status of beneficiary group of households was relatively higher than that of non-beneficiary households which could be on account of the positive impact of social programmes.

Further, the study of perception of older people in the region also substantiates and confirms our point. These older people were solicited to elicit their

views on various aspect of village life and how it has changed over the years. The analysis of their perception shows that in the majority of cases, the socio-economic position in the village has improved which could be on account of social sector schemes that have been operating there now for quite some time.

Thus the analysis of the impact of social sector programmes along with the perception of the older beneficiaries shows that the programmes have succeeded in promoting the social status of the focus group of households in the sample district. However, one should exercise extreme caution and great refrain while accepting the results on account of the following reasons:

- (i) the nature of sample was small as covered only ten villages, of which less than fifty percent were located at a distance of five to ten kilometers from block headquarters. Thus, they could be considered to be near the block headquarters. The impact on far flung villages have not been studied,
- (ii) as has also been stated earlier, that the below the poverty line (BPL) survey was conducted by blocks also contained many focus group of households whose assets, in come level etc. exceeded the proposed limits of BPL families, as was confirmed by our field validation exercise. The plausible reason for their inclusion could be attributed to their proximity to powerful or influential class of people who exercised their pressure on field level functionaries who were responsible for conducting BPL base line survey. Further, it was found that BPL identification exercise was, largely, carried out by the VDO and VPO, the village level functionaries, who were assisted by gram pradhan and a school teacher. Though there was a provision for monitoring and physical verification of their lists, however, it was never checked by the block officials. The absence of monitoring and supervision exercise also

emboldened the village level functionaries as well as the peoples representative to manipulate in the list.

- (iii) another factor that could influence the impact on social indicators on the focus group of households could also be attributed to the location of these sample villages with urban areas and also to individual families efforts who commuted to these urban areas on regular and sustained basis. Their exposure to urban values and work culture could also have influenced their perception and therefore the entire credit could not given, solely the to social sector schemes; and
- (iv) as the proportion of focus group of households, in the sample was hardly twenty percent, majority of the households belonged to APL category. It is quite possible that APL group of households may have influenced these BPL groups of households.

Similarly, on the basis of analysis, it was found that though the block office was the most important administrative unit at the grass-root level. Unfortunately it was unable to discharge the duties effectively because of its own heavy routine departmental work. Further, as it did not have adequate staff and most of the positions too have been lying vacant for too long. It is, therefore, been suggested that efforts be made to fill these vacant positions on priority basis. It was also found that the ADOs attached to the block are, primarily the officials of other departments and thus do not come under the purview of Block Development Officer (BDO) directly. Their accountability also has been, primarily, to look after their parent departmental work. As a result of which the meetings called, at the behest of BDO, did not evoke same amount of response as the meeting called at district headquarters by CDO etc. Therefore, it has been recommended that block offices be assigned same status as DRDA at the district. Devolution of power to panchayats has also been recommended to lessen the burden on blocks. Earlier, the creation of posts of village

level workers and village panchayats officer was based on the number of villages or panchayats. It has been recommended, however that the basis of creating these post should be the size of population. However as the functioning of panchayats needs to be toned up and therefore it been recommended to hire the services of some professional voluntary organisations preferably an NGOs, with requisite experience, to help the panchayats in the performing their functions effectively, train their functionaries, to liaison between various departments, call the meetings, at the behest of blocks, and also identify group of local people who could be trained so that they may take up their positions, at a later stage, when the NDOs with-draw from the scene.