

Poverty Alleviation Programmes and Structural Changes in the Rural Economy

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Introduction

The planning era in India has witnessed the design and implementation of several development programmes geared to poverty removal and employment generation in the rural areas. The impact of these programmes have been periodically evaluated by the respective Ministries/Departments as well as by the Planning Commission. Such evaluations have generally tried to look programme implementation from the administrative point of view than from that of the ultimate beneficiaries. Often leading to wrong conclusions and policy prescriptions they fail to capture adequately, the limits and constraints of the key participants.

It was against this background that the present study was entrusted to Institute of Small Enterprises and Development by the Planning Commission. It looks into the quality of programme design and implementation by different tiers of government, right from the Gram Panchayath. The agenda before the study is to see things from the point of view of the common man. It was carried out in Vypeen, Ernakulam district, Kerala. Besides a sample study of poor households, we have put in our best efforts to document the several governmental programmes being implemented in the village, their linkages, and the perceptions of different sections of society regarding these programmes. We have also physically verified a large number of public assets created in the area over the past several years, and have clear insights into their performance and usefulness.

We would like to place on record our sincere appreciation for the Planning Commission to take up such a vital investigation, and for trusting the capabilities of our Institute. We would also like to note that the present assignment is a continuation of the cooperation we have had with the Planning Commission for the last several years.

Our Institute is indebted to Mr. K.C. Pant, Deputy Chairman, Planning Commission, who has shown keen interest in this series, by personally attending the agenda-setting Conference at Yojana Bhavan on 19th July, 1999. Dr. N.C. Saxena, Secretary, Mr. S.S. Meenakshisundram, Adviser (Monitoring) and Mr. Shilendra Sharma, Adviser (SER), have shown keen interest and have extended active support for the successful implementation of this project. Sincere thanks are also due to Mr. S.M. Vijayanand, IAS, Secretary, Department of Local-Self Government-Rural, Government of Kerala, who assured that the project gets support and encouragement from various departments of the State. The district Administration of Ernakulam, the Gram Panchayaths of Vypeen, public men, scientists, and non-governmental organisations have helped the project in several ways. But above all, the rich insights and experience shared with us by our respondents of Vypeen have placed this study in its present form.

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Executive Summary

The Environment

The Kerala model of development is by now well known in development literature. The stagnation of primary and secondary sectors, and the disproportionate growth of the services sector has brought the economy of the State into a ratchet effect. The services sector has crossed its absorptive capacity, leading to the vital question of sustainability. The stagnancy of the primary and secondary sectors has resulted in a draining off of resources from these sectors. The State is, therefore, on the verge of a serious economic crisis with far-reaching adverse implications on maintaining even the existing welfare programmes meant for the poor people. Vypeen Island, which is supposed to be ranking the first in terms of the density of population in any rural area, has several peculiar features, which in turn, have far-reaching implications on programme design and implementation by several government departments.

Relevance of Government Programmes

The relevance of government programmes in Vypeen has to be understood in relation to the massive problems of high density of population, unemployment, environmental degradation and consequent poor health standards of the people. Against these massive problems, individual programme design and implementation at the Gram Panchayath level has been found to be very ineffective.

Commonality of Underdevelopment

A cluster-based investigation into the development processes as well as the living standards of the people indicate that Vypeen is a case where, the problems of the people are less sector-specific or activity specific. Therefore, any policy measure meant to attack poverty and unemployment is not likely to lead to significant positive results. The implementation of government programmes in the Island has to be understood against this background.

People's Perception and Participation

The field research indicates that, poor people's perception on most of the development programmes are as temporary relief measures, rather than as programmes capable of shaping the economic position of their households. Naturally, the death rate as well as sickness among assets created under government programmes (eg. IRDP) remain significantly high. The bureaucracy also do not consider these programmes as serious. The monitoring part is found to be weak.

Transparency

A major victim of such lack of interest among people is transparency. The panchayaths do not maintain the relevant muster rolls. Manipulative techniques in the Gram Sabha have been widely reported. A significant number of beneficiaries are not aware of the role and functions of the Gram Sabha. Similarly, many beneficiaries have availed of the benefits of anti-poverty programmes even without attending the Gram Sabha once.

Income and Employment Changes

Unlike in other parts of the State, the survival of the household is dependent not only on the income of the head, but also by the income subsidies provided by other members. There is only a very negligible labour mobility both temporally and spatially. Even under such a situation,

dependency ratio remains high, with significant adverse implications on the economic survival of the household. Employment has not recorded any significant changes over the last five years, despite the presence of several government programmes. Wage rates, however, have gone up to some extent.

Lack of Programmes

Many of the programmes being implemented by the Gram Panchayaths and the Block are repetitive, with very poor positive results. On the other hand, there are some sectors where relevant programmes are totally absent. For instance, where there is a trend of massive unemployment, programmes related to entrepreneurship development and industrial promotion are almost totally absent. Even available funds are not properly utilised. Irrelevant programmes like digging of wells for the poor, vegetable cultivation (due to salinity of soil) etc. are found to be common.

Need for Large Projects

The mounting problems of the Island suggest the need for projects of a critical minimum size, which at a time, can provide employment opportunities, can create new assets, and can reduce social costs like environmental degradation, mounting medical expenses etc. We have identified eleven crucial sectors where alternative programmes can lead to positive results.

Need for a Consortium Approach

The people's planning model in Kerala, to some extent has been successful to translate the aspirations of the people into concrete reality. However, the wisdom of the Gram Sabha has limitations. While the Gram Sabha has to be taken into confidence, imaginative projects are needed to improve the situation of the Island. It is vital for the Gram Panchayaths to think of some consortium approach, while designing and implementing development projects in the Island.

Capacity Building

As a bridge between the people and the political leadership, it is necessary to enhance the capacity of the personnel in the Gram Panchayaths. This is necessary to improve the quality of administration and to assure that the fruits of development reach the people in the appropriate manner and time. The Panchayaths do not have any relevant databases. The officials were also found to handle even minimum vital data.

Capacity building at the level of the Gram Panchayaths and monitoring their activities are important for meaningful implementation of Panchayati Raj. The task of monitoring should be taken up by the State government. The State Planning Board, the most appropriate agency for this, should be supported by the Planning Commission in this regard.

Primacy of a Clean Environment

Vypeen should learn from the environmental experience of places like Surat. Major projects meant for improving the environmental standards of the Island should be initiated urgently. The State Government, probably with the support of international funding agencies should think of such a major project. The interest and involvement of donor agencies like the World Bank, SDC and the Dutch government should help to explore further initiatives in this area.

Gap Between the People and the Panchayaths

We note with grave concern the fact that the will of the people, as reflected in the resolutions of the Gram Sabha, do not get materialised adequately. For instance, innovative projects identified by the Gram Sabha, in many cases, have not got implemented in right time and in the correct manner.

Inter-Plan Changes

We do not find any major changes in the culture of programme design and implementation over the Eighth and Ninth Plans. People's involvement in Plan design and implementation, even under the 'People's Planning' approach is far from satisfactory. The findings from Vypeen cannot, however, be generalised. Success stories of several Panchayaths in Ernakulam district and elsewhere in the State have been well documented. Such success stories suggest that, planning and programme implementation in the Island need a major restructuring.

National Issues, the Kerala Model, and the Emerging Challenges

1.0. Kerala as a Model?

The Kerala model of development is by now well known in international literature. The particular type of development pattern assumed by this part of the country has caught the attention of academicians and politicians alike due to its uniqueness. However, from the point of view of development, two crucial points stand out: 1) should the Kerala model be understood in isolation from the wider experience of India as a whole; and 2) what does the experience of Kerala offer to the rest of the country?

Before going into the details of the Kerala model, it is instructive to make a word of caution on how the model has been projected. A model becomes what it is only when it is able to present a consistent picture in terms of its strengths which far outweigh its constraints, both being defined in terms of a consistent framework. Unfortunately discussions on the Kerala model are largely a subject matter of professional academicians, rather than a debate in which several sections of the community participate. This itself implies a biased perception on what Kerala has already achieved and what more is expected of it. For instance, a segment of Kerala economists, as well as a few Kerala observers outside the country, have been instrumental in presenting the experience of this State as a unique model. It is history that shapes the development experience of any region of a country. Naturally, Kerala was endowed with certain positive factors such as higher level of education, which in turn promoted social consciousness, class movements and enhanced politicisation. While other parts of the country were not favoured with many of these positive factors, the latter regions have their own strength in other areas like higher levels of industrialisation, emergence of an innovative business community and enhanced international relations through industry and trade. Kerala, however, has been deprived on many of these aspects. Therefore, as indicated earlier, the crucial question is as to what Kerala has gained from the rest of the country, and what the rest of the country have learned from Kerala's experience. Unfortunately, most academic discussions in this area have a "Kerala-mania" The Kerala's experience has been studied largely by Keralites than by outside observers within the country.

Majority of the Indians do have to necessarily wait for an indefinite future for the hump of economic growth to be crossed, for schooling, house-sites, primary health-care, food at fair prices and so on. Kerala's development experience questions such a sequence of agriculture, industry and subsequently, improvement in the standard of living of the masses. The challenge posed by Kerala relates to this historical sequencing of economic growth and mass welfare sanctified by the developed countries. One of the relatively backward states of India, with per capita domestic production consistently below the national average, Kerala has been able to provide for the basic needs of the majority of its citizens. This is revealed by comparative indicators of health, education and demographic transition. (Issac and Tharakan, 1995). The comparative index of quality of life, taking into account various factors, place Kerala far above the general situation prevailing not only in other parts of the country, but also in most parts of the Third World.

Broadly speaking, there are two schools which try to explain the Kerala model and have arrived at their prognosis. The first school argues that Kerala has succeeded in achieving a quality of life nearly comparable to the developed countries at a much lower level of resource consumption. Arguing on these lines, they hail Kerala as the best sustainability model. Another variant of this approach hails Kerala as shortcut to development, where quality of life can be improved without economic growth or social change. They call it an ideal cheap model of development (Mencher, 1980).

There have also been serious criticisms. As a reaction to the above position, there has been a tendency to denigrate the achievements of Kerala in the social sectors. Alternatively, taking into

consideration per capita income, unemployment and other indicators of economic backwardness, it has been shown that Kerala has been slipping sharply down in the rank order of development, as a "growth-less model".

The paradox of Kerala's experience lies precisely in achieving a relatively high quality of life at a low level of economic development. Low economic development is normally associated with low quality of life. This raises the question, if the people of Kerala are worse off because they have better education and health.

There is also another extreme position. Kerala's educational and health development has been cited as another variant of the underdevelopment paradigm of colonial and neocolonial conditions.

Despite the discussions at the overall level, significant deviation also been suggested. The overall indicators cited above contradicts with the experience of some communities that have been left out of the development process. Such communities include the tribes, the fisher folk etc.

2.0. Structural Changes

The Kerala economy has been characterised by some structural changes, but these changes demonstrate one of lop-sided development. During the 1980s, the economy of the State demonstrated poor performance of agricultural and industrial sectors, severe power shortage, high incidence of educated unemployment and poverty. The development of the economy during the 1990s may be understood in two phases, i.e., the growth phase of the first half of the decade and the recession since the mid-90s. During the former period, the State's economy achieved higher growth, which can be attributed to the better performance of the secondary and tertiary sectors. But, the State could not sustain this tempo of development which was not rooted on sustainable factors. The decline in Gulf remittances, a severe jolt to the industrial sector due to acute power shortage, and a sharp fall in the prices of some commercial crops which form the mainstay of agricultural economy of the State, have led to a significant decline. This was compounded by factors such as enhanced unemployment, inadequate infrastructural facilities, especially against a mounting rate of urbanisation. The structural changes that took place in the regional economy were not capable of addressing themselves to these severe problems.

3.0. Gains and Losses

The era of economic reforms and the revival of migration to the Middle East and consistent increase in inflow of foreign remittances to Kerala, have been remarkable features of the economy of the State during the first half of the last decade. The devaluation of the rupee in 1990 and the changes that have taken place regarding convertibility of rupee have helped migrants to earn more. These factors helped to keep migration as a sustained process even when the wage rate in many of the Gulf countries came down significantly. The number of Kerala migrants to the Middle East increased from 8.25 lakhs in 1971 to 14 lakhs in 1996. The corresponding remittances increased from the 230 crores in 1991 to 550 crores in 1995.

The process of migration virtually promoted a structural changes in the economy through a very basic attitudinal change in the society as a whole. A spurt in price of land, and real estate, a boom in construction activity, enhanced speculative and rent seeking activities were the roles of these new environment. The speculative mind got reflected in the labour market as well. While economic activities got concentrated around the tertiary sector, it created a value system which is anti-entrepreneurial. Within this wider environment, the entrepreneurs themselves got subjected to a process of retarded entrepreneurship (Mathew, 1999).

The picture on the economy of the state, as available today, is one of chronic stagnation. The data on Net Domestic Product (NDP) indicates that Kerala economy achieved a marginal increase in growth rate during the first half of 1990s compared to 1980s. The tertiary sector registered a higher growth rate, within which, sub-sectors like transport, storage and communication, registered the highest growth rate during the first half 1990s.

Kerala's industrial sector has undergone stagnation since the mid-1960s. The share of manufacturing sector in the SDP is relatively small and the growth rate recorded has been marginal compared to the all-India figures. Industrial performance in India since the Second Five Year Plan has witnessed three phases: a) high growth rate since mid-1950s; b) a deceleration since mid 1960s; and c) a phase of recovery since mid-1970s. Studies like Goldar and Seth (1989) have analysed the spatial variations in the rate of industrial growth across the country. Such studies indicate that, Kerala, Andhra Pradesh and Karnataka, were three states which experienced continuous deceleration till the mid-1980s. The figures available thereafter indicates that both these states have improved their growth rates, i.e., Andhra Pradesh from 6.03 to 6.76% and Karnataka from 6.85% to 7.68%. Among the Indian states, Kerala showed continues deceleration in the rate of industrial growth since the second half of 1960s.

The lopsided development observed in Kerala has often been explained in terms of high cost of production, labour related problems and the psychological fear of entrepreneurs. Unfortunately, much of the academic discussion during the 1980s - 1990s, were either for or against the 'labour-unrest hypothesis'. These debates however, failed to go deeper into the processes that are operating at the grass-root level as well as the mental models developed by Keralites which get reflected in their investment decisions. As already noted, the whole situation has to be analysed from the history of development of this economy. Mathew (1991, 1999) has provided a wellknown experience in terms of a crisis-cushion hypothesis. This hypothesis emanates from an analysis of investment behaviour that is observed in Kerala economy. While there has been an overall commercial orientation in investment decisions, the industrial investment themselves are of a specific breed which nurtures absenteeism. Mathew's study, carried out on behalf of the Planning Commission, shows that the small scale sector of industry, which is the only hope of State, given several constraints, is subjected to a process of informalism. While the innovative entrepreneur progressively plunges into higher levels of involvement in industrial activities, the Kerala entrepreneur demonstrates a tendency of progressive withdrawal. This phenomenon has been explained in terms of the crisis-cushion hypothesis. The hypothesis says that the psychology of progressive withdrawal operates across all sectors of the economy. Not only the industrial entrepreneurs, the planners, the policy makers, bureaucrats, the academicians etc. demonstrate such rent-seeking behaviour. Unfortunately, this wider issue has been misconstrued in terms of 'lack of entrepreneurship' by some scholars. This wrong diagnosis has resulted in an unwarranted perception and treatment to the entrepreneurial community which provides atleast some relief to the development of Kerala economy.

4.0. Rural Development and Employment

The debate on integrated rural development during the mid-1980s has significantly enriched our understanding of the dimensions of the problems of poverty as well as the nexus between employment and poverty (Rath, 1986, Dandwall, 1987, Dandekar, 1986 etc). The need for generation of employment opportunities on a massive scale was emphasised by several debates. Hence, emerged the search for the most suitable strategy of employment generation. The discussions revolved around the two major categories: wage-employment and self-employment.

At the operational level, employment generation programmes received an added theoretical focus during 1980s. Subsequently, the concurrent evaluations undertaken by the Ministry of Rural Development and independent studies by several scholars gave a greater boost to debate. The concern of much of these evaluations and debates has been to pinpoint the sustainability of employment generation. While some success stories have been reported from different parts of

the country, the various rural development programmes implemented by Ministries and central agencies could not report a significantly high rate of success in achieving the economic objective of sustainability and the wider social objectives.

The achievement of such objectives, as outlined above, is essentially geared to structural changes in the rural economy, ipso facto, does not lead to higher levels of income and employment. It is necessary that these changes should be of the type which promotes positive and appropriate linkages in the economy.

The new millennium brings in more challenges than hopes to the rural poor in India. While, latest studies indicate mounting unemployment and poverty as two crucial problems which need to be addressed to on a war-footing, it has become practically impossible to chalk out massive programmes that are capable of responding to these problems. The latest strategy has been to target the poorest of the poor through anti-poverty programmes of a reoriented nature. In Kerala, these programmes have further been fine-tuned through the people's planning approach. Despite all these initiatives, there has been substantial leakages in programme implementation. Besides, even with the best efforts the impact they can make in the rural economy remain negligible, in relation to the needs.

5.0. Health

The development in the area of health-care in Kerala has been the kingpin of Kerala model. It has been noted that, "no other large population on earth adequately meets the requirements of small families, combined with modest consumption". (Mencher, 1980).

While the achievements in the health sector of Kerala has to be appreciated, it is important to examine the reasons for the same as well as the methods by which these achievements can be sustained. Enhanced literacy level, enhancement of status of women in society, land reforms, an effective public distribution system, enhanced political consciousness etc have often been suggested as the key factors. However, an area which has been overlooked by most scholars is health-care infrastructure. (Ramankutty, 1999).

The health-care legacy of Kerala dates back to the 19th Century. The princely states of Travancore and Cochin had initiated steps to set up vital health infrastructure, mainly for the objective of prevention of contagious diseases. Since Independence, this legacy continued. The number of beds in government hospitals increased from 13,000 in 1961 to 20,000 in 1971, and again to 29,000 in 1981; by 1996, it became 38,000. A look at the budgetary documents shows that, during 1985-86 to 1995-96, even under budgetary constraints, government expenditure in health-care has not come down. It is also important to note that, both in terms of the number of beds, and the number of employees, the private sector has outweighed the public sector. Simultaneously, the public sector is facing an unhealthy competition, mainly due to unfair practices by the private sector.

In any society, what is expected of the health-care sector is to contribute to improve the quality of life of the people. Infact, a sound health-care system is the very foundation of a healthy economy. Three of the crucial issues facing the health care system in Kerala are the following:

Mobilisation of adequate resources for maintenance of the existing infrastructure;

The deteriorating quality of health services;

The indiscriminate growth of private sector and its negative implications on meeting the health-care needs of the people.

An examination of the developments in this sector in the recent past indicates that, unlike in the past there has been excessive focus on the curative rather than preventive aspect of the health-care in the State. Even while the State bears an important part of budgetary resources for this sector, it has not been able to perform the community health role effectively. As a consequence, the outbreak of contagious diseases has been reported from various parts of the State during recent times. Such problems have often been viewed by planners and administrators simply as a health problem rather than as social costs which have a close bearing on the performance of the economy as a whole. The experience of Vypeen, to be discussed in the foregoing chapters, provides such a specific case.

6.0. People's Planning.

There has been common agreement that something need to be done urgently to salvage Kerala out of its present crisis. One attempt in this direction was the so-called People's Planning which was inaugurated in 1996.

People's planning experiment in Kerala is an extension of debates on multi-level planning as it emerged in 1960s and which appeared in several official documents of the Government of India during the late 1960s and 1970s. The thrust on democratic decentralisation contained in these policy documents were adapted to the situation of Kerala. Hence, a model of People's Planning has been articulated in terms of more efficient administration of physical and social capital for the purpose of development. Democratic decentralisation, has also the potential of nurturing a particular useful state-civil society synergies.

The 73rd and 74th amendments to the Constitution of India formed an opportunity for setting in motion the decentralisation process in Kerala in a new direction. The traditional step-by-step approach of devolution of financial resources and administrative powers from the State to the District, was reoriented by giving substantial powers to the village Panchayaths and the municipalities. The LDF Government, way back in 1996, earmarked 35 to 40% of the outlay to the Ninth Five Year Plan towards programmes and projects drawn up by the local-self governments. During 1997-98, the resources thus devolved worked out to be Rs. 1025 crores and Rs. 1178 crores 1998-99. This excludes the funds from centrally- sponsored schemes and institutional loans that could be availed by local bodies with government guarantee. While before 1996-97 the share of local-self governments in the Annual Plan was around Rs. 20 crores, this signifies a quantum jump in resource available with local- self government (Issac, 1999:5). A major feature of the devolution of financial powers in Kerala under the People's Plan has been that, devolution has taken place in terms of a significant size of the Plan funds into the hands of the local-self government, (in 1997-98, 75% of grant-in-aid, and the rest in terms of sponsored schemes). However in other states of the country, grant-in-aid forms a small component of the so-called untied funds whereas financial devolution takes largely the form of schemes.

Another major feature of the People's Planning model was a thrust given to social mobilisation as an instrument for Plan formulation and implementation. The involvement of ordinary people in the Plan process through the mechanism of Gram Sabha is innovative and probably the first experiment of its kind ever recorded under a democratic set up. This method of drawing up a Plan and its implementation has some positive contribution: Firstly, it helped significantly to raise the illusions of common people regarding decision making at the grassroots level. It is important to note that Kerala's grand tradition of "discussing politics over a cup of tea", which signifies a substantial degree of social consciousness and accountability, got eroded significantly since mid-1970s.

The subsequent experiment of Plan design and implementation proved that expectation of a major departure from the beaten track has been much constrained to begin with, the financial devolution did not lead to a diversification of programmes and projects. Since the Second Annual Plan onwards, a conscious effort was taken by the Government as well as the State Planning

Board to initiate greater innovative programmes and projects. However, considering the vast requirements of a thorough restructuring of Plan process, the efforts do not bear significant fruits. This owes to several constraints: 1) Kerala's thrust during the past several decades has been geared largely to the social sectors. The productive sectors like agriculture and industry got only step-motherly treatment under a welfare-oriented regime which Kerala witnessed since about 1970s. Planning these productive sectors were a bureaucratic exercise with very little people's involvement or expertise. This retarded hegemony continues under the people's planning regime also. Secondly, the planning process itself operates at two levels with their often less complementary regimes. For instance, macro level planning for industry does not match with counterpart initiatives taken by the Panchayathi Raj Institutions. Thirdly, the People's planning movement could not mobilise the expertise of a large number of people who could have contributed significantly to its success. Unfortunately, several experts who showed substantial enthusiasm during the initial stages of the movement got distanced themselves in the subsequent stages. Fourthly, Kerala failed to present a clear development agenda before the people of the State. The political parties, unlike in the past gain mandate largely on the basis of short-term programmes and issues, rather than on wider issues of development and long-run programmes. This gradually led to a blurring of the developmental scene where some sort of inertia is rampant. Fifthly, the intellectual leadership, of the State also got alienated from the mainstream of development. While the lower ranks of academic community, due to their political leanings showed some interest in activities which are largely politically driven, those who could have made use of their expertise, largely chose to be silent. Sixthly, the emergence of non-resident Keralites (NRKs) as a significant group, had it negative implications on the development scene as a whole. While NRKs contributed significantly in terms of foreign exchanges, the NRK phenomenon itself led to a polarisation in Kerala society. While NRKs received considerable social and political patronage, this was largely at the expense of the morale of sizeable sections of the community who wanted to earn a living on the local economy. This is very clear in the industrial sector where no major effort has been initiated over the last 20 years to raise the morale of the entrepreneurial community. This vicious effect has not received adequate attention in the media as well.

Naturally, while in other parts of the country, atleast selected sections of the society have been aware of the challenges of liberalisation and are taking steps to withstand the evil effects of these challenges, Kerala by and large, has been groping in the darkness. It is against this background that an innovative approach like People's Planning has been placed. Naturally, the enthusiasm it has created does not get translated into concrete action and ideas generated by the people.

In a people-centered initiative, it is the enthusiasm, imagination and drive of the people that lead the programmes into success.

7.0. Learning From the Grassroots Experience

An understanding of the complex Kerala reality as outlined above, is based on the substantial literature that has been generated on the State's economy and society. While many of these issues are common to several villages in Kerala, the case of Vypeen Island stands out, in terms of the specific history the Island has. While poverty and unemployment are of a common problems of the rural economy of Kerala, the regional diversities are a reflection largely of how the people, and poor people in specific, react to these problems. While comparable literature is scanty, we have attempted to provide a comparative static position in terms of a similar study we have undertaken in Idukki district (Mathew, 1999) of Kerala during 1999.

The changes that have taken place in the regional economy of Ernakulam district as well as of Vypeen Block has to be understood against the background of these State-level issues. Where Kerala is a rural-urban continuum, highly sensitive to information through a higher average level of education and transport and communication network, it is natural that the developmental issues of Vypeen resembles closely with the wider issues of development at the State-level.

The Design of the Study

1.0. Background

Poverty removal and employment generation have been two main pillars of planning in India. In correspondence to this thrust, anti-poverty and employment generation programmes have been implemented by the Centre and the State Governments.

The strategy for programme implementation and delivery system in the rural economy has to be built upon the lessons learned from the experience in the execution of anti-poverty programmes on a longitudinal basis. Such understanding of these programmes and the lessons learned from experience are important to arrive at steps for speedy and more effective implementation, as well as for structuring more relevant programmes, if needed.

2.0. Problem

The anti-poverty programmes being implemented at the Block-level have been periodically evaluated. Several evaluation studies in the past have indicated that, while these programmes have been successful to some extent, the anomalies are substantial. These problems, however, cannot be simply explained away in terms of common usages like corruption, nepotism etc. On the other hand, there have been substantial gaps in our understanding of the context in which they have been implemented. Moreover, the implementing agencies as well as the sponsoring Ministries monitor these programmes from the point of view of their current status of implementation. Besides, the linkages of these programmes as well as the wider overall linkages in the regional economy remain unexplored.

Considering these constraints we are not in a position to understand the reasons for programme failure, if any. It is also difficult to explain success stories adequately. Unless the beneficiary households is taken as the unit of analysis and structural changes in these households over a period of time are not analysed in detail, it will be rather difficult to rectify anomalies and to implement the programmes meaningfully.

Structural changes, by no means, are the result of any particular programmes or government programmes as a whole. On the other hand, such changes have been the ultimate result of a variety of factors, both exogenous and endogenous to the household. It is important that such relevant factors are identified and their causation explained in order to arrive at a meaningful assessment of the situation.

3.0. Objectives of the Study

The objective of this study is to examine the structural changes that have taken place in selected clusters of poor households and to situate them against the background of various anti-poverty programmes. The specific objectives are the following:

- to prepare an inventory of all anti-poverty and welfare programmes implemented in some identified clusters by the governmental agencies, NGOs, other funding agencies etc. over a period of five years;
- to examine the present status of assets created in terms of their quality and performance;
- to examine the extent of participation of poor people in the implementation of these programmes;
- to analyse the perception of beneficiaries regarding the usefulness of these programmes; and

- to analyse the transaction costs, cost effectiveness and sustainability of these programmes.

4.0. The Locale

The objective of this study is to situate the role and relevance of development programmes initiated by several government departments in relation to the changes that have taken place in a representative village over a period of time. Though it may not be easy to make a causal relationship between structural changes in a region and the programmes that have been implemented there, it is important to understand the processes in operation. Taking into consideration this vitality, we have selected Vypeen as the region of our study. This village is characterised by a number of conducive factors, like high unemployment, inadequacies relating to water supply and sanitation, inadequate transport and communication facilities etc which make enhanced developmental intervention crucial. The Government obviously is the crucial agent who can play an important role in this situation.

5.0. Methodology

A crucial feature of this study is its wide coverage, in terms of the scope of analysis as well as the longitude. Therefore, it demands a combination of methods, including detailed literature survey, collection of qualitative information and data through observation and informal discussions, and a sample study. Secondary data for this investigation was collected from the National Informatics Centre, dicennial census, DRDA etc. Qualitative information was collected from a large number of informed persons such as local social workers, people's representatives, political leaders etc. Besides, all relevant studies/literature in the area were meticulously reviewed.

The sample study was aimed at capturing the specificities of programme implementation specifically in the context of anti-poverty and employment programmes. Based on relevant secondary literature as well as information available through discussions, four clusters of households were selected for drawing a random sample of 25 households each for indepth study. The sample Panchayaths were initially selected. Three criteria were used for selection of Panchayaths: (a) total population; (b) density of population; and (c) number of BPL families; and (d) SC/ST population. The clusters were situated in particular Wards of the corresponding Panchayaths. With the help of a map of the Ward concerned, the centre of the cluster was identified. A household situated at this centre formed the first sample. The subsequent samples were drawn using the Random Numbers Table, until the required number of samples were obtained.

Table: 2.1 Sampling Indicators

Name of the Panchayath	Total Population	Density of Population	No. of BPL Families ('98 census)	SC/ST population	Name of the Cluster	Constituent Wards
Mulavukadu	22322	1158	1063	3002		
Elankunnapuzha	47878	4106	4060	4570	Valappu	10,12 &14
Narakkal	22978	2672	1504	3538	Manjanakad	1,3,4,5 &8
Nayarambalam	23166	1783	1258	3818	Nedungad	4 & 5
Edavanakkad	19631	1747	1891	3703		
Kuzhupilli	11446	1481	743	1791		
Pallippuram	41100	2467	3900	3506	Thrikkadak-kappily	7

6.0. Technical Problems and Constraints

This study is not without technical problems and constraints. The major constraint relates to inadequate availability of data on a longitudinal basis. Most government departments do not maintain correct data on programmes implemented, number of beneficiaries etc. Besides, available data also has substantial inaccuracies and/or inconsistencies which needed to be corrected/cross-checked at various levels.

With the launching of the people's planning approach to local level planning, there remains substantial latent potential to utilise Block level and village level data for the purpose of planning, programme implementation and monitoring. Unfortunately, though the relevant softwares and infrastructure are available to DRDAs and Blocks, these have not been used appropriately for maintenance of a strong database. On the other hand, the Development Report/Plan Document of the Block Panchayath, which is supposed to be the only comprehensive document at the Block/Gram Panchayath level, was found to be with lot of inaccuracies and data gaps. While these reports provide a lot of general information, comments, and policy recommendations mostly of a sweeping nature, review of programmes, insights on the present stage of programme implementation, and suggestions on how they could be improved, are almost totally lacking. This infact is a reflection of the very low level of administrative and analytical expertise which has gone into the preparation of these reports.

The Regional Setting

1.0. Introduction

This chapter seeks to further elaborate the relevance of our study region. This has been done in terms of the locational advantages/ disadvantages of the village, the peculiarities of the regional economy, the linkages of the village with the District and State level administration, and finally, the role and relevance of different actors, the government, the private sector and the NGOs, in shaping the structure of the regional economy

2.0. Geography

Vypeen, is an island on the western side of the Ernakulam District. With the Kodungalore strait on the North, the Cochin port and Backwaters on the South, river Periyar and the Cochin city on the East and the Arabian Sea on the West, Vypeen has a size of 87.85 Sq. kms. The Island is demarcated by a sea coast of 26 Kilometers on the West and backwaters extending around 30 Kilometers on the East. A cluster of islands, this Block is constituted by seven Gram Panchayaths, Mulavukadu. Elamkunapuzha, Narakkal, Nayarambalam, Edavanakad, Kuzhupilly and Pallipuram. Of these, Mulavukadu is constituted by three islands, ie., Panambukadu, Valarpadam and Mulavukadu. Narakkal is constituted by two islands as well ie., Valliavattom and East Manjanakadu. Though it remains separated from the main land, Vypeen is narrowly linked with other parts of the District through an artery road, the Vypeen-Munambam road, which divides this Asia's most densely populated Island into two stretches, i.e., the Western stretch, which is coastal-belt, and the Eastern-belt, which is closer to the Backwaters. Three of the constituent Island, ie., Mulavukadu, Panambukadu and Valarpadam, remain completely isolated with water transport as only access. Similarly, the only direct access to the nearby Cochin city is the Backwaters.

Largely below the sea level, Vypeen is subject the threat of the vagaries of the Ocean, though the Kodungalore strait provides a bulwark.

The ecology of Vypeen is unique. The region is endowed with large canals extending over 50 Kilometers and a network of small canals emerging there from. With paddy fields, coconut gardens, marshy lands and waste lands, water in most parts of the Island is extremely saline. Naturally, availability of drinking water remains a major problem. With the mixed topography, improper drainage is a major problem which affects the environment adversely.

3.0. Population

The population of Vypeen according to the 1991 census was 1,88,521 which is 9.53 % of the district population of 19,77,142. The density of population is 2158 per square kilometers, which is highest in the State. The total number of households is 35,606 which is 9.10% of the total households in the district. The sex-ratio is 1042 females per 1000 males.

Table: 3.1 General Population Particulars

	Population						Literacy Rate	
	Male	Female	Total	Male	Female	Total	Male	female
Vypeen	87.35	35610	35606	92306	96215	188521	85.5	81.6
Dist. Total	2133.10	390951	389868	987606	989536	1977142	84.0	78.5

Source: Census of India, 1991

Table: 3.2 -

SC/ST Population

	Scheduled Caste			Scheduled Tribes						
	Male	Female	Total	Male	Female	Total				
Vypeen	4474	11620	12053	23673	82.9	51	125	133	258	83.7
Dist. Total	38067	100522	101674	202196	61.4	698	1786	1669	3455	47.9

Source: Census of India, 1991

3.1. Literacy Level

A distinguishing feature of Vypeen is its higher level of literacy and especially of female literacy. While the district level of literacy rate is 84% and in Vypeen it is 85.5%. Corresponding figures for female literacy is 78.5 and 81.6% respectively. A more distinguishing feature is the higher level of literacy among SC/ST population. It exceeds both the district level rates as well as rates within the Block. Literacy rate among Schedules Castes is 82.9% whereas for Scheduled Tribes is 83.7%. It is to be noted that, the district level rates for Scheduled Castes is only 61.4%, whereas for Scheduled Tribes, it is 47.9%.

3.2. Occupational Pattern

The occupational profile of the Block throw light upon the lopsided development of the Block. Main workers constitute only 8.56% of the total population, whereas the size of non-workers category constitute as large as 10.09%. The share of marginal workers remain low indicating the small size of ancillary employment opportunities. Details on occupational pattern of households is given in the following tables.

Table: 3.3

Occupational Classification of Households (1996)

	S.F.	M.F.	Agrl. Lbrs	Non.Agrl. Lbrs	Rural Artisans
Vypeen	-	1273	8488	3288	880
Dist. Total	824	17463	54168	59922	1224
Dist. Avg.	54.93	1164.2	3611.2	3994.8	81.6

Table: 3.4

Occupational Classification of Households 1996 (New Survey)

	S.F.	M.F.	Agri. Lbrs	Non.Agri. Lbrs	Rural Artisans
Vypeen	-	-	-	-	-
Dist. Total	53	839	3237	2703	447
Dist. Avg.	3.53	55.93	215.8	180.2	29.8

Table: 3.4

Classification of Main Workers (1991)

	Cultivators	Agri-Labours	H.Hs. Industry Workers	Other Workers	Total Workers
Vypeen	458	1823	288	50006	52575
Dist. Total	76511	129164	13602	376125	595402
Dist. Average	5100.73	8610.93	906.8	25075	39693.47

Source: Census of India, 1991

The decline in agricultural employment is an emerging phenomenon in the Island. Though, this to some extent, has been compensated by non-farm activities, there is a general preference among the younger generation not to go for the traditional non-farm activities like tree-climbing and coir work like, retting, dehusking, and spinning. There has also been an alienation of the younger generation from fishing, which is prominent tradition activity. Fish peeling absorbs a sizeable group of women workers. Carpentry and masonry would have been other prominent areas. However, due to inadequate mobility of labour, the opportunities remain limited. Other section like masons assistance and casual labourers, move out of the Island to some extent. Besides, there is also a process of entry into the ranks of masons and carpenters from other communities. The Island in general, demonstrates a tendency of a ratchet within which labour circulates without much opportunities for openings outside.

3.3. Employment and Unemployment

The Census figures indicate that unemployment is a major problem in the Island. While partial and full unemployment are rampant, the major reason remains the structural factors. Marginalisation of coconut gardens, and enhanced diseases have led to a declined interest in coconut cultivation. Similarly, the entry of massive tribe of Tamil fishermen and their settlement in the region have reduced employment opportunities of local fishermen. The problem has been compounded by limited mobility of labour.

Table: 3.5

Workers & Non Workers

	Main Workers			Marginal Workers			Non Workers		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Vypeen	42861	9614	52475	3110	2433	5543	46335	84168	130503

Dist. Total	478268	134061	612329	27875	30842	58717	474896	817888	1292784
Dist. Average	31884.53	8937.4	40821.93	1858.33	2056.13	3914.46	31659.73	54525.87	86185.6

Source: Census of India, 1991

4.0. Infrastructure

The Vypeen is endowed with availability of basic social and economic infrastructure. However, many such infrastructure is not adequate in relation to higher density of population. Constraints are largely in the areas of water supply and sanitation.

4.1. Education and Culture

Vypeen has a rich cultural heritage. However, its attainments in the area of education are far from satisfactory. Both secondary data, as well as our own field research indicate that the levels of education are much lower in relation to the situation in other parts of the State.

Table: 3.6

Educational Institutions in Vypeen Block

Sl No	Panchayaths	Lower Primary				Upper Primary				High School				Grand Total
		Govt	Pvt	Un-aided	Total	Govt	Pvt	Un-aided	Total	Govt	Pvt	Un-aided	Total	
1	Mulavukad	-	5	-	5	1	2	-	3	-	2	-	2	10
2	Elankunnapuzha	2	8	-	10	2	5	-	7	1	1	-	2	18
3	Narakkal	1	3	-	4	1	1	-	2	1	1	-	2	8
4	Nayarambalam	-	3	-	3	-	2	-	2	-	1	1	2	7
5	Edavanakkad	-	2	-	2	1	-	-	1	-	2	-	2	5
6	Kuzhuppilly	-	3	-	3	-	1	-	1	-	1	-	1	5
7	Pallipuram	3	6	-	9	-	2	-	2	-	3	-	3	14
Block		6	29	-	35	5	15	-	18	2	11	1	14	67

Table: 3.7

Social and Cultural Institutions

	Libraries	Reading Rooms	Cinema Theatres	Auditoriums	Churches	Temples	Mosques	Angana wadies	Bala wadies	Pre-Primary Schools
Vypeen	16	23	11	12	38	66	14	105	2	31
Dist. Total	303	313	84	104	530	758	261	403	278	225
Dist.	20.2	20.86	5.6	6.93	35.33	50.53	17.4	26.86	18.53	15

Average										
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Based on secondary and primary sources of data and information, it may be noted that the physical facilities available in educational institutions remain far from satisfactory. This adds to the inadequate number of institutions in relation to the density of population.

4.2. Public Health

There are a variety of factors which influence the health standards of the people. These can be categorised as direct and indirect factors. Details regarding the public health infrastructure is given in the following table.

Table: 3.8

Medical Institutions

	Government (Allopathic)							
	Hospital		Dispensaries		P.H.Cs.		Total	
	No.	Doctors	No.	Doctors	No.	Doctors	No.	Doctors
Vypeen	3	7	5	5	1	5	9	17
Dist. Total	22	50	17	16	72	95	111	161
Dist. Avg	1.46	3.33	1.133	1.06	4.8	6.33	7.4	10.73

The availability of safe drinking water is a natural determinant of health standards. The drinking water requirements of the village do not match with the availability. (Table: 3.10)

Table: 3.9

Water Supply

	Public Well		Public Tank		Hand Pump		Others		Total			
	Working	Not working	Working	Not working	Working	Not working	Working	Not working	Working	Not working	Working	Not working
Vypeen	94	-	3	-	-	-	-	-	97	-	2534	-
Dist. Total	2636	393	519	96	441	63	36	-	3632	552	14588	344
Dist. Avg.	175.7	26.2	34.6	6.4	29.4	4.2	2.4	-	242.1	36.8	972.5	22.9

4.3 Transport and Communication

The availability of transport and communication influence the physical quality of life significantly. The availability of these facilities in Vypeen does not match with the state level average. The major constraint of the Island despite its proximity with the main-land is its poor transport facilities. Any major initiative worth mentioning is the bridge connecting Cherai on the North with North

Paravoor. Even this connection does not improve the transport situation significantly as the bridge is far away from Cochin. A regular Jungar service linking Fort-Cochin and Vypeen was started in 1977 as an outcome of an agitation under the leadership of Mr. T.A. Paraman, who was then member of the Legislative Assembly. Subsequently, a similar service between Ernakulam and Vypeen started in 1993. Despite these interventions, the facilities available are not commensurate with the traffic density, especially between Vypeen and Cochin.

Table: 3.10

Communication Facilities

	Post Offices	Tele. Exchanges	Tele. Connections	Tele. Booths
Vypeen	13	2	3335	40
Dist. Total	278	57	41452	440
Dist. Avg	18.53	3.8	2763.46	29.33

Banking and other financial institutions play a crucial role in mobilising local resources. Details on banking infrastructure in the village is given in the following table.

Table: 3.11

Financial Institutions

	Nationalised Banks	Schedules Banks	Co-op. Banks	Co-op Societies	Other Financial Institutions
Vypeen	9	6	8	8	1
Dist. Total	106	65	124	156	166
Dist. Avg	7.06	4.33	8.26	10.4	11.06

5.0. Regional Economy

The regional economy is characterised by pre-dominance of agriculture and fisheries. In tune with the emerging needs of a significantly sized population, there has been a significant growth of the service sector. Large industries are almost nil. Small enterprises are largely of a primitive mould, involved in service activities.

5.1 Agriculture

Vypeen is characterised by a peculiar eco-system suitable for paddy cultivation, cultivation of garden crops like coconut and fish farming. The canals connected with the Cochin backwaters on the eastern side facilitates paddy cultivation in most Panchayaths of Vypeen. However, there is a direct inlet, which connects Puthuvypu village with the sea. This prevents paddy cultivation in that village. The estimated productivity of paddy is 600 kgs. per acre.

Prawn culture is an off-season activity which provides substantial income and employment. Infrastructure for research and development activities in this area have been set up by the Kerala Agricultural University as well as by the Govt. of India through its Krishi Vigyan Kendra.

Coconut is another major crop, distributed throughout the area. It has been estimated that an area of 7136 acres are occupied by coconut gardens. Root-wilt disease is widespread and this has affected productivity of coconut gardens significantly.

Table: 3.12

Land Particulars (Hect.) (1996)

	Dryland	Wetland	Total	Net Area cultivation	Net Area non-Agri. use	Area not cultivated
Vypeen	6910.00	2028.00	8938.00	4740.00	2226.00	1972.00
Dist. Total	140635.62	61595.80	202231.42	152405.10	35230.89	14595.43
Dist. Average	9375.70	4106.38	13482.09	10160.34	2348.72	973.028

5.2. Livestock and Poultry

Livestock and poultry which were important subsidiary activities in the village have come down in the recent past. However, programmes like IRDP have attracted more households into these activities. Two Co-operative Dairies, one at Pallippuram and the other one at Narakkal, as well as a number of private initiatives, take care of the processing and distribution of dairy products. Rearing of ducks and poultry also provide subsidiary employment opportunities for many households.

Table: 3.13

Livestock Population

	Total in Milk				Total Females				Buffaloes		
	Cross breed	Indigenous	Cross breed	Indigenous	Total	Female	Male				
Vypeen	3159	2386	2947	2399	5346	325	5671	26	18	44	96502
Dist. Total	106924	62280	163691	104142	267833	34903	302736	11945	5951	17896	1568642
Dist. Avg.	7128.26	4152	10912.73	6942.8	17855.53	2326.86	20182.4	796.33	396.73	1193.0	104576.1

5.3. Fisheries

Endowed with rich water resources and with infrastructural support by several governmental agencies, fishing, fish processing and trade have offered an important source of income and employment in the region. Fishing forms the major occupation for nearly 21,000 persons. In addition, there are around 8,000 workers involved in fishery related ancillary activities.

Membership in Fishermen's Welfare Societies (which forms the backbone of fishermen's villages in Kerala) constitutes, as per latest data, around 12,500 persons.

Fishing equipments also support the village assets significantly. This includes, 1323 fishing boats registered in the area, in addition to about 400 boats which come from outside Vypeen. The fishing craft also includes trawlers and purse-seine boats, amounting 110 in numbers.

The infrastructure for this sector include, the state-owned Fishing Harbour at Munambam, in addition to the two private harbours, one at Munambam and the other one at Murikkumpadam. The processing network includes 70 ice plants and 400 peeling sheds located in various parts of the Block.

The public support system for fisheries is significant and widespread in Vypeen. The R&D and extension services are offered by the Fisheries Station of the Kerala Agricultural University located at Puthuvypu as well as by the Fisheries Research Station and the Krishi Vigyan Kendra located at Narakkal. In addition to this, there is a regular support network, largely by the Govt. of Kerala. The Matsya Bhawan of the Fisheries Department has 2 Inspectors posted in this area, in addition to 3 Project Officers of the Matsyafed and 2 Fisheries Officers of the Fishermen's Welfare Board. Most of the government programmes in the area have been implemented through a network of 22 primary Fishermen's Societies operating under Matsyafed, which is the apex Federation.

The public promotional cum incentive system includes, distribution of equipments to primary societies, production and distribution of prawn seeds through hatcheries, and technical training in prawn fishery and hatchery. The relevant institutions are, the Marine products Export Promotion Authority, and state level organisations, the ADAK and the BEFDA

5.4. Industries

As already noted, the region has been characterised by lopsided industrial development. The industrial base is largely constituted by fisheries related industrial activities such as, fish processing units, tiny units which are involved in processing of fish products, peeling sheds, ice plants, boat yards, production, repairing and servicing of fishing equipments etc. Despite this significant resource base and natural advantages, no major structural or organisational changes have taken place in these industries. The government promotional activities in the past include setting up of an industrial estate, registration of 16 industrial co-operative societies and implementation of usual programmes of promotional agencies like the District Industries Centre and the Khadi and Village Industries Board etc. Despite these initiatives, and the possible market opportunities offered by Cochin city, which is just a few kilometers away, the industrial base has not picked up, nor have any significant diversification taken place in the existing structure.

5.5. Services Sector

While there is a lopsided industrial development as outlined above, the service sector has grown significantly, partly in response to the high density of population. The activity structure of this sub-sector include, a large number of hotels, distribution services, shops catering to household items, financial services etc.

6.0. Income Levels and Poverty

Despite significant interventions through official and non-official development programmes, Vypeen stands first in poverty and income inequalities. The latest survey conducted by the DRDA shows the following results:

Table: 3.14

Income Classification of Households (1996)

	Upto 4000	4001-6000	6001-8500	8501-11000
Vypeen	5558	5967	1863	541
Dist. Total	47858	61148	25139	10456
Dist. Avg.	3190.53	4076.53	1675.93	697.06

In terms of the rate of urbanisation as well as regarding the extent of unemployment Vypeen stands out among other Blocks/regions of the country. The main features of the employment situation of the Island as well as the major development challenges will be discussed in the last few chapters.

7.0. Voluntary Action

In a village having a high density of population and with inadequate infrastructure, the NGO sector has a key role to play. These non-profit and service oriented organisation can contribute significantly in providing some of the missing links in the development process, can help to improve the quality of public services, to conscientise the people regarding their rights and duties, and overall as a facilitator.

NGOs in Vypeen belong to two categories: 1) organisations set up by religious communities and castes; and 2) independent NGOs. The organisations set up by Ezhavas and Christians belong to the former category. The Christians have some organisation of the kind attached to every parish. These organisations are largely involved in limited activities like charities and skill-upgradation among their own communities.

Two of the secular organisations deserve mention: Tapovan, an NGO based at Puthuvyppu, has been involved in welfare activities like awareness building among women and farmers, skill training etc. Another organisation called Swasraya Vypeen also has been involved in similar activities. A brief list of their programmes is given in the Annexure.

The Clusters

1.0. Introduction

The concept of cluster has been in vogue in development literature especially in the context of small and medium enterprises. A cluster may be defined as a local agglomeration of enterprises (mainly small enterprises, but often also including some larger enterprises), which are producing and selling a range of related and complementary products and services. An example can be a localised leather industry which includes leather tanning units, leather finishing units, leather goods producers, leather garment manufacturers, designers, sub-contractors, merchant buyers and exporters etc. It must however, be highlighted that a cluster is not merely a hardware, consisting of a group of industries located in a particular area. Its success and dynamism are highly dependent on the software i.e. the linkages and relationships that get established, or are consciously established, over a period of time. The definition itself, is therefore, situation-specific.

2.0. Activity Clusters

In the rural development context, the concept of cluster has been of very recent use. The possible reason is the lack of suitable criteria for identification of clusters. Activities and regions need not always correspond. Therefore, while some activities may be located in a particular region, this may be because of some natural advantages.

Lack of suitable criteria for identification makes, the concept of cluster, of limited operational meaningfulness in the context of rural development. In the new approach of the Ministry of Rural Development, activity clusters have been chosen as the focal point for implementing a programme meant to raise the assisted families above the poverty line within a period of three years. The strategy involves identification of a few selected key activities in each Block, and to attempt to develop all aspects of these activities. While this new approach facilitates, coordinated action of a different kind, the dependence on administrative units like Blocks and Districts, is likely to put a constraint on the successful implementation of this programme.

Instead of taking either an individual approach, or an administratively straight-jacketed cluster approach, we have chosen a functional definition of a cluster. According to this approach, we attempt to address to the question as to why poor people in a particular Panchayath (or Block) are concentrated in a particular locality. The plausible explanations are that: (1) these poor people have limited accessibility to resources; or (2) that they have some perceived locational advantages. While such a discussion has been done elsewhere, we have identified four clusters of poor households based on the observed concentration of these households (table 4.1)

Table: 4.1

Scheme/Cluster-Wise Distribution of Samples

Scheme	Elamkunnappuzha	Nayarambalam	Narakkal	Pallipuram	Total
CRSP	4	1	3	1	9
DWCRA	-	1	-	-	1
IAY	3	5	9	2	19
IRDP	11	15	4	14	44
JRY	-	1	-	-	1

MWS	3	-	3	3	9
MYTHRI	4	2	-	4	10
SITRA	-	-	6	1	7
Total	25	25	25	25	100

3.0. Main Features

From the point of view of understanding the meaning of clusters, as well as their operational meaningfulness, it is important to know some of the major attributes of the selected clusters.

3.1. Location

All the four clusters are located in the interior parts of the Panchayaths concerned. This shows that the poor people do have some locational disadvantages. They belong to narrow and congested dwelling places with no privacy. The settlement pattern is much different from colonies of poor people in other parts of the State. The area suffers from lack of sufficient sanitation and drinking water facilities. Irrespective of the economic status, the people of Vypeen are deprived of safe drinking water (table 4.2).

Table: 4.2

Sources of Drinking Water

House Type	Public Tap	Own Well	Own Connection	Total
Hut	19	-	-	19
Katcha	3	-	-	3
Pucca	42	5	-	47
Terraced	26	3	2	31
Total	90	8	2	100

The locational disadvantages has two crucial dimensions: (a) absolute; and (b) relative. While in most parts of Kerala, the degree of deprivation is more relative than absolute, in Vypeen, both the rich and poor alike are the victims of such locational disadvantages. This, to a large extent, can be explained in terms of the specific ecological features of the Island.

The fact that both the poorer sections of society as well as the relatively well-off ones, alike depend on public-tap is, alternatively, an indicator of a culture of poor environmental standards inherited by the Islanders. This, together with the extremely poor sanitation facilities throughout the Island, indicates how government programmes both by the State as well as the local bodies, have overlooked the basic needs of the Islanders. While some leaders of the Gram Panchayaths attributed such technical factors like the high level of the water-bed, which prevents construction of modern toilets, what is alarming is the lack of any serious thought on alternatives.

3.2. Education

The level of education of the respondents indicate that irrespective of other factors, the educational level remain high, as per any national standards. While higher levels of education facilitates greater mobility of labour, the percentage of highly educated people is negligibly low, the technically skilled workers like ITI s, motor mechanics etc., have to be contented with the local

market which is already flooded. Mobility of labour even to the nearby Cochin city is difficult because of inadequate transport facilities as well as for the "sons-of-the-soil" policies promoted by trade unions.

Table: 4.3.

Educational Level of Respondents

Panchayath	Primary	Secondary	High-School	College
Elamkunnappuzha	9	9	7	-
Nayarambalam	11	4	9	1
Narakkal	9	5	10	1
Pallipuram	11	9	4	1
Average Age	(56)	(48)	(41)	(30)
Total	40	27	30	3

3.3. Ownership of Assets

Ownership of assets is a crucial factor which empowers the poor in terms of a flow of income as well as the capabilities to look for alternative sources of income. We have noted that land accounts for the major asset and the majority of the respondents were tenants who got land under the Land Reforms Act. While the asset value of land is relatively low because of their location in the interior areas, any form of trade-off based on land itself is rather difficult. Hence, these poor households have to depend exclusively on wage income for their survival.

Table: 4.4

Land Ownership of Households (In Cents)

Land Owned	No
<5	29
5-10	57
11-15	8
16-20	2
>20	4
Total	100

3.4. Social Background

The peculiar social background of the people is a characteristic feature of the clusters. The majority of the respondents belong to the erstwhile category of agriculture labourers, belonging to the backward pulaya community. Another prominent group is the tree climbers who belong to the Araya community.

Table: 4.5

Religion/Caste of Respondents

Religion	No
Hindu	24
SC/ST	47
XIAN	29
Total	100

3.5. The Health Trap

A vicious circle of poor health standards of the community is a notable feature of these clusters. Due mainly to environmental factors the overall health standards remain low. Contagious diseases are common. Such objective factors, however, have not led to a proportionate expansion of medical infrastructure. Even while the Island is densely populated, the poor purchasing power of the majority makes setting up of such infrastructure unviable. The private sector thus gets dissuaded to invest. The public medical infrastructure on the other hand, is constrained because of low investment in the sector.

It is important to note that Vypeen is one of the centres where government health infrastructure was originally initiated. While such infrastructure has considerably helped in fighting frequent outbreak of contagious diseases, the facilities available have not improved significantly in relation to the demand.

3.6. Lack of External Development Support

A critical minimum effort which is capable of raising the clusters from their present state of stagnation is vital. While such endogenous efforts cannot be expected significantly, external interventions alone can help to improve the situation. Many forms of external support were heard of in the past, though none of them have materialised. However, a major recent initiative has been the Vypeen Bridge project which has already been started. Two other projects like, the CNG project, as well as the Vallarpadam Container Terminal project have been in different stages of negotiation.

1993-94	222	3	186	411	179	11	14.73	22.08	8956
Dist. Total	2577	17	2502	5096	2142	103	165.63	260.35	8359
Dist. Avg	171.8	1.13	166.8	339.73	142.8	6.86	11.042	17.35	557.26
1994-95	223	2	173	398	167	4	18.29	29.58	12028
Dist. Total	2406	31	2536	4973	2284	67	198.00	383.32	11669
Dist. Avg.	160.4	2.0	169.06	331.5	152.26	4.46	13.2	25.554	777.93
1995-96	168	-	168	336	160	5	14.68	36.23	15152
Dist. Total	1839	16	2974	4829	2002	55	208.70	572.41	16175
Dist. Avg	122.6	1.0	198.26	321.9	133.46	3.66	13.91	38.160	1078.333
1996-97	167	-	169	336	135	3	14.82	41.04	16625
1997-98	154	-	206	360	144	-	18.4	47.06	18183.33
1998-99	98	-	180	278	111	-	11.43	40.15	18553

Source: District Rural Development Agency (DRDA), Ernakulam

Table: 5.2

Implementation of TRYSEM in Vypeen Block

Year	No. of trainees						Post-Training		Under-going Trg.(No.)
	SC	ST	Others	Total	Women	P.H.	Self. Empl	Wage Empl	
1993-94	23	-	12	35	31	-	-	27	-
Dist. Total	204	3	305	512	404	9	91	260	229
Dist. Avg.	13.6	0.2	20.33	34.13	26.93	0.6	6.06	17.33	15.26
1994-95	27	-	15	42	38	-	19	23	-
Dist. Total	282	3	414	699	554	3	282	346	200
Dist. Avg	18.8	0.2	27.6	46.6	36.93	0.2	18	23	13
1995-96	18	-	12	30	19	1	2	26	-
Dist. Total	177	2	259	438	309	1	70	319	321
	11.8	0.13	17.26	29.2	20.6	0.06	4.66	21.26	21.4

Avg.									
1996-97	4	-	4	8	6	-	-	6	-
1997-98	11	-	23	34	34	-	34	-	-
1998-99	5	-	10	15	15	-	-	7	-

Source: District Rural Development Agency (DRDA), Ernakulam

Table: 5.3

Implementation of DWCRA in Vypeen Block

Year	No. of Groups Formed					Members Benefited				No of Defunct Units
	SC	ST	Others	Total	Groups Started IGA	SC	ST	Others	Total	
1993-94	-	-	1	1	1	1	-	9	10	-
Dist. Total	3	-	14	17	17	36	-	147	183	-
Dist. Avg	0.2	-	0.93	1.13	1.13	2.4	-	9.8	12.2	
1994-95	2	-	5	7	7	18	-	47	65	-
Dist. Total	11	-	79	90	76	211	-	644	856	-
Dist. Avg	0.73	-	5.26	6	5.06	14.0	-	42.93	57.06	
1995-96	1	-	2	3	3	13	-	18	31	-
Dist. Total	6	-	57	63	63	145	-	430	575	-
Dist Avg	0.4	-	3.8	4.2	4.2	9.6	-	28.66	38.33	-
1996-97	-	-	5	5	5	21	-	29	50	-
Dist. total										
1997-98	2	-	4	6	6	20	-	34	54	-
Dist. total										
1998-99	2	-	9	11	11	20	-	90	110	-

Source: District Rural Development Agency (DRDA), Ernakulam

Table: 5.4

Implementation of SITRA in Vypeen Block

Year	No. of Artisans	No. of SITRA supplied
1993-94	-	-
1994-95	880	33
Dist. Total	10692	1099
Dist. Avg	712	73.26
1995-96	880	18
Dist. Total	10073	209
Dist. Avg	671	13.93
1996-97	880	51
1997-98	880	53
1998-99	880	41

Source: District Rural Development Agency (DRDA), Ernakulam.

Table: 5.5

Performance of IAY in Vypeen Block

Year	Target	Houses Completed	Houses in Progress	No. of RR Cases
1993-94	20	7	13	-
Dist. Total	225	187	36	2
Dist. Avg	15	12.46	2.4	0.13
1994-95	61	39	22	-
Dist. Total	432	384	48	-
Dist. Avg	28	25	3	
1995-96	96	18	78	-
Dist. Total	1138	630	508	-
Dist. Avg	75	42	34	-
1996-97	55	48	7	-
1997-98	81	63	18	-
1998-99	114	37	-	

Source: District Rural Development Agency (DRDA), Ernakulam

Table: 5.6

Performance of M.W.S. in Vypeen Block

Year	Houses Completed	Houses in Progress	Wells Completed	Land Devt. (Hectares)	Other works
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1993-94	14	9	-	-	-
Dist. Total	224	39	47	5.68	7
Dist. Avg	14	2	3	0.37	0.46
1994-95	12	16	-	11	-
Dist. Total	244	52	37	20	16
Dist. Avg.	16.26	3	2	1	1
1995-96	23	5	-	-	-
1996-97	-	-	-	-	-
1997-98	-	-	-	-	-
1998-99	(Spill over cases) 13	26	-	-	-

Source: District Rural Development Agency (DRDA), Ernakulam

Table: 5.7

Implementation of J.R.Y. in Vypeen Block

Year	Roads Kms	Houses in completed no.	Sanitary Latrines no.	Drinking water Wells	Irrig. Wells Nos	Irrig. Tanks Nos	School Bldgs. No.	Empt. Generated (Mandays)
1993-94	5.260	21	94	-	-	-	-	0.57
Dist. Total	139.096	534	488	8	12	9	-	-
Dist. Avg	9.27	35.6	33	1	1	1	-	-
1994-95	3.610	47	89	8	-	-	-	0.880
1995-96	3.800	34	55	9	-	-	-	0.430
Dist. Total	78.519	489	511	22	14	7	-	2.633
Dist. Avg	5.23	33	35	1	1	1	-	0.17
1996-97	-	-	-	-	-	-	-	-
1997-98	-	12	24	-	-	-	-	-
1998-99	-	-	-	-	-	-	-	-

Source: District Rural Development Agency (DRDA), Ernakulam

Table: 5.8

Performance of CRSP in Vypeen Block

Year	Target	No. of Latrines Constructed			
		SC	ST	Others	Total
1993-94	89	32	-	57	89
Dist. Total	1012	269	1	742	1012
Dist. Avg.	67.46	17.93	0.06	49.46	67.46
1994-95	60	26	-	34	60
Dist. Total	726	219	-	507	726
Dist. Avg	48.4	14.6	-	33.8	48.4
1995-96	61	24	-	37	61
Dist. Total	881	253	3	625	881
Dist. Avg	58.73	16.86	0.2	41.66	58.73
1996-97	49	12	-	37	49
1997-98	57	14	-	43	57
1998-99	48	7	-	41	48

Source: District Rural Development Agency (DRDA), Ernakulam

The physical and financial figures on anti-poverty programmes themselves do not explain how these programmes have contributed to a structural change in the rural economy of Vypeen. What is more important are: (1) how the new assets created perform in offering a flow of services to the people whom they are meant for; and (2) to what extent the new employment created has led to a structural change in the overall position of household income, savings and investment. An understanding of these aspects requires a more detailed analysis of income flows and assets created. This has been attempted in the subsequent chapters.

2.1.1. Implementation of SGSY

The congruence two factors, the newly initiated SGSY programme, as well as the new planning methodology adopted by the State, should offer considerable hopes for the design and implementation of rural development programmes in a novel way. Viewed from this angle, we made an indepth study of selected Activity Clusters identified by the Block under the SGSY. The following Activity Clusters were selected for the study.

Table: 5.9

SGSY Clusters in Vypeen

Cluster	Location
1. Assembling of Umbrellas	Narakkal
2. Fishermen's Collective	Nayarambalam
3. Handlooms	Nayarambalam
4. Handicrafts	Pallipuram

The leaders as well as members of these clusters were interviewed with the help of a structured interview schedule. Besides, qualitative data also were collected. Our broad findings are as follows:

The Block officials are ignorant of the perspective that guides SGSY. It was pointed out that SGSY as a new programme is complex and difficult to implement.

The Block officials consider this programme just as another version of the erstwhile programmes. The selection of programme beneficiaries and the implementation of the programme has substantial adhocism. Most of the activity clusters identified so far, are erstwhile DWCRA units or cooperatives (eg., Umbrella-making unit at Narakkal)

The new programme entrusts greater responsibilities on the Block staff in identifying potentially viable activity clusters. However, these officials preferred to play safe by selecting only the so-called "proven clusters".

2.2. Health

Considering the ecological and environmental features of the village as well as its high density of population, Vypeen has a record of high vulnerability to contagious diseases. While the situation was graver until 1960s, it has improved since. However, an outbreak of Cholera in 1982, costing the lives of 73 persons has been recorded during the modern times. According to the records of the Department of Health, no such major outbreak has been recorded since 1982, though cases like Cholera, Jaundice, Typhoid and Dengue Fever have been recorded off and on.

Though environmental factors significantly influence the overall health status of the community, the development strategy in the health sector has been largely geared to setting up of infrastructure such as hospitals. Details regarding such infrastructure available in the village are given in the following table.

Table: 5.10

Medical Infrastructure in Vypeen

Name of Hospital/PHC	No. of Doctors	Other Medical Staff	Community Health Workers	Other employees	Total
Government Hospital, Narakkal	3	21	-	5	33
Government Hospital, Ayyampilly	1	12	-	14	27
Government Hospital, Munambam	2	19	1	2	24
C.H.C., Malippuram	4	14	26	5	49
P.H.C., Edavanakkad	1	4	20	3	28
P.H.C., Nayarambalam	1	2	8	3	14
P.H.C., Puthuvyppe	1	1	8	3	13
P.H.C., Valarpadam	1	2	2	3	8
P.H.C., Mulavookad	1	2	6	3	12

Total	15	77	71	41	208
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2.3. Water Supply and Sanitation.

Lack of availability of potable water and salinity of the existing water resources, make drinking water a major constraint in Vypeen. The fact that a significantly large population is subject to these problems, caught the attention of the government soon after Independence. Against acute scarcity of drinking water, especially towards the southern part of the Island, steps were taken way back in 1950s to bring drinking water in barges and to supply it in the Island. This continues still. The supply of water through pipelines was started in 1958. Such water was made available in places like Vallarpadam, Mulavukad, Elamkunnappuzha and Narakkal. The LIC-aided Water Supply Scheme was launched by the Government of Kerala in 1980, drinking water has been made available from Aluva through pipelines.

The setting up of an alternative system of water supply led to lack of interest in traditional source like open wells and ponds. While the LIC aided project has contributed to enhance the availability of water, it has not helped to improve the overall situation significantly. Several reasons have contributed to this. First, the capacities created have not been in proportion to the increase in population. Secondly, it has been reported that, even the existing supply system has not been properly utilised. For instance, unauthorised water connection as well as misuse of water for purposes other than what it is meant for, have been reported. For instance, it has been widely alleged by Vypeenites that, leakages through unauthorised connections from main pipe-line take place largely in other parts of the district like Cochin city and Aluva, where drinking water is not a major problem. The political will required to detect such unauthorised connections and to take corrective steps were not reported to be forthcoming. It has also been noted that water has been unauthorisely collected by fishing boats, either for use elsewhere, or for other alternative uses.

Official documents under People's Planning highlight the importance of preserving and utilising wells and ponds. However, it has been noted that no sincere efforts have been taken by the village Panchayaths to mobilise opinion in favour of such an initiative and to take concrete steps. On the other hand, a culture of complete dependence on pipeline systems has been nurtured over time such that, many of the traditional sources have been permanently destroyed.

In all seven Panchayaths of the Block, pipelines have been reported to be outdated and hence wastage of water has been significant. Besides, the correspondence of damaged water lines with highly polluted waterways has significantly contributed to the eruption of contagious diseases. The issue of scarcity of water got politicised during recent times. The political struggle of 1996-97 helped to expedite the HUDCO project now being implemented in the Island.

2.4. Education and Culture

A major contribution of Vypeen relates to its legacy in the area of culture. The Island has produced stalwarts like Sahodaran Ayyappan, who has contributed significantly to the social reform movement in Kerala. The other political stalwarts include, veteran communist leader M.K. Krishnan, former Union Minister, P.A. Syed Muhammed, and the veteran Congress leader and State Minister K.C. Abraham. Besides, the Island has also produced literary stalwarts like A.D. Harisharma, the renowned Sanskrit scholar, P.K. Balakrishnan, the great journalist and Ayyampilly Balan, who has contributed significantly to Malayalam drama, and the producer of first Malayalam cinema, Chev. P.J. Cherian and Sarvodayam Kurian, renowned Gandhian and social worker.

The cultural tradition of the Island survives mainly in the form of a network of libraries and cultural organisations.

Table: 5.11**Libraries in Vypeen**

Name of the Library	Year of establishment	Grade	No. of Members	No. of Books
Grammena Vayanasala, Panambukad	1940	C	1020	4485
AKG Vayanasala, Mulavukad	No information			
Ashan Samara Public Library, Ochanthuruth	1922	A	320	14800
Ajantha Library, Malippuram	1982	D	99	3200
Aliyar Samaraka Vayanasala, Malippuram	1968	B	246	6449
Kasthurba Samaraka Vayanasala, Elamkunapuzha	1958	A	350	12738
Narakkal Panchayath Kendra Grantashala, Narakkal	-	A	-	9600
Veenjann Bhavan Vayanasala, Nayaramablam	1976	E	98	2200
Grameena Vayanasala, Nayarambalam	1931	A	150	8212
S.P. Mukherjee Samaraka Vayanasala, Nayaramablam	1953	A	237	8670
Cherai Public Library	1914	A	450	15215
Janatha Vyanasala, Pallipuram	1952	B	330	8000

Table: 5.12**Social and Cultural Institutions (in numbers)**

Block	Library	Reading Rooms	Cinema Theatres	Auditoriums	Places of Worship	Angana-wadies	Bala-wadies	Pre-Primary Schools
Vypeen	16	23	11	12	118	105	2	31
Dist. Total	303	313	84	104	1549	403	278	225
	20.2	20.86	5.6	6.93	103.26	26.86	18.53	15

Average								
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2.5. Social Welfare Programmes.

As Vypeen stands first in the District in terms of the percentage of population below the poverty line, social welfare activities assume particular significance. Public programmes in this area form broadly of two categories: (1) programmes targeted to women and children; and (2) special programmes for SC/ST communities. The following table gives an indication of infrastructure available in this area.

Table: 5.13

Aganwadis in Vypeen

Gram Panchayath	No.of Aganwadis		
	With Own Bldg.	Without Own Bldg	Total
Mulavookad	4	9	13
Elamkunapuzha	5	21	26
Narakkal	6	8	14
Nayarambalam	9	5	14
Edavanakkad	8	5	13
Kuzhuppilly	9	3	12
Pallipuram	18	9	27
Block Panchayath	59	60	119

Among the other welfare programmes include, the specific economic programmes targeted to women. Training and support services for women have appeared prominently in the Plan documents of all Gram Panchayaths. Unfortunately, the vital linkages are often missing. For instance, in one of the Panchayaths 50 women were trained in a particular trade called manufacturing of electronic chokes. It has been indicated that none of these trainees have been sticking on to their area of expertise, nor have they been provided escort services.

In the new approach to planning in Kerala, projects/programmes relating to the welfare of SC/STs have been given a special status and thrust. Traditionally, occupation-wise, the SC/ST communities are largely agricultural labourers. Of these, paddy cultivation provided employment to a significant extent. While the area under paddy as well as employment therein has significantly come down during recent times, other activities like fish and crab culture which substituted it, are not capable of compensating this decline.

While political and administrative compulsions have necessitated earmarking a fixed portion of Plan funds for the welfare of these communities, there has not been serious effort to chalk out sustainable strategies and programmes. Naturally, there has been significant misutilisation of funds as evident from our field investigation. Besides, most of Gram Panchayaths have spent the bulk of such funds for training activities.

Another crucial area of programmes targeted to the SC/ST communities is the anti-poverty programmes.

Table: 5.14

Financial Allocations under Anti-poverty Programmes for SC/STs. - 1997-98

(in lakhs)

Scheme	Block Contribution	Allocation of fund to SC/STs	% of fund
IRDP	2,57,600	1,28,800	50
TRYSEM	1,10,000	55,000	50
IAY	2,06,800	1,25,400	60
MWS	8,55,500	5,51,740	67.33
JRY	3,02,400	68,040	22.5
CRSP	92,000	28,000	30%

3.0. Economic Programmes

The economic programmes are, general programmes which are meant for the overall economic development of the region, though such programmes may have an indirect distributional impact in the community. We may broadly include the following under this category: (a) agriculture; (b) industries; and (c) fisheries.

3.1. Agriculture

As we have already noted, Vypeen is a basically agrarian economy. The support programmes of the Government relating to agriculture need to be situated against the peculiarities of agricultural economy of the Island. The major peculiarities relate to the ecology itself, i.e., prominence of crops such as paddy and coconut, which requires proper irrigation. Vypeen has this natural advantage, as the whole area is connected with waterways large and small which in turn, are connected with the sea. The direct inlet of saline water at the village Puthuvype, prevents paddy cultivation here. This ecological peculiarity facilitates a diversified development of the agricultural sector. During the off-season, fish culture is made possible.

Despite the opportunities, agriculture remains stagnant in the Island since 1970s. The enactment of land reforms in 1970, and its faithful implementation resulted in access to land ownership for a large number of tenants. The small plots, which, a large number of tenants got entitled, have not been properly cultivated. Besides, the large farmers lost much of their interest in cultivation, due to several reasons such as high cost of production and lack of remunerative prices for agricultural products like paddy and coconut, enhanced vulnerability of crops like coconut to diseases. This situation led to some forms of absentee landlordism by which the farmers increasingly lost interest in periodic maneuvering and planned protection measures.

While cultivation of paddy become unremunerative, the mainstay of the agricultural economy of Island now is coconut. Hence the fulcrum of any agricultural development strategy in the Island need to be to enhance the productivity of coconut cultivation. This requires a sustained effort to maintain and improve agricultural practices according to the changing needs. While in the past cleaning of waterways and gathering of slurry implied an indirect maneuvering for coconut trees.

While an almost complete stoppage of this practice has resulted in a virtually demaneuvering process as well as to several environmental problems arising out of blocked waterways. It has been noted by several experts that, a ground of the root-wilt disease itself can be explained in terms of such blockage of waterways.

Considering environmental and human geographic factors of Vypeen, it is vital to evolve relatively large agricultural development project with the active involvement of governmental agencies. While the Gram Panchayath have several constraints, considering their limited resources and expertise, this task need to be performed by District Panchayath or directly by the agricultural department through non-plan funds. We have noted that no such important initiative has taken place in the recent past. Besides, much of the funding for agricultural developments in the are have been spread over several tiny projects, implies poor results. Besides, several of the conventional type of projects (eg. Promotion of vegetable cultivation) are not appropriate to the situation of Vypeen.

3.2. Industries

Though not far away from the Cochin-Aluva industrial belt, which is the largest of its kind in Kerala, Vypeen is industrially one of the most backward parts of Kerala. While, the locational disadvantages the private sector reluctant to invest in the Island, no worthwhile government programmes, has tried to explore the industrial potential of the Island. While the rich fishery resources could have made an equal chance for this Island to come up with other parts of Ernakulam, where the industry is concentrated, no such major initiative have come up in this area. A possible reason is the inadequacy of clear and safe drinking water as well as overall lack of sanitation facilities, which are vital for the industry to thrive. However, there are a few small fish processing units as well as ancillary industries like Iceplants. The governmental initiatives in the past have been largely as part of state level industrialisation programme, where there could be no reason why any single block can be left out. There is one industrial estate and 16 industrial cooperative society. The industrial cooperative societies are all in the traditional sectors like Coir, Handloom, Khadi and Village Industries, beedi and printing. The following table shows that, most of the existing industrial units are resource based with primitive technologies and offering very limited linkages.

Table: 5.15

Industrial Enterprises in Vypeen Block

Sl.no	Industrial units	No. of units
1	Fish Processing Units	79
2	Peeling Sheds	112
3	Ice Plants	51
4	Boat Yards	25
5	Fishery ancillaries	102
6	Flour Mills	68
7	Oil Mills	12
8	Bakeries etc	16
9	Cattle Feed	3
10	Handloom Co-operatives	3
11	Coir Products	8

12	Furniture Units	28
13	Saw Mills	15
14	Cements/Mosaic Units	25
15	Electronics Units	12
16	Garments Units	34
17	Candle manufacture	5
18	Others	162
Total		760

While the projects envisaged under the Plan of the Gram Panchayaths are of a highly repetitive nature, there has been very limited allocations under the state sponsored schemes for this Block. While the level of unemployment is exceptionally large in the Island, the subject has not been addressed to, any significant extent by the industries department of the Government of Kerala. While motivational activities like business awareness programmes, EDPs have been organised frequently in other parts of the state, no such initiative has taken place in the Island except for one EDP which was organised at Cherai in 1996. While, the importance of resource based rural industries have been cursorily treated in the Plan documents of the Block as well as of the Gram Panchayaths, such priorities have not been translated into practice through relevant agencies like the Khadi and Village Industries Commission/Khadi and Village Industries Board, Coir Board etc.

Though not directly addressed to the development imperatives of Vypeen Island, two major industrial initiatives deserves special mention: 1) the Container Terminal of the Cochin Port at Vallarpadam; and 2) the proposed Liquid Natural Gas unit at Puthuvyppu. While these projects have been on their earlier stages of initiation, it has been noted that several problems cast doubts on their actual implementation.

3.4. Fisheries

The initiatives of the Government of Kerala in the Fisheries sector have been focussed on two crucial areas: registration of fishing villages; 2) distribution of fishing inputs to traditional fishermen; 3) creation of infrastructure such as construction of harbours , development of landing centres and setting up of Ice-plants and other infrastructure. The Fisheries Department has initiated registration of welfare societies. The Island has 12,473 fishermen, among a total of 20,173 fishermen in the area. A major initiative of Government of Kerala has been the Munambam Fishing Harbour. Besides private harbours in Munambam and Murikkumpadam cater to the needs of mechanised fisheries. While the support given by Marine Products Export Development Authority has facilitated setting up of ancillary industries this has not helped significantly as designing peeling sheds, hygienic fish peeling activities. While there are 70 Ice -plants and 400 peeling sheds, this is not adequate considering requirements of the industry.

Another major area where initiatives have been made by the Central and State Government institutions has been fish culture. The activities of MPEDA, ADAC and BFFBA have helped to promote fish hatching activities both in the private and public sector. The experimental station of Indian Council of Agricultural Research at Narakkal as well as Krishi Vynjan Kendra have made some contribution to awareness building among fish farmers. However, the industrial use of fishing resources remains a totally neglected area, despite the presence of premiere institutions like Central Institute of Fisheries Technology and Integrated Fisheries Project in the nearby city.

Despite the significant initiatives of both the Government of India and State Government as outlined above, the trickle-down effect on the community has been found to be negligible. Our Team discusses in detail with officials of several of these institutions as well as with the

fishermen. The impression we gather is that the fishermen are not keen on adopting many of the new technologies initiated by the ICAR system. While many of these technologies are not significantly over the time-tested know-how and practices of the fishermen, it has also been noted that the extension services offered are of a continuous nature.

We have also noted that in some new areas (eg. Ornamental fisheries) new entrepreneurs have ventured without having any formal institutional support from governmental agencies. There has also been some changes in occupation pattern. For example, while prawn culture was basically an activity of medium and large farmers of the Christian community, this has undergone some change across the other communities.

4.0. Creation of Public Assets

In order to get a holistic view of the role of panchayaths, in relation to their leadership and credibility, details on public assets created by them during the Eighth and Ninth Five Year Plans were collected. Such data were gathered from the Assets Register (Work Book) of the relevant Panchayaths. The following tables indicate the progress of asset creation and the broad present status of these assets. Based on such information, our team made a physical verification of assets, which lead us the following conclusions:

The Development Reports of all the four Panchayaths rationalise the need for a significant portion of the plan resources for creation of public assets. However, the data available to us indicate that the public assets created during the Eighth and Ninth Five Year Plans form only a small portion of the allocations concerned. The bulk of the Plan outlay has been utilised on maintenance of assets and on expenses other than for assets creation.

The tables (annexure) indicate that the new assets created during Eighth Five Year Plan were totally insignificant, whereas, the Ninth Plan, with its new approach, has initiated creation of atleast some new assets. However, it is a matter of concern that most of these assets remain incomplete (eg., Gowriswaram South-Line Road, Pipelines in Pallipuram, bridge connecting Wards I & II of Nayarambalam Panchayath).

Even with a significant expansion of resources available with the Panchayaths under Peoples planning, maintenance expenses remain the most significant component and, expenditure on new assets created remains insignificant.

The above observations broadly suggest that, the will of the people, as reflected in the deliberations of the Gram Sabha, has not adequately got translated into concrete projects which assure a continuous flow of benefits to the people.

4.1. Performance of Public Assets

A physical verification of assets done by our team provides substantial insights into various aspects of programme implementation at the Panchayath level. Though our discussion in this report is confined to the four clusters, our findings, by and large, are applicable to Vypeen as a whole. Our observations may be discussed broadly under the following heads:

4.1.1. Public Agenda and Action

The meaningfulness of a public asset depends largely upon the flow of income that it may create over the years. Such income is both qualitative and quantitative. We have noted that there is an inadequate effort to link the assets created, with the expected ultimate income contributions. For instance, construction of a road requires that it should provide a continuous flow of services to it

users over a period of time. Hence, keeping a road open without finding adequate allocations for its maintenance as well as provision for a few culverts which are vitally needed, alternatively means that the efficiency of the assets is stolen away. This also implies questions of investment criteria.

The pattern of assets creation over the two Plan periods and their economic performance indicates a crucial mismatch between the aspirations of the people vis-à-vis what has been realised in the form of assets. For instance, allocations have been made by all the Panchayaths for cleaning the drainage. The drainages remain full, though the allocations have been utilised. However, the explanations given by the Panchayath is that the cleaning work has been done only during the rainy season, because during rains, cleaning is "easier". Such a uniform explanation by all the Panchayaths raise questions as to how they respond to the wisdom of the Gram Sabha. It is important to note that the Development Reports of all the Panchayaths have identified bad environment as a crucial problem, and have identified improper drainage as the villain.

4.1.2. Perception in Public Assets

Conventionally, in most discussions on public assets, there is largely as an engineering concept behind . For example, school buildings have been constructed in various parts of Kerala as well as in Vypeen, without regard to the basic comforts required for their inhabitants, ie., teachers and students. The concept of a school building does not often include an airy space for children to take rest or to play, shelves for keeping books, food-packets etc. There has been too much of conceptual rigidity which prevents any sort of informal mingling between teachers and the pupil. Such perception was observed in the case of construction of shopping complex by two of the Panchayaths also. Shops have been built on some arbitrary criteria relating to the size and facilities and are rented out at nominal rates, which in no way reflect the market rate. It is also important to note that, the subsidy thus given is enjoyed largely by well-to-do people, who manages to rent-in the shops. The same perception applies in the case of other civil constructions like construction of an office for the Krishi Bhavan, and for a Veterinary hospital. While the services offered by the Krishi Bhavan and the Veterinary hospital remains much to be desired and that the functions of these offices have been conceptually meant to be more field-oriented, it is difficult to rationalise such investment. However, there have also been encouraging initiatives where support has been given for renovation of a public library by Nayarambalam Panchayath.

4.1.3. People Initiative Vs Panchayath Initiative

During the 1950s and 1960s the initiative of the Panchayath had only a supportive role in relation to such initiatives by the people. Our experience from Vypeen indicates that the process has been significantly eroded. While, public wells were the original source of drinking water in the Island, the introduction of water supply system implied access to safer drinking water. The secondary demand that was generated implied an enhanced use of tap-water even for purposes other than drinking. The problem of acute scarcity in drinking water resulted in.

We have noted cases where water supply installations have been completed for the Public Health Centre at Nayarambalam during 1998-99; but the water requirements are still met from an open well . Part of the drinking water requirements are met from the nearby public-tap which is also not a reliable regular source.

There are also cases where, the people have initiated developmental activities at their own cost without any support from the Panchayath. The teachers of the Government New L.P School at Elamkunnapuzha constructed a compound wall at their own expense during the year 1999-2000. Similarly, the teachers of another School at Elamkunnapuzha, the Government L.P. School,

complained that it is rather difficult to get any funds from the Panchayath for maintenance of school buildings.

4.1.4. Mismanagement

Our physical verification of assets indicate several anomalies regarding their performance. Some of the assets that have been completed long back, remain unutilised (eg. burial ground in ward-V and Television set in the same ward at Elamkunnappuzha; Pipeline in Pallipuram; around 315 public watertaps in Elamkunnappuzha). Similarly, several roads which have been completed recently, remain unmotorable (A.K. Mohanan Road and Mosque Road East at Pallipuram).

Employment, Income and Asset Creation

1.0. The Framework

Rural poverty like in other parts of the country, is a major problem in Kerala. The limited absorptive capacity of the agricultural sector, to a large extent, explains the incidence of rural poverty. Therefore, in order to reduce unemployment and underemployment, it is necessary to add to this absorptive capacity through external interventions. Attempts to create additional wage employment in agricultural and agro-related rural works, and self-employment schemes in the rural-non farm sector are such external interventions. While the former is a short-run strategy, the latter one indirectly attempts at removing poverty through sustainable income-generating activities. Despite the differences in approach, the primary objective of both types of programmes is to remove the extent of poverty. If this objective is not met with, the programmes lose their meaningfulness. This Chapter attempts to analyse some of the major structural variables. While, to a large extent, explain how the several government programmes have fared on in the Island. While on some of the crucial variables such as employment and income, a comparative static picture is available, a still picture, based on cross-sectional data, are available on others.

To assess the overall impact of several anti-poverty programmes, it is necessary to view them from two major angles: 1) their contribution to the beneficiary households; and 2) the structural changes it may trigger in the economy, and regional economy in specific. While the former category includes a few variables such as, household income, investment, savings and the wage income/asset income mix. A direct enhancement of household income will have an impact on consumption, savings and investment, to a possible long-run structural change within the household itself. Structural changes within the economy occur through the backward and forward linkages that the new activities may generate. This include an enhanced demand for inputs including labour, as well as an enhanced market for wage goods, it may be generated through the additional income that may be created in the regional economy.

2.0. Employment: Structure and Changes

The existing structure of employment in the regional economy of Vypeen is dependent on the non-farm activities that have come up in the recent past. An analysis of the employment structure indicates that wage labour and non-farm activities contribute significantly to the survival of the majority of poor households.

Table: 6.1

Annual Employment and Earning Pattern of Respondents.

Occupation	No. of Respondents	Average Days of Work	Average Annual Income From Main Occupation (Rs)
Barber	1	312	9360
Carpenter	11	179	25418
Casual Labour	30	110	12100
Coir Worker	2	180	13140
Fishing	7	173	12712
Maison	12	160	23981

Petty Shop	7	264	11843
Domestic Servant	3	110	5500
Skilled Worker	6	183	21887
Pensioner	5	-	-
Sick/Aged Population	13	-	-
Unemployed	3	-	-
Total	100	186	15105

Table: 6.2

Change in Average Annual Working Days and Daily Earnings of Respondents

Occupation	Days of Work				Daily Earnings (Rs)			
	95-96	98-99	99-00	CGR	95-96	98-99	99-00	CGR
Barber	312	312	312	0.00	30	30	30	0.00
Carpenter	173	174	179	1.14	110	130	143	9.14
Casual Labour	117	117	111	-1.74	75	77	81	2.60
Coir Worker	90	90	180	25.99	40	40	73	22.20
Fishing	179	184	173	-1.13	76	74	79	1.30
Maison	171	135	160	-2.19	113	134	150	9.90
Petty Shop	282	255	264	-2.17	33	34	44	10.06
Domestic Servant	113	120	110	-0.89	27	28	33	6.92
Skilled Worker	182	180	183	0.18	80	93	97	6.63
Average	180	174	186	2	65	71	81	8

Table: 6.3

Change in Average Annual Working Days and Daily Earnings of Earning Members

Occupation	Average Working Days				Average Daily Earnings			
	95-96	98-99	99-00	CGR	95-96	98-99	99-00	CGR
Carpenter	129	131	188	13.38	68	80	111	17.74
Casual Labour	142	135	121	-5.19	58	80	97	18.70
Dairy	365	365	365	0.00	115	95	85	-9.59
Fishing	123	96	123	0.00	43	60	61	12.36

Maison	147	140	160	2.86	20	30	57	41.78
Painting	80	130	177	30.31	63	103	117	22.92
Peeling	30	118	120	58.74	4	17	22	76.52
Private Job	73	287	287	57.83	29	67	70	34.14
Servant	340	340	340	0.00	40	40	40	0.00
Skilled	108	154	169	16.10	68	70	80	5.57
Sweeper	300	300	300	0.00	46	46	46	0.00
Tailoring	90	78	55	-15.14	23	35	25	2.82
Average	160.58	189.50	200.42	13.24	48.08	60.25	67.58	18.58

The comparative statistics of employment between 1995-96 and 1999-00 provides some broad indications on the form of structural changes that have taken place over time.

Table: 6.4

Pattern of Average Household Income

Scheme	Sources of Income					
	No of resp.	Respondent	Other Earning Members	Agri. Income	Others	Total
CRSP	9	11579	6533	297	10446	28558
DWCRA	1	2200	26400	0	0	28600
IAY	19	8798	6720	704	3882	19400
IRDP	44	11881	8556	885	3029	23466
JRY	1	12000	31200	715	4800	48000
MWS	9	8247	7861	919	2037	18145
MYTHRI	10	6000	11713	235	2044	19757
SITRA	7	24414	13314	231	0	37728
Total Average	100	10640	14037	498	3280	27957

Table: 6.5

Share in Household Income of Respondents and other Earning Members

Scheme	Household Income	Share of Respondent	Share of Earning Member
CRSP	28558	41	23
DWCRA	28600	8	92
IAY	19400	45	35
IRDP	23466	51	36

JRY	48000	25	65
MWS	18145	45	43
MYTHRI	19757	30	59
SITRA	37728	66	36
Average	27898.75	38.88	48.63

Table: 6.6

Pattern of Age/Education of Other Earning Members

Scheme	Age	Education
CRSP	33	High-School
DWCRA	50	Primary
IAY	41	Primary
IRDP	34	High-School
JRY	25	High-School
MWS	28	Primary
MYTHRI	42	Primary
SITRA	32	Primary

The above table indicates that the respondent's income form only 38.88% of the total household income. The antipoverty programmes have only the limited role of performing a largely supplementary supportive role rather than as a major inducement mechanism. It is important to note that a large number of beneficiaries are aged or infirm and their contribution to productive activities is negligible.

The low percentage contribution of the respondents income in total household income, has implications on the survival strategies of the household. The other members of the household have to perform a subsidising role. In performing this role, the other members are forced to join the labour market at a relatively early age. This, together with the poor economic status of the household results in a low level of education for these members. Table 6.6 shows that the average level of education in the clusters is only PRIMARY level. This contrasts very much with the situation which is relevant in other parts of the State. Our research in Idukki has shown that the percentage of respondents having education above primary level is as high as 73%. Even in Devikulam, the most backward area of Idukki district, the respondents below secondary level of education is only 42%.



The relative stagnancy of average annual working days and average daily earnings of respondents are important observations which require special attention. The compound growth rate (CGR) for working days is 2%, whereas for earnings per day, the rate is 8%. This finding need to be related to the average age of respondents, which is 36. The broad implication is that, even after years of participation in the work-force, the process of graduation of labour into higher income-earning opportunities is negligible. This has been compensated by the subsidy added to household income by other members of the household. The respondent's meager income is supported by the income of other members. The implication of all these is that the income level of households remains absolutely low and household survival strategies are complex. These results also indicate that the average longevity of labour also is relatively low, probably because of adverse environmental factors.

A comparison of the findings emerging from the research at Idukki suggests some crucial differences. While in Idukki, agriculture contributes significantly to household income, in Vypeen these households are almost exclusively dependent on wage income. However, the average household income in Vypeen remains larger than in Idukki. To what extent this higher household income is beneficial on a relative sense, need to be examined in relation to the expenditure pattern. While agriculture performs a subsidy function in the family budget, this role is totally absent where the households are exclusively dependent on wage income.

3.0. Income Behaviour

While employment is a spill-over of the process of investment and income generation, in order to analyse its sustainability, it is necessary to analyse income changes in detail. A comparative static analysis of income structure may give insights into the relationship between income and employment.

Table: 6.7

Distribution of Annual Household Income

Income (Rs)	Elamkunnappuzha	Nayarambalam	Narakkal	Pallipuram	Total
< 10000	5	3	-	5	13
10000- 20000	9	8	7	7	31
20000- 30000	6	4	11	9	30
30000- 40000	3	7	3	4	17
40000- 50000	2	3	4	-	9
Total	25	25	25	25	100

This table indicates that the selection of beneficiaries fair in Vypeen. This may also be a reflection of the presence of large number of BPL households in the area. An analysis of the income distribution in Idukki, on the contrary, indicates anomalies in the selection of beneficiaries. Unlike in Idukki where approximately 33% of the respondents belong to the above BPL category, the respondent in Vypeen belong largely to the BPL category.

Table: 6.8**Share of Respondent's Income in Total Household Income**

Respondent Category	Respondent Income	Household Income	% Share of Respondent	% Share of other Earning Members
DWCRA	2200	31600	7	92
IRDP	11881	21324	56	34
JRY	12000	43915	27	65
MWS	8247	17027	48	43
SITRA	24414	37960	64	36
Average	11748	30365	40	54

Note: Percentages cover only wage income

Table: 6.9.**Change In Household Income**

Respondent Category	Average Present Income (Rs)	% Change Over 3 Years
DWCRA	28600	37
IRDP	25457	23
JRY	48000	32
SITRA	37264	57
Average	34830	37

3.1 Dependency Ratio

While total household income gives an overall indication of living standards, a more meaningful measure is income related to dependency ratio. . If income changes have taken place significantly, and there exists a high pressure on household income in the form of a high dependency ratio, it means that the income effect is nullified.

Table: 6.10**Dependency Ratio of Households**

Scheme	Average Household Size	Average No. of Earning Members	Dependency Ratio
CRSP	5	2	60
DWCRA	5	2	60
IAY	5	1	80
IRDP	5	1	80

JRY	5	3	40
MWS	5	2	60
MYTHRI	5	1	80
SITRA	5	2	60
Average	5	1.75	65

Note: Dependency ratio is defined as the number of non-earning members on total household size.

Table: 6.11

Cluster-Wise Dependency Ratio of Households

Panchayath	Average Household Size	Average Earning Members	Dependency Ratio
Elamkunnappuzha	5	1	80
Nayarambalam	4	1	80
Narakkal	5	2	60
Pallipuram	5	2	60
Average	5	1.5	70

The table 6.10 and 6.11 indicate a relatively high dependency ratio of 70%, which is even much higher than that of Idukki. This alarming figure shows that, irrespective of the programmes implemented by the various departments, sustainable employment as a major problem which has to be dealt with on a war footing.

4.0. Asset Creation

Assets are the outcome of past savings or are externally provided. A higher asset position enhances the household's command over productive resources, which in turn, lead to future enhancement in income. Total assets per earning member, can be a meaningful indicator of this process.

The following table shows that average household assets is higher in the case of DWCRA beneficiaries, and lowest for IAY beneficiaries. Such results are as per our expectation, as being self-employment programmes, their beneficiaries should have some reasonable command over assets.

Table: 6.12

Structure of Assets And Debts of Sample Households (In Rs.000s)

Scheme	No of Respondents	Avg. Asset Per Earning Member	Average Asset per Household	Average Debt (Rs.000's)	DAR
CRSP	9	72.95	113.8	10.78	9
DWCRA	1	122.65	245.3	9.8	5

IAY	19	54.02	79.41	12.66	28
IRDP	44	93.33	131.6	13.41	13
JRY	1	17.4	52.2	25	48
MWS	9	72.68	145.37	7.89	7
MYTHRI	10	127.96	153.55	9.75	13
SITRA	7	62.14	115.57	30.5	23
Total	100	623.13	1036.80	119.79	146

A comparison with the situation in Idukki suggests that command over assets do not equip the poor of Vypeen to improve their economic position over time. The average asset per household is relatively low. Likewise, the debt-asset ratio is relatively higher. This reflects on the composition of total assets as well. While in Idukki, productive land is the major form of asset, in Vypeen it is mainly land and houses. Hence, in the latter case of the latter, the flow of income is negligible, whereas in Idukki, land is an important source of income.

4.1 Disparities in Asset-base

Disparities in asset-base, to some extent, explain the disparities in income. This is because the second major source of income in poor households is assets. The following Lorenz curve gives a picture of asset disparities among households.

New assets created through anti-poverty programmes add to the existing asset position of households, and one would expect that they may generate new income which will add to the current income of households.

Asset position in itself does not tell the full story. A more meaningful understanding of the role of assets require relating them with the debt position of the households. Therefore, debt/asset ratio provides a more meaningful explanation of how the assets of households fare in the present circumstances.

4.2 Morbidity and Mortality

An important objective of this study is to examine whether assets created under the various anti-poverty programmes have survived. While survival is a relative concept, it is more important to examine the extent of morbidity/health status of these assets. In this section we propose to examine only those assets which are functional atleast to some extent.

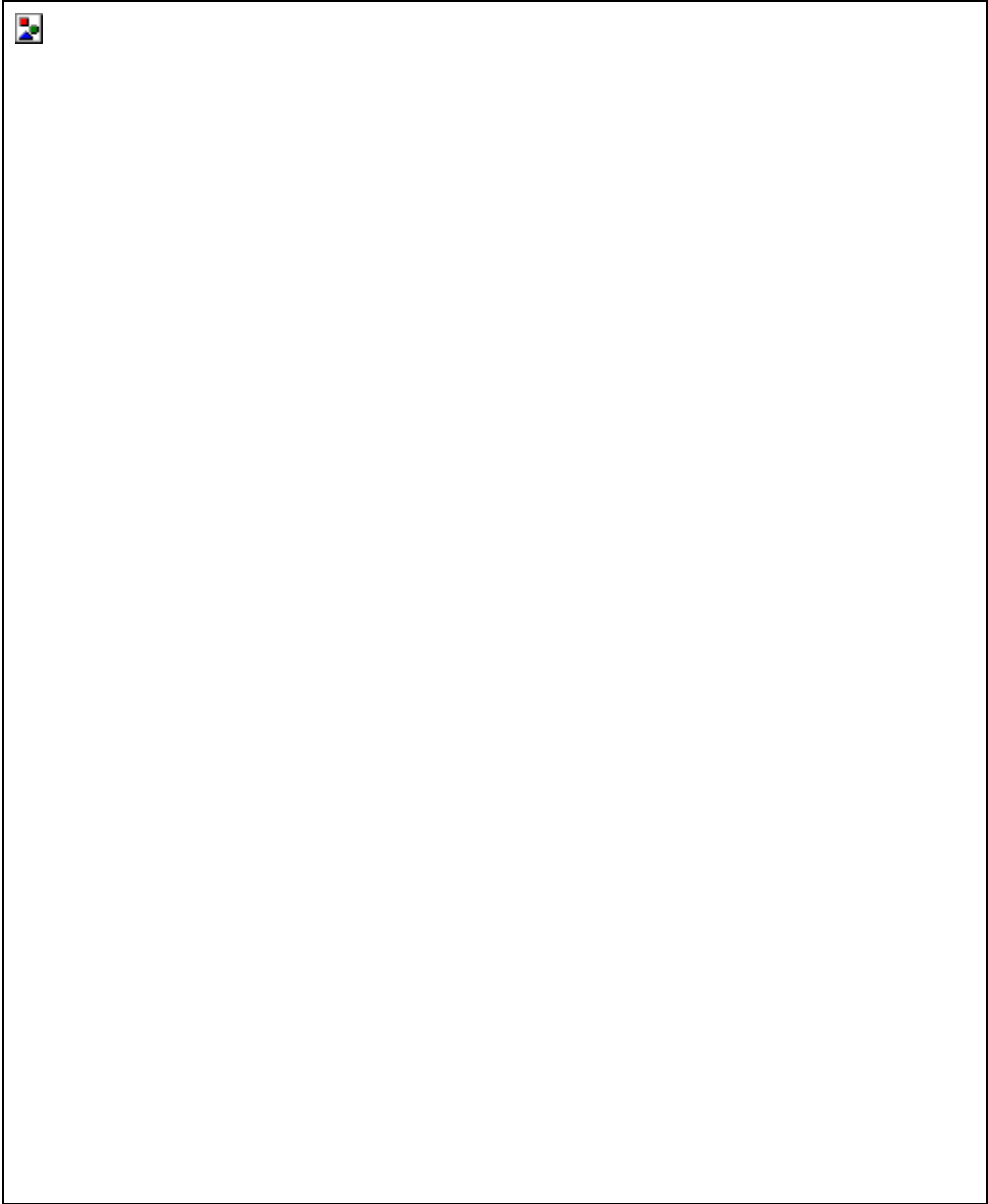
The following table gives an indication on absolute sickness versus survival in the case of assets created under IRDP.

Table: 6.13

Assets under IRDP Programme

Scheme	No. of Assets		Value of Assets(Rs.)	Survival Rate(%)
	Created	Survived		
Barber	1	1	15000	100

Carpenter	6	4	25000	67
Fishing	7	5	8550	71
Petty Shop	11	7	18000	64
Agriculture/Dairy	4	1	12800	25
Workshop/Auto	8	4	12400	50
Painting Unit	4	0	12000	0
Tailoring Unit	3	0	15000	0



Average	6	3	14844	47
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The fact that more than one-tenth of the assets created have already been exchanged, and that a significant portion of the remaining ones are totally sick in their performance, gives a disquieting picture of the design and implementation of the antipoverty programme in Idukki district. This necessitates a further detailed look into their causatives.

An important point to be noted in this context is that the exchange of assets is the highest in the relatively less developed Blocks. This corresponds to the higher levels of anomalies we have observed in programme implementation in these Blocks. In the case of number of sick assets also, the same behaviour pattern is observed.

5.0. Indebtedness

The overall balance of survival and survival strategies is a crucial concern of our study. While many studies on poverty and rural development focus on the indebtedness as an absolute factor,

in the present study, we would like to examine it terms of its two dimensions: (a) endogenous dependency; and exogenous dependency. Endogenous dependency (measured by dependency ratio) is a crucial factor influencing the viability and sustainability of households. Exogenous dependency, on the other hand, is the excess of debts which the households have on their assets. While both forms of dependency influence the viability, it is important to examine the structure of such dependency.

Table: 6.14

Distribution of Earning and Non-Earning Members

Scheme Name	Household Size	Earning Members	Children/ Non-Earning Members	Aged
CRSP	5	2	0	3
DWCRA	5	2	2	1
IAY	5	1	1	3
IRDP	5	1	1	3
JRY	5	3	0	2
MWS	5	2	1	2
MYTHRI	5	1	1	3
SITRA	5	2	1	2
Average	5	2	1	2

The table above on the age status of non-earning members gives an alarming picture. The data apparently shows that the small family norm has been picking up among the poor households. On the other hand, the earning members bear the burden of supporting an exceptionally large number of old and unhealthy members, with negative implications on the household budget. This adds significantly to the debt position of the household.

The results relating to expenditure pattern of the household is much more revealing. The following table shows that expenditure on health-care is much crucial in the household budget. Spending 10.11% of the household income on health-care itself is something exceptional among poor households in other parts of Kerala. The other significant item is repayment of old debts (9.76%), which is also exceptionally high. All these get reflected in another crucial item as per Kerala standards: education of children. The budgetary share on education in this village remains relatively low as per the Kerala standards.

Table. 6.15

Expenditure Pattern of Households

Debt

Scheme	Education		Health		Repayment	
	Amount	%	Amount	%	Amount	%
CRSP	740	2.59	4733	16.57	2267	7.94

DWCRA	1050	3.67	4800	16.78	0	0.00
IAY	865	4.46	1263	6.51	2195	11.31
IRDP	680	2.67	1901	7.47	2045	8.03
JRY	580	1.21	2400	5.00	8400	17.50
MWS	707	3.90	2607	14.37	920	5.07
MYTHRI	850	4.30	1440	7.29	2352	11.90
SITRA	1029	2.76	2571	6.90	6086	16.33
AVERAGE	812.63	3.20	2714.38	10.11	3033.13	9.76

6.0 Overall Assessment

The broad conclusion emerging from this analysis is that the contribution of the government programmes, especially anti-poverty programmes, regarding asset creation in Vypeen is not significant. It has not led to a progressive enhancement of income levels as well as for reducing income disparities. Besides, asset creation has not helped most households to come out of the debt trap.

The Sustainability Question

1.0. Introduction

A basic principle of the theory of the firm is that, the economic activities initiated by it should, not only generate adequate income in the short-run, but also that, it should create adequate surpluses to be nutrient for future income. While the principle holds true in all cases, two categories of factors are crucial: 1) objective factors; and 2) subjective factors. The surplus generated by the economic activities directly decides the sustainability of those activities. However, it is also important that adequate saving for investment is also maintained to save for future investment.

2.0. Perceptions

The perception of entrepreneurs indicate how an additional unit of income goes for consumption or investment. An analysis of average household consumption among different income groups indicates their relative perception on consumption versus investment. Savings-income ratio is an important indicator of the perceptions of households relating to present consumption as it is related to future consumption. Our analysis shows that, the level of savings is negligibly low for any reinvestment. This is also a reflection of the low level of income.

Table: 7.1

Savings-Income Ratio (SIR) of Beneficiary Households

Occupation	Average Annual Household Income	Average Annual Household Saving	SIR
Barber	45000	750	1
Carpenter	36200	477	1
Casual Labour	22672	199	1
Coir Worker	24230	75	Neg
Fishing	19411	164	1
Maison	23117	802	3
Pensioner	25753	200	1
Petty Shop	20431	907	3
Servant	23507	167	1
Skilled Worker	31625	733	2
Average	27195	475	1.48

3.0. The Determinants of Sustainability

From the point of view of policy, it is necessary to understand the crucial variables explaining sustainability. An attempt was made to identify the relevant variables in this regard, and to perform a multiple regression exercise.

Sustainability demands that, with the creation of a new asset, the household income flows also get enhanced. A part of the new income is saved and get invested, to be of support to further income generation. In the following exercise, saving income ratio is the dependent variable. The independent variables are: 1) average days of work of the respondents; 2) wage rate/daily earnings; 3) education. The regression results indicate that, variables one and two alone play a significant positive role in adding to household savings. Alternatively, it means that, if daily wage rates and number of working days go up, the absolute income level of the household goes up, and savings is facilitated. But in reality, working days do not go up; changes in wages are significant also.

Table: 7.2

Multiple Regression Results

Summary Output F Of Regression Table					
Regression Statistics					
Multiple R	0.772810464				
R Square	0.597236014				
Adjusted R Square	0.355577622				
Standard Error	5573.652163				
Observations	9				
ANOVA					
	df	SS	MS	F	Significance F
Regression	3	230327125	76775708.18	2.471406	0.17669726
Residual	5	155327992	31065598.43		
Total	8	385655117			

4.0. Transaction Costs

In most discussions on sustainability, economic costs and returns alone are taken into account. On these basic premises, productivity enhancing measures have been discussed. In the case of anti-poverty programmes, however, consideration of direct costs per se is not enough to assess their sustainability. Transaction costs, play a significant role in explaining the meaningfulness of these programmes .

It is difficult to estimate the transaction costs involved in a project/activity, since, such costs are distributed over a variety of items, which, most respondents may not even like to disclose. However, within several constraints, an attempt was made to collect such information as realistically as possible. An examination of this variable in relation to several others, shows results which raises valid questions on the role and relevance of anti-poverty programmes as they have been implemented in Idukki district.

Table: 7.3

Project Transaction Costs of Households

Scheme Name	Loan Amount	Transaction Cost	Percentage Cost on Loans
CRSP	7389	206	3
DWCRA	15000	500	3
IAY	19916	381	2
IRDP	13680	325	2
JRY	4000	50	1
MWS	5089	264	5
MYTHRI	14850	479	3
SITRA	7500	241	3
Average	10928	306	2.8

The very purpose of anti-poverty programmes is to reduce extreme forms of poverty. While it does not attempt at poverty eradication altogether, the success of these programmes in their mission depends upon how quickly and easily they reach the poor people whom they are meant for. However, the very fact that an average of 8% of the project cost is borne as transaction costs partially explains why these programmes have only limited success.

5.0. General Vulnerability: The Quest for Alternative Policy Initiatives

Our discussion in Chapter-4 probes into the utility of a cluster approach to dealing with the problem of rural under- development and poverty. This discussion has been situated in the context of the rural development programmes as they have been implemented, as well as the new policy thrusts of the Ministry of Rural Development, where, activity clusters are the focal point of development action.

As we have noted in Chapter-4, our thrust on clusters has been based on the observed phenomenon of location-specificity of poverty. The presence of location specific poverty, however, need not imply some homogenous behavioural pattern for these clusters. In an attempt to explore a behavioural pattern, we attempted an ANOVA test. The following variables were used for the test:

X1 Number of earning members in the household.

X2 Level of education

X3 Age

X4 Annual number of working days.

X5 Daily earnings.

The average values of the variables under consideration are given in the following table:

Table: 7.4

Region-wise Details of the Clustering Variables

Variables	Elamkunnapuzha	Nayarambalam	Narakkal	Pallipuram
X1	1	1	2	2
X2	6	5	6	5
X3	50	46	47	52
X4	121	130	127	117
X5	76	76	94	57

Table: 7.5

Anova Table

SUMMARY	Count	Sum	Average	Variance
Row 1	4	6	1.5	0.3333333333
Row 2	4	22	5.5	0.3333333333
Row 3	4	195	48.75	7.5833333333
Row 4	4	495	123.75	34.25
Row 5	4	303	75.75	228.25
Column 1	5	254	50.8	2512.7
Column 2	5	258	51.6	2876.3
Column 3	5	276	55.2	2994.7
Column 4	5	233	46.6	2203.3

Table: 7.6

ANOVA

Source of Variation	SS	df	MS	F	P-value	F crit
Rows	41722.7	4	10430.675	200.172877	7.16E-11	3.25916
Columns	186.95	3	62.31666667	1.195905965	0.352894	3.4903
Error	625.3	12	52.10833333			
Total	42534.95	19				

The ANOVA results, as shown above, indicates only negligible inter-variation among the variables. Alternatively, this indicates lack of intra-cluster consistency and homogeneity, which one would expect under a cluster approach.

The result, as given above, has significant policy implications. The state of absolute poverty among all sections of the poor, irrespective of their locational and occupational specificities, implies that, small individual-oriented projects are not likely to make any significant sustainable impact. Alternatively, this indicates that efforts of a critical minimum effort alone can be helpful in making any significant developmental impact. Linking the Island with the mainland through a bridge, massive efforts like clearance of waterways, construction of roads, comprehensive sanitation and water-supply schemes etc., are important to make any sustainable impact even on the present individual oriented development programmes.

6.0. Transparency

Improper maintenance of records relating to anti-poverty programmes is a wide-spread problem in most states. This has been noted in several evaluations reports of these programmes. We have noted that, none of the Panchayaths in our area of investigation maintain such records, especially the muster rolls, properly. While some of the Panchayaths were reluctant to show us the muster rolls, and for which cited some reason or the other, others did not even know that irrespective of the guidelines given under people's planning, the Panchayaths are bound to keep such records, under stipulations from the Ministry of Rural Development.

The reasons why Panchayaths try to manipulate accounts relating to the Rural Development Programmes need to be looked into. In many cases, the wages stipulated by the Ministry of Rural Development do not in any way agree with the market wages, and therefore, it alternatively compels the Panchayaths to manipulate the accounts. Whatever be the reasons, under an innovative model like people's planning, where the people are expected to be more participative in planning and programme implementation, such things need to be made more transparent. It may also be suggested that, taking into account the specific situation of states, the guidelines of the Ministry of Rural Development may be made more flexible.

Issues of Governance

1.0. Background

The specific features of Vypeen, both geographic and human geographic, as well as its historical legacy, has moulded the behaviour of the people of the Island. The people of the Island as well as those from outside alike agree that it is an agitating community. Such an agitating spirit should naturally lead to an active process of conscientisation as well as immediate response to problems. Unfortunately, these have not borne fruit.

It is necessary to look into this paradoxical situation. One plausible reason is that, the political leadership of the Island has not been successful in chalking out a development agenda, which, with the active support of the people could be put forth. On the other hand, no radical political movements, apart from narrow party politics, has not emerged, in order to make a qualitative change in the existing order of things. While the objective background for such a movement is present, because wide disparities in income between the rich and poor exist, such objective ground has not got translated into radical political and economic action. In fact, the overall deprivation of the Island in the areas of health, environment and infrastructure has enveloped the local issues of inequality in income and wealth. This, in turn, created a sense of helplessness in dealing with wider developmental issues.

The Gram Sabha, which is supposed to perform an active role in articulating issues and coming out with concrete suggestions, has been found to be a very ineffective forum. Participation in the Gram Sabha was even much lower than the ten-percent norm stipulated. Even the limited participants were largely interested in gaining individual benefits rather than in raising local issues. While they look at the Panchayath for any sort of benefits and incentives, most of the respondents whom we met did not find any need for a more favourable attitude from the State or the central government in dealing with the developmental issues of the Island. During our discussions with the people's representatives at the Panchyath level, many of our respondents did not agree with any 'step-motherly' treatment from the Government of Kerala.

Our field research indicates that, a parasitic developmental culture has been deep-rooted in the minds of the people in general, whereby the Gram Panchayath have been overburdened in their activities. While several of the developmental activities could be successfully implemented only with the active participation of the people at the ground level, it was noticed that, initiatives of this kind have not been taking place to a significant extent. On the other hand, there has been a mishandling of the situation: the people's representatives keep an antagonistic relationship with the Panchayath bureaucracy. The Panchayath bureaucracy, on the other hand, complained inadequacy of staff in carrying out the day-to-day activities of the Panchayath. It has, however, been observed by our team, that the staff do not have necessary expertise to carry out their normal duties efficiently in a situation of high density of population and associated problems.

The inefficiency of the bureaucracy is not an isolated issue. It is also visible in the local level leadership in general as well as in the political leadership of the Panchayath. For instance, Vypeen is one of the first centres in Kerala to introduce a water-supply system. Unfortunately, while complaining of its inadequacies, the Panchayaths have not been able to maintain (or to ensure it) the existing system effectively, by providing timely maintenance of the pipelines, thereby preventing leakages and water pollution.

Table: 8.1

Rating Pattern of Respondent on Local Govt. Institutions

Rating	Gram Sabha	Village Admn. (%)	Block Admn. (%)	Average
No Opinion	8	6	3	6
Bad	20	18	20	19
Good	40	49	40	43
Satisfactory	32	27	37	32

2.0. People's Participation

The importance of people's participation in planing and programme implementation has been highlighted by several policy documents of the Planning Commission as well of the State Planning Board, the basic ground for facilitating this process has been created by the Constitutional amendment which brought in Panchayathi Raj as a major instrument of rural development. The Gram Sabha has been visualised as the fulcrum of the new regime. While several states of India have failed to present the Gram Sabha as a truly participatory mechanism, Kerala has gone ahead in this regard. This can be cited in terms of two major reasons. Firstly, the high level of political consciousness of the people, coupled with other factors such as higher level of literacy, have helped much for a meaningful trickle-down of the concept of Panchayathi Raj as well as of the role of Gram Sabha. Secondly, political parties of Kerala, and especially the ruling Left Democratic Front have played a significant role to make the Panchayath as a truly powerful democratic institution at the grass-root level. It was because of this conducive environment that the process of decentralised planning with greater involvement of the people at the grassroots level, could take off.

In order to make people's participation meaningful, there are two imperatives: 1) the people should have adequate knowledge of the various economic programmes, interms of their emergence and trickle-down; 2) the people should be vigilant and active enough to translate this knowledge into practice to the extent to which these two factors work altogether, besides the effectiveness of programme implementation.

In an attempt to understand people's participation in the Gram Sabha, we attempted to measure the knowledge, attitude and practice of the respondents with suitable proxy variables. The results indicates that, knowledge is a highly significant, but attitude and practice are so unfavourable to make Gram Sabha an operationally meaningful concept in Vypeen. On the contrary, the overall rating of respondents on Panchayathi Raj institutions was found to be generally good.

In an attempt to measure the discrepancy in rating as observed above, we made a detailed analysis of the actual process of implementation of particular projects. We have noted the relevant data for two periods. The pre-project and on-project periods. It has been noticed that the participation of both the beneficiary as well as the officials concerned are much lower during the on-project period than the pre-project period. This suggests that, both the officials and the beneficiaries consider the programmes as sources of government funds rather than as a support programme which should lead to sustainable economic activities.

Table: 8.2

**Programme Implementation: Pattern of Association
Between The Roles of the Beneficiary and Official**

Cluster	Beneficiary		Officials	
	Pre-project	On-project	Pre-project	On-project
Elamkunnappuzha	0.40	0.24	0.22	0.06
Nayarambalam	0.72	0.16	0.42	0.12
Narakkal	0.52	0.40	0.38	0.04
Pallipuram	0.62	0.42	0.20	0.16
Average	0.56	0.31	0.31	0.09

2.1. The Issue of Absentee Participation

The above findings, though indirectly, suggests that a large number of respondents became beneficiaries of particular projects through a less transparent process, and that, they have only good things to say about the role of Panchayathi Raj institutions. These respondents are less participative in nature and therefore, they do not translate their knowledge on the role of the Panchayathi Raj institutions into practice. Though conceptually, beneficiaries of programmes can be selected only from the participants of Gram Sabha, we have noted that, many of the respondents have not participated in the Gram Sabha at all.

The fact that the actual participation of Gram Sabha, except for those Gram Sabhas, meant for identifying potential beneficiaries of programmes, is a dangerous trend, which has far reaching implications on the practice of people's planning. The fact that the people are not interested and involved in the stage of programme design, makes possible the entry of vested interests. Programmes of limited or no relevance have been imposed on the people by vested interests (politicians, bureaucrats, contractors or a combination of these interests). The programmes thus designed have been presented and got sanctioned at the Gram Sabha through manipulative techniques. Such manipulative techniques are facilitated when the participants of the Gram Sabha remain passive, or when they have been silenced through clearly thought-out strategies. Our study in Idukki shows a variety of strategies being employed by vested interests, ranging from intimidative techniques down to misinformation.

3.0. Democratisation and Bureaucracy

The democratisation process under Panchayathi Raj demands creation of much capabilities for both the people's representatives as well as the bureaucracy. Such capacity building should not simply mean imparting of some "skills", but more importantly, it is vital to cultivate a higher level of understanding and mutual respect between the bureaucracy and the elected leaders.

We have noted from the field that the transitory problems of a changeover of power is graver and more complex in Kerala than elsewhere. The bureaucracy itself was found to be divided on political lines, one favouring the ruling party/coalition and the other opposing it. Such opposition was found to affect developmental activities adversely.

"Empowering the people" does not simply mean giving much powers into the hands of the people, which they are unable to exercise effectively. People's Campaign for the Ninth Plan

perceived this danger and had taken steps to prepare the people for such a changeover. The series of training programmes/workshops initiated under the Campaign during its initial stages were meant to address to this imperative. Though the Campaign was largely successful in raising the morale of the people cutting across political lines, the tempo could not be maintained during the subsequent stages. This failure can be attributed to the following reasons:

3.1. Unlimited Powers with the Political Leadership

Unlike in the past, the constitution of several expert bodies like the District Planning Committee (DPC) have not been run in the right spirit of an expert body. While, expert bodies like the DPC, DLEC and BLEC were visualised as expert bodies, they were not adequately transparent. There was not much rationalisation or cross-reference to the deliberation of these committees. Since the committees did not play any vital role, most of the experts in specific areas kept away from the deliberations.

3.2. Capacity Building for Bureaucracy

In government, the appropriateness of training is a more crucial subject than training per se. In Gram Panchayaths, the training needs of the bureaucracy are of two forms: (1) provision of soft skills; (2) creation of the right orientation.

Under people's planning, training in soft skills were provided to the bureaucracy largely in the areas of programme implementation. Such training, however, was infact, an extension of the traditional forms of training imparted to government employees.

Creation of an orientation of the right type for bureaucracy is vital for the successful conduct of any decentralisation process. In Panchayathi Raj institutions, this is too crucial because the bureaucracy is the vehicle which translate the aspirations of the people into concrete reality.

While during the above translation process, it is vital to ensure the cooperation various experts (mostly of the locality), either because of their potential or of the constraints of the Panchayaths, it is the bureaucracy which should work effectively as the link between the people and the people's representatives. This is important because bureaucracy is permanent whereas the people's representatives are not. It is the bureaucracy that should perform the functions of the government.

Some Key Areas of Concern

1.0. Introduction

The crucial objective of this study is not simply to evaluate programme implementation. On the otherhand, the major task is to make concrete suggestions for corrective action, if needed. Viewed from this angle, it is necessary to take stock of activities being undertaken in some crucial areas of concern. It is also necessary to explore how better these activities could be organised and implemented in order to lead to better results. The purpose of this chapter is primarily, to outline some of these key areas. The discussions in this chapter, along with our observations in the penultimate one, would lead us to more concrete alternative courses of action, which can be considered by the planners and the implementing agencies.

2.0. The Vital Areas

The discussion in the preceding chapters demonstrates that, both under more centralised planning, as well as under people's planning, the results of programmes have not trickled down to a significant extent in several key areas. Some of these key areas, specific to Vypeen Island, are:

Rural development/Poverty alleviation programmes.

Coconut and Paddy cultivation

Fisheries

Dairy, Poultry and Piggery

Credit delivery system

Micro-enterprises and entrepreneurship

Sanitation

Health programmes

Water supply

Infrastructure

Local Tourism

While some of these areas are of direct economic implications, the others need to be touched upon in order to improve the quality of life of the people. However, it is necessary to understand and appreciate the complementarity of these programmes and their implications on the overall development of the Island.

2.1. Rural Development/Poverty Alleviation Programmes

Unlike in other parts of the State, Vypeen demonstrates a significant break-down of antipoverty programmes. This owes largely to two reasons:

Most of these programmes are individual beneficiary-oriented, and are poorly managed.

The collective programmes like DWCRA are not prominent in this area. Where the number of poor people is relatively large, competition among these poor to grab the benefits of such programmes is natural. This also explains the high extent of corruption.

Sustainability of the anti-poverty programmes should receive an enhanced attention. This can be achieved through a greater focus on collective rather than on individual programmes. SGSY as a programme, is likely to offer substantial potential in the Island. However, meticulous effort is needed at two stages: a) identification of dynamic activity clusters; b) organisation. The formal launching of the SGSY with effect from April, 1999 however, has not resulted in a meaningful implementation of the programme. A major constraint relates to identification of activity clusters, on which the Block officials were found to be left with very little ideas. Some Groups have already been formed under SGSY. We find that a few other activity clusters need to be identified for more meaningful implementation of the programme. To our mind, some of the clusters having potential are, Coir, fish and crab culture, ornamental fisheries, marine and inland fisheries, handicrafts, lime-shell collection and fish processing. However, to be implemented meaningfully, a comprehensive programme need to be drawn up. The District Panchayath may hire the services of an expert institution to develop a cluster plan for the Island. It can make use of its own funds as well as can draw from the line-Departments.

2.2. Coconut and Paddy Cultivation

One of the notable features of the Island is its special natural advantages relating to coconut cultivation. The premier role of this crop for the last several decades has even shaped the human geography of the Island in terms of a large number of people who are employed in this sub-sector as tree-climbers, coconut traders, agricultural labourers, and those involved micro-enterprises which draw raw-materials from this sub-sector. Several factors have contributed to the decline of this sub-sector over time. Diseases like root-wilt and viral diseases have curtailed production and productivity. It has also to be noted that, tampering with the ecosystem, in the form of land reclamation, also have influenced production and productivity in a negative way.

The problems of the sub-sector, however, has not received attention from a holistic angle. While, developmental schemes have approached the problem from the point of view of curbing diseases, providing inputs at subsidized rates, marketing facilities etc., attention get distorted, and the farmers progressively lose their interest to enhance production and productivity. An enhancement in costs of production especially labour costs, also has contributed to this passiveness.

Given the above situation, any development policy for this sub-sector should adopt a holistic approach. Two aspects need to be given key attention: 1) effective measures to curb diseases; and 2) to reduce costs of production at various stages.

The core of any policy in this regard should be to bring down the number of agencies, which are involved in the development of this sub-sector and to provide an umbrella, which delivers efficient services to the farmers. The best alternative one can think of is Farmer's Self-Help Groups (FSHGs) attached to the Gram Panchayats. These Groups, functioning as representative bodies, should get a legal standing, by which, the various support programmes of several departments need to get channelised. The officials of various relevant departments should work with these groups.

Our field research indicates that much of the programmes being implemented by the Gram Panchayaths and the Department of Agriculture do not yield any significant result. The inputs supplied are mostly of poor quality; services like spraying breeds much corruption. Besides, the implementation of such schemes are not cost effective. What the Gram Panchayaths and Krishi Bhavans can, at best, do is to facilitate availability of equipments like, tractors, pump-sets, and adequate supply of tree-climbers (through for example, Labour Contract Societies). The Farmers' Groups, jointly with the officials of the Krishi Bhavan, can make an assessment of the productivity, yield and requirements of each garden. Based on such an assessment, a production incentive can be offered to the farmers.

The thrust of future policy in this area should be to hand over much of the support services being offered by the various governmental agencies to the FSHGs. There should also be a serious effort to bring down administrative and transaction costs, and to extend the same to the direct advantage of the farmers.

Paddy cultivation peasants a case where, farmers have almost completely stopped cultivation and have started using the fields for alternative purposes. The situation has been compounded because of acute shortage of labour during agricultural seasons. Government of Kerala has responded to this crisis in the form of an institutional mechanism called the Paddy Board. The indications available from Vypeen suggest that, it is difficult to enthuse the farmers exclusively for paddy cultivation, but only as part of a mixed cropping strategy, based on indepth regional studies. This strategy need to be worked out with the help of FSHGs.

The concept of FSHGs is different from the existing one called Group Farming. The FSHGs are expected to be truly independent groups and the Panchayaths as well as the Krishi Bhavans are expected to extend their services as per the collective decisions of the former.

2.3. Fisheries

Vypeen is one of the areas in the State where a large number of governmental promotional agencies are concentrated. Despite their promotional schemes, it is a reality that output in this sector has been significantly coming down. The support programmes through the primary fishermen's societies has been found to be small in relation to the enhanced need for craft by fishermen. It is vital that the scheme itself is further looked into and the services of the primary societies are extended to more fishermen.

Organised efforts for processing and marketing of by-products can be a new area. A number of micro-enterprises can be initiated in this area. Hygienic dry fish is one such product with great potential. Similar products are, fish manure, fishmeal etc. Ornamental fisheries is an emerging area where a number of micro-enterprises can be initiated.

Lime-shell collection is a major fishery-ancillary activity in and around the Vembanad Lake. Considering the substantial demand from the consuming industries such as Travancore Cements Ltd and the Travancore Electrochemicals Ltd., there is likely to be substantial potential for organising this activity as an industry. While, at Kottayam, the other end of the Vembanad Lake, lime-shell collectors are organised in cooperatives, it is worthwhile to think of some collective initiative in Vypeen as well.

One of the major threats of fisheries in Vypeen Island is the environmental degradation arising from indiscriminate garbage disposal into the waterways as well as to the backwaters. A consistent effort to prevent this should be the first step towards enhancing the fishery resources of the Island.

2.4. Dairy, Poultry and Piggery

Poultry in the clusters have been constrained by the enhanced inflow of poultry products from Tamil Nadu. The lower costs of production in Tamil Nadu has attracted entry of cheap poultry products into this area. As a result, even those who have undertaken poultry as a venture have either stopped it over time, or have transformed themselves into local agency firms of other large firms in Tamil Nadu. Given these constraints, it is not worthwhile to initiate poultry as a viable commercial venture.

Rearing of ducks and piggery however, offers some potential. Rearing of ducks is a rare occupation in Vypeen and is confined to only a few pockets in the Island. Salinity of water is a constraint. However, this can be overcome with the help of introduction of new species of ducks.

Piggery is another area which has been totally neglected. The high density of population as well as the volume of bio-wastes (eg. from hotels, fish processing units, butcher's shop etc.) generated in the Island should be conducive factors both on the demand and supply sides. It is possible that clusters or self-help groups can be promoted in the panchayath areas and a large number of poor people, especially women, can be gainfully employed in these activities. The public sector, Meat Products of India (MPI) at Kothattukulam also offers a regular market for meat products.

2.5. Credit Delivery System

Regarding credit delivery, the human geography of Vypeen offers a problem as well as potential. A notable feature of the Island, especially among poor households, is the predominant role of consumption credit. Consumption credit offered by money-lenders, virtually put them in a debt-trap.

There is obviously a need for alternative channels of credit. SHGs obviously have a potential, especially against the large volume of business they can transact in this highly populated Island. While the consumption credit needs being fulfilled, the SHGs should also initiate setting up of micro-enterprises where women labour can be increasingly used. Examples of such enterprises are, food processing, fish processing, coir etc.

2.6. Micro-enterprises and Entrepreneurship

As already noted, micro and small enterprises is a totally neglected area in the Island. However, the objective situation remains conducive. On the one hand, a highly significant level of unemployment, opens up these enterprises as the only alternative. On the other hand, the geographical position of the Island permits significant access to a relatively wide market.

Our field studies indicate that, the Panchayaths lack significantly in ideas relating to development of small and micro-enterprises. We have noted that, even after the introduction of Peoples' Planning, allocations for this crucial sector has not been utilised (eg. Nayarambalam Panchayath). Attempts in the past were largely geared to collectives like co-operative institutions, especially in traditional activities and sectors. This thrust was largely at the expense of capacity creation among the unemployed people. Given the conducive objective environment, the task of Gram Panchayats should not be concentrated on identifying specific activities, but to identify the entrepreneurial potential itself.

The situation today is that, atleast a small section of the population move out of Vypeen to become entrepreneurs. This negative development, alternatively implies some constraints, the resolution of which may lead to an improvement in the present situation. The immediate task, therefore, should be directed at two things: 1) an indepth assessment of the entrepreneurial potential of the region in terms of constraints and opportunities. This can be done through scientific **skill mapping** exercises. The second task should be, to nurture entrepreneurship as a

resource, irrespective of the number of units that may be set in the short-run. Scientific training models need to be implemented with the help of expert institutions and the impact has to be closely monitored for a period, say five years.

The Swarna Jayanthi Gram Swarorgar Yojana (SGSY), being implemented by the Blocks, offers a flexible programme under which viable micro-enterprises can be identified and can be implemented with due consideration for different related aspects.

A crucial constraint on micro-enterprise development programmes has been a substantial lack of project ideas both for the planners and implementers. It is high time that the initiatives of the Panchayaths are adequately supported/monitored. A continuous flow of project ideas and information need to be assured. It is high time to think of the concept of a Small-enterprise Observatory, which can extend support and services while planning for micro-enterprises.

2.7. Sanitation

Total sanitation is the key, not only to maintain the health status of the community, but also to keep all other economic programmes sustainable. Community health is the cornerstone of all other economic activities. From this point of view, it is vital to implement a total sanitation programme where, a technology appropriate to Vypeen has to be chosen and has to be implemented. It is possible that, analogous lessons can be drawn from pollution control activities (e.g. Common Effluent Treatment Plants). There are also lessons to be drawn from countries the Netherlands, which face a similar situation.

It is important to note that, the major health problems of the Island are only a sub-set of the wider problems of environment and sanitation. Though the gravity of these problem have been clearly understood in Development Reports of various Gram Panchayaths and the Block Panchayaths, we have noted that, the will of the people has not been faithfully implemented by the Panchayaths. For eg., though deepening of canals has been included as a top priority by the Gram Sabhas, projects in this regard remain incomplete.

Our suggestion in this regard is that, in order to deal with this crucial problem of environment and sanitation, a total sanitation programme need to be chalked out by the District Panchayath, and the same should be implemented with the cooperation of the Gram Panchayaths. The resources required should be met through a common pool, and with contributions from the public.

2.8. Health Programmes

While the medical infrastructure in Kerala has been characterised by the co-existence and healthy competition between the private and public sectors, in Vypeen, this competitive environment is relatively weak. While the public infrastructure is constrained by the high demand for health care facilities vis-a-vis the limited available facilities, in addition to the inefficiencies, the private sector has not grown to a significant extent as in other parts of the State.

A detailed examination of the Development Reports of all Gram Panchayaths in the area indicate that, the people as well as political leadership generally perceive a hospital-centered approach to public health where a case for expanding the existing facilities have been articulated. This, infact, leads to a diversion of attention from the vital environmental issues which, to a large extent, influence the general levels of health in the village.

While the NGOs who argue for greater health care facilities in the village, also play down environmental factors. They on the other hand, confine themselves to participation in governmental programmes like awareness camps etc., without offering themselves a viable alternative approach to improvement of health standards of the community. The Primary Health

Centres which are expected to be more oriented to improvement of overall community health standards, also confine themselves to an in-house health care approach rather than performing a wider role.

The major challenge facing the Island today is to keep atleast the existing medical and public health services sustainable. The social environment of Kerala is such that the demand for health care facilities is going to be enhanced in the coming years. While the extent of subsidisation now is as high as 99.16%, any attempt in future should be geared to bringing down overall health-care cost per head rather than offering additional facilities indiscriminately.

The imperative for cuts in subsidies should be addressed through a reduction in the average cost of health-care per household. This can be done only through an effective management of environment-related diseases and the costs involved therein. Two points need to be taken care of urgently: (a) a massive awareness programme on sanitation and protection of environment; and (b) a vigorous effort to clean the environment.

2.9. Water Supply

Environmental pollution, especially through poor sanitation, is a major problem which has a direct bearing on the health status of the community. Such pollution occurs due to reasons like the prevalence of open latrines which pollute the waterways, poor facilities for garbage disposal and indiscriminate disposal of processed wastes such as from fish peeling sheds and from butcher's shops.

It was found that the Gram Panchyaths, if at all interested, were not prepared to take regulatory steps and the needed sustainable measures with active involvement of the people. Even where open wells are practically only of limited use, many Panchayaths have initiated to provide wells for poor people. It is also important to note that, in one of the Panchayaths, there are about 23 open wells during the 1950s, which are still remaining unused. The NGOs also were not found to be keen on initiating steps which may radically improve the situation.

Drinking water has been a contentious issue in Vypeen for the last several decades. Despite some major projects which have been already implemented as well as a new project that is going to be commissioned soon, the demand-supply situation still remains much less transparent. It is important that a specific plan for drinking water has to be chalked out for Vypeen, taking into account appropriate demand projections as well as a realistic assessment of the supply constraints. Thinking large, rather than the way it is now being done by the Gram Panchayaths, is vital in this context.

2.10. Infrastructure

Like drinking water, infrastructure also is a contentious issue. The major debates in the recent past relates to the proposed Vypeen Bridge. Taking objections were raised by an environmentalist group regarding the potential danger the bridge may cause to fishery resources of the Cochin backwaters. These objections have subsequently got subsided, and the initial phase of the bridge project has already started. The bridge is expected to be completed within a period of five years.

The discussion on infrastructure, too has been based on very narrow grounds. Any discussion on infrastructure should be based on the sustainable impact it may make on the region concerned. Most arguments in the Vypeen context have too mechanical whereby, it is assumed that, a connection with the mainland will automatically lead to the development of Vypeen. This conclusion is likely to be far from true. Any true and sustainable development of the region should

emerge from a process of triggering new income earning opportunities to the people of the region. Unfortunately, a bridge in itself will not lead to any such positive result.

In this context, it is vital to think about an integrated infrastructure development programme for the region. Fortunately, the waterways which connect different Panchayaths of the area, itself is Nature's real gift, which has to be properly utilised. Developing these waterways into transportable inlets should be the key to such an integrated programme. Examples to similar situations are available from countries like the Netherlands. The city of Amsterdam, and the city of Cochin are much alike in terms of the existing as well as potential physical infrastructure and the resource endowment. Can an effectively develop network of waterways lead to wider business opportunities?

2.11. Local Tourism

Tourism can be one among the answers to the above question. The Government of Kerala has identified one of the centres in the Island - Cherai - as a tourist destination. Infact, it is anachronistic to think about a tourist centre in an Island which is virtually an environmental anachronism. Can tourists be attracted to Vypeen in its present form? Of course, it is too doubtful.

It is necessary to think about an alternative model of tourism for the Island. We may tentatively name it, " Little India - Little Kerala" . The concept of modeling a village in another part of the globe, is nothing new in the practice of tourism today. Cochin is one of the tourist destinations in the South, and here lies the potential. We may suggest that a model village which presents a typical Kerala village as well as the diversity of India as a monolithic country, if properly planned can be one of the best tourist attractions, on which Kerala can boast of during the coming years. The advantage of such a model is likely to be that it can attract not only international tourists, but also national tourists.

3.0. An Alternative Developmental Approach

The developmental challenges of Vypeen are so complex that, the programmes as they have now been implemented, are likely to lead the Island to a very serious development crisis. Therefore, a way-out lies in thinking of an alternative developmental approach, where the Gram Panchayaths continue with some of their existing roles, but as part of a wider Development Plan for the region as a whole. This Development Plan should be more out of a consensus, rather than as an administrative exercise.

The regression results in table 7.2, implicitly suggests the vital need for massive employment generation programmes in Vypeen, in order to have any sustainable positive impact on income levels of the poor people. This alternatively suggests that, small programmes, as they have been implemented now, are not likely to make any sustainable effect on rural development as well as on poverty eradication.

A major objective of the people's planning programme has been on a massive mobilisation of resources. Such a massive mobilisation should include resources of all forms. The initiatives being carried out in Vypeen indicate that a series of programmes, to be of a critical minimum size, should be the answer to the pressing problems of the island. In such programmes, the role of individuals and institutions (like NGOs, religious communities etc.) should be clearly defined in terms of money and other forms of support. The best example is the success story of the Cochin International Airport Limited (CIAL), where people's initiative and enthusiasm rather than direct governmental intervention, which led to the success of the project.

3.1. Capabilities of Panchayaths

Thinking big, as outlined above, and chalking out plans and programmes of a sustainable nature, requires building up the constituent Panchayaths as powerful instruments of local action. This demands vigorous efforts to design a development plan for the region as a whole, and to define the role of the gram Panchayaths in such a wider design.

Policy Imperatives

1.0. Introduction

While for specific programme(s) of Ministries and Departments, the policy imperatives can be discussed in general terms, in village studies, it is rather difficult to pinpoint policy options. The development of a village has been constrained by several endogenous and exogenous variables which are to be listed and analysed. However, what can actually be done is to examine broadly the relationship among different development actors: the government; the NGOs and the People. Since the purpose of our investigation is to examine the role of the government in the development process, we will largely confine to the question as to how governments at various levels can perform a more meaningful role in stimulating the overall development of Vypeen Island. But before going into such a discussion, it is vital to examine the limits of the overall policy environment.

2.0. Limits to the Policy Environment

The overall policy environment has to be discussed in terms of three areas: 1) the planning process; 2) hierarchy; 3) co-ordination.

2.1. Planning Process

Planning being a political process, requires the interplay of two factors: a) the enthusiasm and morale of the people for identifying their needs and articulating them; 2) a meaningful information base.

Under centralised planning of the kind which existed in Kerala prior to 1996, people's involvement in the plan process was restricted to political as well as expert bodies which take decisions largely on a representative basis. While the structure of State Planning Board remains more or less the same, at the district level, planning was done through the mechanism of Working Groups. The Working Groups consisted of, people's representatives, officials and experts.

Under people's planning, a major ingredient of true democratic governance has been introduced whereby, the people themselves are facilitated to identify their development priorities. People who thus participate in the special Gram Sabha for plan discussion will remain as idle spectators or as inactive figure heads, if they do not have the right enthusiasm and morale. Enthusiasm and morale are the outcome of right information. On the other hand, the presence of such enthusiasm and morale entices people to look for the right information. The task of any planning authority or the political leadership should be to provide the people with the right information which, in turn, facilitate them to get it applied in their collective wisdom at the Gram Sabha. In the people's planning process, this has been envisaged as a campaign, where training opportunities were offered to different levels of activists, who in turn were expected to bring it down to the people. While under a departmental approach to planning, information simply mean awareness on government programmes, under people's planning, they were envisaged to be situated in the relevant political and social contexts. Thus, the Development Seminars and Development Reports which formed the backbone of such seminars, were situated under such socio-political context.

As the veteran political leader E.M.S. Nambooripad, who was also architect of people's planning movement, rightly pointed out, the politics of planning cannot be sectarian. Put into practice, this right vision of people's planning has succeeded or not? The evidences from Vypeen make some concrete suggestions.

We made an attempt to capture the beneficiary perception on how the programmes are designed and implemented, as well as of the role of various implementing agencies. The respondents were asked concrete questions on the role and relevance of different tiers of government as far as programme design and implementation are concerned. Based on such data, the responses were analysed with the following results (Table - 10.1). The opinion ratings of beneficiaries are given in the table. It shows that 35% of the respondents have only heard about people's planning, whereas another 25% has no knowledge at all. Together, this 60% of the beneficiaries have managed to enjoy the advantage of people's planning without even knowing what it is.

Table 10.2 explains the probable ways by which they manage to get the advantage of development projects through people's planning. The table shows the knowledge (K), attitude (A), practice (P) relationship, which in turn, explains people's participation in the planning process. Those respondents who have heard about Gram Sabha have been given a positive score for the variable K. Similarly, those who have attended Gram Sabha at least once, have been given a positive score for variable A. On the contrary, those who are aware of the role of Gram Sabha and have participated in the special meeting of the Sabha for selection of beneficiaries have been rated as having a positive score for variable P.

The table shows that, only 47% of the respondents who are also **beneficiaries** of some programmes, do practice (P). It is instructive to relate tables 24 and 25 in order to get the probable causation. The fact that 47% of the beneficiaries who have participated in the Special Gram Sabha have indicated anomalies in the selection of beneficiaries, is the best proof for lack of transparency in the process of selection of beneficiaries.

Table: 10.1

Respondents Perception on People's Planning Programme

Opinion	Percentage
People empowered	8
It is a scheme for the people	10
Good, not properly implemented	10
More corruption	12
Heard, but unable to explain	35
No knowledge	25
Total	100

Table: 10.2

Association Score of Beneficiaries Towards the Concept of Gram Sabha

Panchayath	K	A	P
Elamkunnappuzha	0.88	0.50	0.44
Nayarambalam	0.81	0.60	0.42

Narakkal	0.92	0.58	0.40
Pallipuram	0.93	0.49	0.50
Average	0.88	0.54	0.47

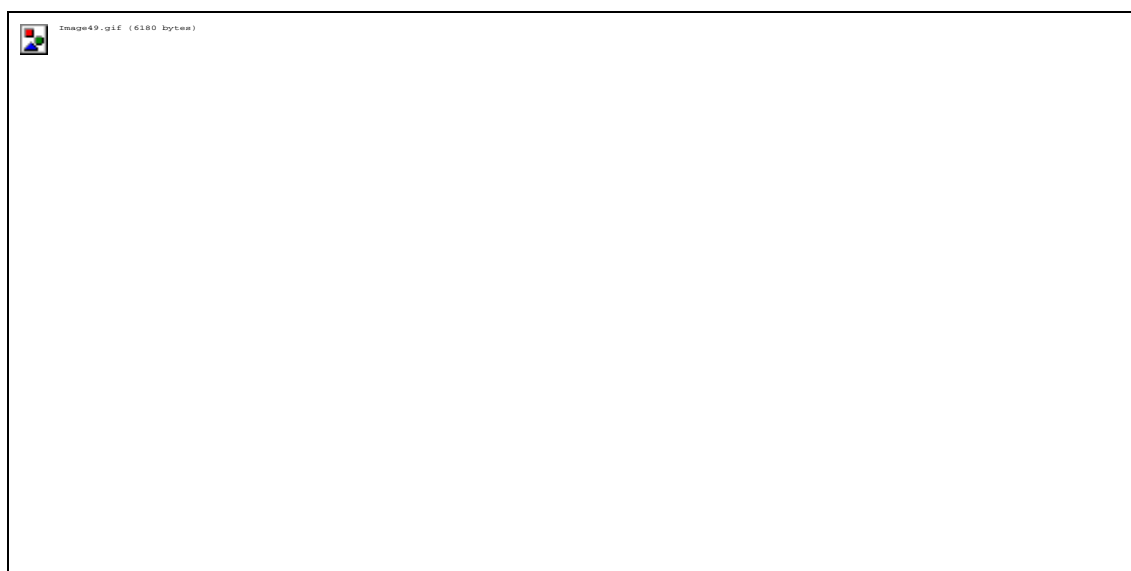
Table: 10.3

Association Score of Beneficiaries Towards Different Stages of People's Planning

Factors	Elamkunnappuzha	Nayarambalam	Narakkal	Pallipuram	Total
Selection of Innovative Projects	0.22	0.16	0.13	0.12	0.63
Selection of Beneficiaries	0.17	0.15	0.13	0.10	0.55
Implementation of Programmes	0.17	0.10	0.08	0.09	0.44

2.1.1. The Issue of People's Participation

Though Plan documents since the Sixth Five Year Plan reiterate the importance of people's participation in the Plan process, the methods by which such participation can be assured is, virtually a thorny issue. The officials as well as people's representatives of all the Gram Panchayaths which we visited, complained of the poor people's participation in the plan process. The most crucial issue is the poor participation in the Gram Sabha. A scrutiny of the Panchayath records show that none of the Panchayaths are able to assure the 10% norm of attendance in the meetings of the Gram Sabha.





Our team make an attempt to investigate and analyse the causatives. The political leaders of the Panchayaths noted that the people were demanding more and more, while the Panchayath, with its limited resources, were not unable cope with the demands of all of them. Those who do not get such demands fulfilled, get disillusioned and make baseless allegations against the political leadership of the Panchayaths. It was also noted that, based on such "bad" experience during the first two years of the Ninth Plan, the strategy was shifted from individual programmes to group-oriented programmes.

Much against the above opinion, our team got evidences from several villagers who actively participated in the Gram Sabha that, this crucial political institution has not been able to perform its role effectively because of the inefficiency or corruption of the leadership. It was also pointed out (even by political activists) that the differences between the ruling party/coalition and the opposition was notional rather than real.

Based on such conflicting positions taken by the people's representatives and the people *per se*, we analysed the Panchayath finances and their utilisation, in relation to the projects being initiated. The evidences available to us suggest that, several of the new (innovative?) projects mooted by the Gram Sabha have not been properly implemented or are getting lagged. On the other hand, several other projects of a routine nature (e.g. maintenance work for roads etc.) have been implemented in due time.

The above indications on subverting the people's mandate is likely to have serious implications on the working of the *Panchayati Raj* system itself. It is also necessary to examine in detail the reasons for this behaviour pattern. If it is a case of lack of competency, efforts should be taken to tone up the working of the Panchayaths. If it is a case of naked corruption, it is vital to think of

ways and means of making the Gram Sabha, a more vital forums. Our impression is that a combination of both is present.

2.1.2. Information Dissemination

In order to make people's planning a meaningful exercise, there should be a continuous flow of information to the context of decision making by the people. Under the earlier regime, the officials were expected to be the information gatherers and disseminators. While, it is likely that several subjective elements influence such flow of information, the net result was likely to be biased. Under people's planning, it does not mean that the laymen who man the Gram Sabha are aware of all the intricacies of planning which is largely a technical exercise. But beyond gaining any such technical capabilities, what is expected is the creation of an environment of consensus even against political or ideological differences. Such sense of consensus alone will prompt the Gram Sabha to delegate its powers to other experts who in turn may be able to help them in the planning process. This, by no means is a simple exercise. The Gram Sabha should put faith in the relevant experts of their locality, and these experts, in turn should win over the Gram Sabha. This circuitous process will raise the deliberations of the Gram Sabha to a qualitatively higher plane and will in turn help to raise the morale and enhanced participation of the people.

The process of information dissemination, therefore involves, four crucial stages:

Identification of relevant information

Identification of appropriate dissemination mechanism

The process of dissemination

Evaluation \ Feedback

Our review of the Plan documents prepared by various Gram Panchayathhs as well as the Block Panchayaths indicate substantial repetitive projects as well as even factual errors. This, in no case can be explained away in terms of "the people's will argument ". The task of the people is just some prioritisation in a regional context. The remaining task has to be performed by the planning mechanism.

The introduction of people's planning approach implies greater powers in the hands of the political leadership than for the executive authority. This change, at least in the short run, has resulted in some sort of clash between the bureaucracy and the political leadership. While this is largely a transitory problem, it is necessary to overcome this through a clear definition of roles. We have observed that, capacity building, both at the level of political leadership as well as the bureaucracy, is an imperative. While the former may be relatively less easy, in the case of the latter, it is possible. We have noted that all the Panchayaths which we visited were facing a dual problem of incompetence as well as surplus staff. The focus, therefore, should be on the introduction of modern, but appropriate, management practices in the administration of Gram Panchayaths.

2.2. Hierarchy

Planning and programme implementation to be made meaningful, it is vital to make the hierarchical system effective through continuous and effective communication. This should not only be within the Gram Panchayaths; there should be an outreach. The task of the Gram Panchayaths is to mobilise the maximum number of people at the local level through mobilisation and expertise. At the second stage, the Gram Panchayaths, based both on their mandate as well

as the strength of their mobilisation, should communicate with other Gram Panchayaths of the region, the Block and the District Panchayath so that, long-run strategies, are evolved. Such communication and mobilization are indispensable in a region like Vypeen where collective action as well as large programmes alone will help to make sustainable changes in the region.

It is in the above context that the need for sub-regional policies arise. The programmes by Ministries are often uniform in design and therefore, the possibilities of sub-regional co-ordination is difficult. For example, for rural development programmes, the Ministry of Rural Development and the state governments have a uniform three-tier structure of DRDA, Blocks and the Gram Panchayaths. It is difficult for the Ministry or its counterpart Departments in the State to give instructions to the contrary. However, under a meaningful regional planning the possibilities are enormous. If the Gram Sabhas of three or four Panchayaths in a region make a joint resolution, based on the same, a regional policy involving those Panchayaths can be evolved and jointly implemented. Such joint action may also help to ease the problem of additional resource mobilisation significantly.

2.3. Co-ordination

Co-ordinated action, as outlined above, will not emerge spontaneously. In a democratic system spontaneous economic action by the people is the exception than the rule. The District Panchayaths and the State Planning Board should play a key role in undertaking in-depth investigation on potential clusters/regions where wider projects can play a key developmental role. The State Planning Board and the Planning Commission should see to it that such ad-hoc studies are conducted on a regular basis. It is important to note that the State Planning Board has initiated steps to document success stories in specific Gram Panchayaths of Kerala. While this is important from the point of view of demonstration, it is also important to identify the success/failure factors and to monitor them at the level of programme implementation. Being a key actor of the design and implementation of people's planning model, it is important that the State Planning Board keep away from undertaking such studies and entrust it to other independent institutions.

Plan co-ordination, even in a Gram Panchayath is a difficult task. Under people's planning, the process become much more complex, because, beyond facts and figures that go into the actual process of plan formulation, it also involves the active participation of people at various levels. To begin with, preparation of a development report and its presentation in a village Panchayath are as serious exercise as the presentation of the Economic Review or Budget Papers in the Legislative Assembly. If this seriousness is given to the whole process, co-ordinated action by the bureaucracy as well as the people's representatives will be necessary. Our scrutiny of the Development Reports of various Panchayaths give us the impression that such seriousness has not gone into this annual exercise. The Development Reports of the first year of the Ninth Plan, both in the Panchayaths as well as Block, gives an overview of the issues of the region, and are therefore, valuable reference material for any outsider. During subsequent years, these have become just documents giving income-expenditure statements. We have also noted that no serious professional effort has gone into such Reports, as they do not contain any review of the previous year's programmes, references to evaluation if any, and a clear statement of perspectives. Factual errors are many. Income-expenditure statements often do not tally. In short, these give only the picture of all-purpose reports.

While in a Gram Panchayath, the constraints are many, it is necessary to introduce professionalism in such vital exercises as preparation of a budget and of Plan documents. While the whole exercise need to be supervised by people's representatives, it is necessary to generate vital capacities among Panchayath bureaucracy in order to make the business of plan formulation and implementation a more serious exercise. It will also bring in greater transparency of the activities initiated, and will improve their credibility.

Concluding Observations and Suggestions

1.0. Introduction

In this chapter, we attempt to tie-up our discussion in the preceding pages regarding the findings, emerging issues and major areas of concern, and to suggest suitable alternative courses of action to be considered. As we have noted in chapter-2, unlike impact studies on particular programme(s) of some Ministry or Department, taking stock of the overall impact of several governmental programmes which often function in overlaps or in conflict, is a difficult task. Where village is the concern of a study, how the village gets benefited from changes over time is contingent upon a variety of historical, social and cultural factors which need to be understood in their totality and specificities. This quick study has tried to examine only the milestones, while trying to see how the poor people in identified clusters behave and express themselves as social beings, economic men, and as citizens having the potential of shaping the course of history, as also the policy environment which influence them.

2.0. Overall Impact

The crucial concern of this study is to examine as to what extent development programmes by several tiers of government have shaped the economic social and political life of the people of this village. This overall impact need to be examined in terms of the major structural changes that have taken place in the village over time.

An Island with a historical legacy and located in a strategic part of the State, Vypeen has not been able to change its economic structure or the quality of life of the people significantly. The economic structure continues to be one of relatively primitive production relations, unlike other parts of the State. Governmental interventions have taken place in several sectors of the economy, as well as social sectors, but with negligible impact on the quality of life of the people. Put together, all these programmes have not so far been able to offer even the basic necessities, like drinking water, sanitation, medicine and transport to a satisfactory extent.

The government programmes have not gone beyond the routine approach of spreading the benefits thinly over a highly dense population. Thus, the effective benefit of such programmes on the common man is often negligible or negative. Water supply and sanitation are two areas which are totally mismanaged. Naturally, expenditure on medicare stands as a major item in the budget of poor households. This, together with the stagnating income levels of households, pose indebtedness as a major problem.

The decades of neglect at the political and administrative levels on this Island, in turn, has nurtured a culture where the Vypeenites have not even been able to articulate their needs properly. Even under people's planning which is expected to be more transparent in content, the situation remains far from satisfactory. The role of Gram Sabha remains much to be desired. People's awareness on its role and relevance is not satisfactory. Transparency in programme implementation is not adequate. Panchayaths do not maintain muster rolls of anti-poverty programmes. The nexus of contractors, officials and politicians is present. The Panchayaths, in fact, are taken aback by the multiplicity of local problems they are facing. However, they do not try to swim against the tides and make clear cases for the development imperatives of Vypeen. People obviously want a change in the existing order of things, as reflected in the Development Reports of the Panchayaths, but the change does not get materialised.

The broad conclusion emerging from our study is that Vypeen is such a case where it is rather futile for a policy maker to think small. Lack of appropriate programmes itself is a problem, particularly programmes involving the participation and involvement of a large number of people, are necessary to make even a short-run attack on underdevelopment and poverty. The disinterest

of a large number of people in developmental activities, is symptom of a wider problem rather than a cause.

3.0. Specific Observations

Our specific observations can be summarised as follows:-

3.1. Government programmes at the Gram Panchayath level have only a cosmetic effect in relation to the wider problems of the Island. Even under People's Planning, the magnitude of the problems have not been properly understood by the Gram Panchayaths. It is this impression that we gather from the policy documents of the Gram Panchayaths as well as on discussions with the people's representatives and officials.

3.2. The programmes being implemented by the Block, the District Panchayath as well as the line departments (under non-plan funds) are mostly inappropriate. They do not address to the wider problems of the Island in a significant way.

3.3. Absenteeism in programme implementation is one of our major findings. Evidences to this effect are available from such factors as beneficiary and official association in programme implementation. The low survival rate of the IRDP assets is also a clear indication.

3.4. Despite several governmental programmes, the mounting social cost relating to environment is an aspect which has not yet been addressed to properly. Alternatively speaking, even the benefits of various economic programmes meant for the poor have been stolen away in the form of poor environment, and consequent poor health standards of the community. Total pollution of the Island is unparalleled in the whole of Kerala. Surprisingly we note that neither the Pollution Control Board nor the Health Department have taken steps to undertake normal e-coli tests in order to measure the environmental hazards. We note with grave concern that the outbreak of contagious diseases has not caught the attention of the governments in the form of clear policies and action. While capital has moved out of Vypeen, especially to nearby Cochin City, mobility of labour remain far less to one's expectation. This also implies a ratchet effect both in the labour market as well as at the cultural plane. We therefore, feel that a physical-cultural integration with the mainland is going to be the key to sustainable development of Vypeen.

3.5. Another crucial observation relates to the absolute lack of relevant programmes in some sectors/areas. While programmes have been piled-up in areas like women's development, awareness building, fishermen development etc., in areas like industry, programmes are negligible and inappropriate. Even the existing programmes are far from relevant to the needs of the region and the people.

3.6. We strongly feel that the potential of anti-poverty and employment programmes in their present form, in dealing with the problems of unemployment and poverty are limited. What is needed is large projects of a critical minimum size, which can, at a time, create substantial employment opportunities as well as can create new assets and income opportunities. We have identified eleven areas which deserve special mention.

3.7. We do also find the need for a consortium approach to development of Vypeen. The Planning Commission and the State Planning Board should look into the potential of a such an approach from a policy angle.

3.8. People's planning, despite its several positive aspects, has not been successful in assuring transparency of programme design and implementation. However, the situation can be improved through more supervised functioning of the Panchayaths. At the political level, there should be a consensus on the need for capacity building of the Panchayaths. The Planning Commission

should try to convince the State Government that such capacity building does not mean curtailing the powers of the elected bodies. The Planning Commission can also look into the feasibility of a monitoring mechanism on lines of what is being done by the Ministry of Rural Development.

4.0. Overall Conclusion

The significant democratisation of planning and programme implementation is a major and unique achievement of Kerala. But, planning is at a time, a political as well as an economic process. While the will of the people is the ultimate word, it also has the danger of getting manipulated through misinformation, and sometimes, subversion as well. Therefore, the primary task of Panchayati Raj should be to assure a high level of participation of the people in the Gram Sabha. A Gram Sabha with a high participation of the people, in turn, would look for expertise in identification of innovative projects, based on a principle of ".....I authorise and give up the right of governing myself to another body of persons". The evidences available from our study suggests that, a more supervised effort is required to improve the quality of programme design and implementation. The urge for this, however, should come from the Gram Sabha itself.

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Selected Statistical Tables

Table: 1

Development Projects - 1997-98: Pallippuram Gram Panchayath

Sl No.	Project	Plan Contribution	Own Fund	State Sponsored Funds	Centrally Sponsored Funds	Beneficiary Contribution	Total
1	Supply of Inputs - Coconuts	253740		27500	295000	293155	869395
2	Promotion of coconut-Cultivation	41000				20000	61000
3	Promotion of cultivation-plaintain & spices	104732				98000	202732
4	Promotion of vegetable Cultivation	31000				39000	70000
5	Infrastructure for agriculture (wells, pumpsets etc)	346300				297900	644200
6	SC-ST development	398000	9455			80000	487455
7	Suppy of fishing nets	256766				256766	513532
8	Promotion of Fish Culture	90021				198600	288621
9	Housing programmes			289000		34000	323000
10	Animal Husbandry	598900				525700	1124600
11	Inputs – Fish Culture	54789	22654			110000	187443
12	Improvement of educational facilities	151000				12000	163000
13	Support to Libraries	110000				8700	118700

14	Health – General	131415	212765			200000	544180
15	Co-operative stores	100600		350000			450600
16	Anganwadis	620700				90800	711500
17	Energy – general	315640				91000	406640
18	Public Works – Roads	1010900	513400			200200	1724500
19	Total	4615503	758274	666500	295000		6335277

Source: Pallippuram Gram Panchayath - Padhati Rekha – 1997-98

Table: 2

Development Projects - 1998-99 : Pallippuram Gram Panchayath

SI No.	Project	Plan Contribution	Own Fund	State Sponsored Funds	Centrally Sponsored Funds	Beneficiary Contribution	Total
1	Supply of Inputs- Coconuts	295545		38500	560000	448955	1343000
2	Promotion of coconut- Cultivation	45000				15000	60000
3	Promotion of cultivation -plaintain & spices	123632				120000	243632
4	Promotion of vegetable Cultivation	40000				42300	82300
5	Infrastructure for agriculture (wells,pumpsets etc)	366500				366500	733000
6	SC-ST development	455699	9075			97960	562734
7	Supply of fishing nets	243750				243750	487500
8	Promotion of Fish Culture	1067101				394500	1461601
9	Housing programmes			345000		50000	395000
10	Animal	588400				565400	1153800

	Husbandry						
11	Inputs – Fish Culture	88133	31877			150000	270010
12	Improvement of educational facilities	247000				18000	265000
13	Support to Libraries	110000				17700	127700
14	Health – General	243435	333765			298000	875200
15	Co-operative stores	176090		502000			678090
16	Aganwadis	713700				108800	822500
17	Energy – general	415400				143000	558400
18	Public Works – Roads	1423900	811600			245500	2481000
19	Total	6643285	1186317	885500	560000	3325365	12600467

Source : Pallipuram Gram Panchayath : Padhathi Rekha 1998-1999

Table: 3
Development Projects - 1999-2000 : Pallipuram Gram Panchayath

Sl No.	Project	Plan Contribution	Own Fund	State Sponsored Funds	Centrally Sponsored Funds	Beneficiary Contribution	Total
1	Special Assistance for Paddy Cultivation	87000		12600		10800	110400
2	Supply of Inputs- Cocunuts	506000		60000		114000	680000
3	Promotion of Vegatable Cultivation	261750				58500	320250
4	Conscientisation of Programme for farmers	7101					7101
5	Cutting of deceased Coconut trees	861851		372600		660550	1895001
6	Promotion of Dairy Activities	316031				442500	758531

7	Promotion of Fish Culture	649530				454920	1104450
8	Supply of inputs for Fishermen	50000				50000	100000
9	Physical Infrastructure for Fishermen Households	100000		335000		100000	535000
10	Marketing Assistance- Fishermen	12500		450000		92500	555000
11	Matsya Bhavans			250000			250000
12	Promotion of Women's Enterprises	60000				312000	372000
13	Housing for the Poor	1600000		2077000	75000		3752000
14	Support to Libraries	105000	5000	5000		5000	120000
15	Infrastructure for Schools	160000				5000	165000
16	Support for Anganawadis	170000	51300			75000	296300
17	Nutrition Programmes	240000					240000
18	Mosquito Control	20000					20000
19	Construction of Toilets	320000				320000	640000
20	Infrastructure for Government Hospitals	20000	25000				45000
21	Comfort Stations	20000	250000				275000

Table 3 (Contd.)

22	Renovation /Clearance of Wells and Tanks	30000	250000			10000	290000
23	Input Support for Coir & Handloom Cooperatives	150000					150000
24	Construction of	2250000			95000		2345000

	Roads, Bridges & Culverts						
25	Energy Conservation Programme	113500				75000	188500
26	Housing - SC-ST	816500		480500	78000	310000	1685000
27	Support for Industrial Unit - Fisher women	40000				10000	50000
28	Roads - SC-ST	400000			80000		480000
29	Electricity -SC-ST	25000				25000	50000
30	Toilets - TSP	32000				2000	34000
31	Programme Implementation	93915					93915
Total		9517678	966500	3657500	999350	2461420	17607448

Source : Pallippuram Gram Panchayath : Padhathi Rekha 1999-2000

Table: 4
Development Projects – 1997-98: Nayarambalam Gram Panchayath

Sl No.	Project	Plan Contribution	Own Fund	State Sponsored Funds	Centrally Sponsored Funds	Beneficiary Contribution	Total
1	Inputs for Agriculture	781917				507930	1289847
2	Inputs to Fishermen	323500				34800	358300
3	Inputs for Poultry & Goat farm & Dairy	171500				81000	252500
4	Infrastructure – Roads	980564					980564
5	Inputs for School Library	54000					54000
6	Latrine for Ayurvedic Hospital	19718		30000			49718
7	Drinking Water – Distribution	395254					395254

8	Construction of Latrines	435842		4000			439842
9	Construction of Houses	507500				432500	940000
10	Xerox machine for Panchayath Office	100000					100000
11	Inputs for Education	49500					49500
12	Total	3819295		34000		1056230	4909525

Source: Nayarambalam Gram Panchayath - Padhati Rekha – 1997-98

Table: 5
Development Projects - 1998-99 : Nayarambalam Gram Panchayath

Sl No.	Project	Plan Contribution	Own Fund	State Sponsored Funds	Centrally Sponsored Funds	Beneficiary Contribution	Total
1	Agricultural Inputs	603750	77	403673		200000	1207500
2	Irrigation facilities	485000		452500		32500	970000
3	Anti-rabies drive	20000		20000			40000
4	Dairy Development	75000		25000		50000	150000
5	Inputs - fishermen	502000		256000		246000	1004000
6	Construction of Wells	135000		67500		67500	270000
7	Promotion of Womens' Enterprises	330000		165000		165000	660000
8	Support to Schools – Infrastructure	28000	2000	26000			56000
9	Cash awards for Students	17000	17000				34000
10	Cultural Activities	50000	6000	35000		9000	100000
11	Infrastructure for Hospitals	225000		225000			450000
12	Infrastructure for	250000	2000	168000		80000	500000

	Fishermen Households						
13	Nutrition - Anganwadis	177500	4	177496			355000
14	Housing Programmes for the poor	1015000		655000		360000	2030000
15	Development Activities for panchayath	25000		25000			50000
16	Dustbins for Schools	4500		3000		1500	9000
17	Public Works- Road Tarring	1174786	208543	385480	520876	59977	2349662
18	Street lighting	100000		100000			200000
19	Inputs for Overall development	2048206	21	2028455	150000	459250	4685932
20	Total	7265742	235645	5218104	670876	1730727	15121094

Source : Nayarambalam Gram Panchayath : Padhathi Rekha 1998-1999

Table: 6
Development Projects - 1999-2000 Nayarambalam Gram Panchayath

Sl. No	Project	Plan Allocation	Own fund	State sponsored	Centrally sponsored	Beneficiary contribution	others	Total allocation
1.	Cutting diseased Coconut tree	100000	-	50000		150000		300000
2.	Treatment for diseased trees	111389	-	-	-	55200	-	165589
3.	Distribution of Vegetable Seed Kit	20000	-	-	-	5000	-	25000
4.	Seminar/Discussion -farmers	10000	-	-	-	-	-	10000
5.	Building for Krishi Bhavan	400000	-	-	-	-	-	400000
6.	Cattle Insurance	36000	-	-	-	9000	-	45000
7.	People's Fish culture	-	-	25000	-	-	-	25000
8.	Distribution of inputs for fish vendors	-	-	26415	-	19300	-	45715
9.	Awareness	10000	-	-	-	-	-	10000

	Programme for fishermen							
10.	Protective walls for canals	533500	125	-	-	-	-	533625
11	Distribution of Pumpsets-farmers	30000	-	-	-	30000	-	60,000
12	Training – Electronic Equipments	32280	-	-	-	-	-	32280
13	Industrial Umbrella	550000	-	-	-	275000	275000	1100000
14	Fish booth	-	-	50000	-	-	-	50000
15	Building for Hospitals and Aganawadis	469772	48	217180	-	-	-	687000
16	Mosquito control	25000	-	-	-	-	-	25000
17	Distribution of mid-day meal	8000	-	-	-	-	-	8000
18	Keralostav	15000	6000	-	-	-	4000	25000
19	Grant for construction of toilets	115000	75000	-	-	-	-	190000
20	General expenditure for People's Planning	117000	-	-	-	44000	-	161000
21	Women's Seminar	15000	-	-	-	-	-	15000
22	Construction and maintenance of Roads	1250189	118543	150000	461658	-	5977	1851367
23	New Electricity lines	100000	-	-	-	-	-	100000
24	Special component plan	1780678	120974	-	135000	1650	30000	2068302
25	House construction	292500	-	-	-	-	232500	525000
Total		6021308	320690	518595	596658	589150	547477	8457878

Source : Nayarambalam Gram Panchayath : Padhathi Rekha 1999-2000

Table: 7
Development Projects – 1997-98: Elamkunnappuzha Gram Panchayath

Sl No.	Project	Plan Contribution	Own Fund	State Sponsored Funds	Centrally Sponsored Funds	Beneficiary Contribution	Total
1	Inputs for Agriculture	617000					617000
2	Inputs for Irrigation, Agricultural training	919672					919672

3	Animal Husbandry	535000					535000
4	Inputs to fishermen	285625					285625
5	Hygiene, Mosquito control	1156757					1156757
6	Women welfare	258688					258688
7	Distribution of Umbrellas	29271					29271
8	Development of Sports & Cultural activities	16000					16000
9	Xerox machine	100000					100000
10	Infrastructure for Anganwadis	148831					148831
11	Infrastructure for Energy production	623724					623724
12	Infrastructure for Road Transport	662966					662966
13	Goat Rearing - SC	45000					45000
14	Houses for SCs	902500					902500
15	Supply of Latrines - SC	226000					226000
16	Electrification of SC Houses	173250					173250
17	Repairing of Houses – SC	150000					150000
18	Inputs for Education – SC	24600					24600
19	Distribution of Sewing Machines - SC	74304					74304
20	Transport - SC	56773					56773

21	Inputs for STs	25200					25200
22	Total	6475861					6475861

Source: Elamkunnapuzha Gram Panchayath - Padhati Rekha – 1997-98

Table: 8
Development Projects - 1998-99: Elamkunnapuzha Gram Panchayath

Sl No.	Project	Plan Contribution	Own Fund	State Sponsored Funds	Centrally Sponsored Funds	Beneficiary Contribution	Total
1	Promotion of Vegetable Cultivation	165750		99750		66000	331500
2	Promotion of Agriculture Paddy & Tuber Crops	71850		35225		15625	122700
3	Construction of Canals & Sluice	1810000	256816	1290000		452000	3808816
4	Inputs to Fishermen	525000		282500		242500	1050000
5	Distribution of Sanitary Equipments	375000		375000			750000
6	Inputs for Anganwadis & School for the retarded	3300000	150000	450000			3900000
7	Mosquito Control & maintenance of Hygiene	320000	110000	210000			640000
8	Construction of Roads	3065000	785000	1277500		284000	5411500
9	Aid for Building Houses	217500		217500			435000
10	Aid for Anganwadis & for Education	305000	114777	190223			610000
11	Cultural Activities	87500		87500			175000
12	Expenses for the functioning of Gram Sabha	75000		75000			150000
13	ST – Development Programmes	2133500	114553	1195572		99475	2347528
14	Total	12451100	1531146	5785770		1159600	19340544

Source : Elamkunnapuzha Gram Panchayath : Padhathi Rekha 1998-1999

Table: 9
Development Projects - 1999-2000: Elamkunnapuzha Gram Panchayath

Sl. No.	Project	Beneficiary contribution	Plan allocation	Total
1	Integrated Development of Coconut	265000	632500	897500
2	Grafting-Budding Trng.	15000	15000	30000
3	Training for farmers	-	35000	35000
4	Distribution of Planting materials	13125	13125	26250
5	Production incentive for paddy growers	-	17500	17500
6	Distribution of vegetable seed Kit	-	50000	50000
7	Irrigation	97500	97500	195000
8	Compound wall for cultural centre	-	150000	150000
9	Watershed programmes	75000	230000	305000
10	Awareness programme for fishermen	-	15000	15000
11	Distribution of fishing craft	312500	412500	725000
12	Women's industrial centre	-	500000	500000
13	Live-stock development	179000	584427	763427
14	Mosquito control	-	200000	200000
15	Maintenance of Aganwadis	-	1105000	1105000
16	Housing	1318500	1696500	3015000
17	Construction of Roads	-	1865000	1865000
18	Special component Plan	-	1911500	1911500
Total		2275625	9530552	11806177

Source : Elamkunapuzha Gram Panchayath : Padhathi Rekha 1999-2000

Table: 10
Development Projects - 1997-98: Narakkal Gram Panchayath

Sl No.	Project	Plan Contribution	Own Fund	State Sponsored Funds	Centrally Sponsored Funds	Beneficiary Contribution	Total
1	Promotion of Agriculture	311705				73605	385310
2	Dairy Development	100590				452590	553180
3	Development	214200				163800	378000

	of Irrigational facilities						
4	Vegetable cultivation	3000	100			100	3200
5	Construction & Maintenance of Roads	985177	590		133893		1119660
6	Street Lighting	355340	57012				412352
7	Compound walls for L.P. School	62827					62827
8	Construction of Latrines	220000					220000
9	Deposit for Water Taps	500000					500000
10	Chicken Hatchery	48350					48350
11	Funds for marriage	6560	2800				9360
12	Construction of bund-Housing colony	137427					137427
13	House - for ST & Mythri Scheme	232000					232000
14	Inputs to Fishermen	350000					350000
15	Supply of Sewing Machines - for Women	99463					99463
16	Sewing Machines for SC-ST	417766					417766
17	Xerox machine for Panchayath Office	100000					100000
18	Total	3726639	60502		133893	690095	4611129

Source: Narakkal Gram Panchayath - Padhati Rekha – 1997-98

Selected Statistical Tables

Table: 11

Development Projects - 1998-99: Narakkal Gram Panchayath

Sl No.	Project	Plan Contribution	Own Fund	State Sponsored Funds	Centrally Sponsored Funds	Beneficiary Contribution	Total
1	Inputs for cultivation	32433				67348	199781
2	Awareness Programmes	19060					19060
3	Scientific Butcher's Shop	234614					234614
4	Supply of Inputs to Fishermen	195100				43575	238675
5	Small Scale Industrial Units	344022	45000				389022
6	Nutrition for students	29893					29893
7	Contribution to Libraries	65000					65000
8	Sliding Chutes for G.L.P. Schools	29250					29250
9	Inputs for Homeo Dispensary	31769	15000				46769
10	Construction of Latrines	70000				28500	98500
11	Construction of Houses for the Homeless	160250	3750			50000	214000
12	Nutrition & Inputs to Anganwadis	114053	5000				119053
13	Upgradation for Houses	221000					221000
14	Expenses for Seminar & Printing – Gram Sabha	45770					45770

15	Expenses for Electrification	96049	13441				109490
16	Construction of Roads	730462	13166		12368	12060	768056
17	Extension of Panchayath Office Building	4894					4894
18	Total	2523619	95357		12368	201483	2832827

Source : Narakkal Gram Panchayath : Padhathi Rekha 1998-1999

Table: 12

Development Projects 1999-2000: Narakkal Gram Panchayath

Sl.no	Project	Plan Allocation	Beneficiary Contribution	Own fund	State Sponsored	Centrally Sponsored	Others	Total
1	Treatment of deceased trees	250114	34122			100000		384236
2	Garden Kitchen	61443	61250					122693
3	Distribution of vegetable kit	20000	350000					370000
4	Bonus-farmers				40600		34800	75400
5	Plumpest farmers		7000		7000			14000
6	Integrated pepper development plan		750			3750		4500
7	Scientific Butcher's shop	341400						341400
8	Insurance-cattle	42600	32100					74700
9	Prevention of rabies	1000	1500					2500
10	Supply of chicken	15000	5000					20000
11	Infrastructure development for fishermen	322625	63800	20000	180714			587139
12	Small scale industries	350793	34000		5000			389973

13	Contribution to libraries	50000						50000
14	Construction of Latrines	93043	61000	35457	170000			359500
15	JRY/water supply	250000						250000
16	Aganvadies	125000		77939	110389			313328
17	House construction/maintenance	1046250	80000					1126250
18	Peoples planning	96240						96240
19	Transportation	1100753	121738	1055508	27000	634158	107535	3046692
20	SC- pumpset	52500	17500					70000
21	SC- SSI units	732670	15000					747670
22	SC- construction of latrine/house	286500		6749		255251		548500
23	SC- colony development	926421	53425	30000				1009846
24	ST-colony development	1000	500	500				2000
25	ST-house construction	37240						37240
Total		6202592	938685	1226153	540703	893159	142335	10023636

Source : Narakkal Gram Panchayath : Padhathi Rekha 1999-2000

Table 13**Development Projects of Vypeen Block: 1997-98**

Sl no	Name of the Scheme	Year	Location of the Project/Scheme	Sector	Allocation (Rs)	Objective
1	Supply of vegetable seed kits	97-98	Block area	Agricultural & Allied sectors	1,20,000	To increase vegetables Productivity
2	Soil Conservation supply of bio-fertilizers	97-98	Do	Do	5,00,000	To increase fertility of soil
3	1. Financial help for cattle seeds 2. Fodder awareness programme	97-98	Do	Do	1,68,560	To protect health of cattle
4	Dairy-Milk collecting & preserving unit	97-98	Do	Do	2,50,000	To improve milk marketing
5	Fishing-financial help for Motor & Pump-set	97-98	Do	Do	2,50,000	Promotion of fish culture
6	Fishlanding Centre	97-98	Do	Do	2,30,000	Fish marketing assistance
7	Society	97-98	Do	Do	50,000	To improve co-operative sector
8	Self employment for youths-Electronics	97-98	Do	Rural Development	1,50,000	Training for Youths
9	Widening / deepening of Canals	97-98	Do	Irrigation	1,76,400	To increase deepness of Canals
10	Awareness Camps-Energy	97-98	Do	Energy	50,000	Availability of energy
11	Engineering Unit-3 nos	97-98	Do	Small-scale Industries	2,25,000	To find out first generation entrepreneurs
12	Cheruvyppu Bridge (Construction) -Ward 6,7 &8	97-98	Kuzhuppilly	Transportation	5,00,000	To develop infrastructure of Panchayath

13	Mulavukad Road	97-98	Mulavukad	Do	1,00,000	Do
14	Papanath Road of Ambedkar Colony	97-98	Mulavukad	Do	1,47,000	Do
15	Gravelling & Mettaling of Elakunapuzha School North Road (Ward no.8)	97-98	Elamkunapuzha	Do	1,25,000	Do
16	Mettalling and Concreting of Mukath Jetty Road (Ward no.9)	97-98	Mulavukad	Do	1,25,000	Do
17	Mettling of Alankar Road (Ward 6) Elakunapuzha	97-98q	Elamkunapuzha	Do	50,000	Do
18	Mettaling and Tarring of Elaunapuzha Rotary village colony Road	97-98	Elakunapuzha	Do	1,00,000	Do
19	Gravelling & Mattaling of Elakunapuzha Perumalpady Busstop (East) Road	97-98	Elamkunapuzha	Transportation	1,00,000	Do
20	Mattling and Tarring of Nedugad Road (South) upto Herbert Bridge	97-98	Nayarambalam	Transportation	1,25,000	Do
21	Mattalling and tarring of seashore road 300m	97-98	Narrakal	Transportation	1,00,000	Do
22	Reconstruction of culvert. Seashore colony ward 10	97-98	Do	Do	50,000	Do
23	Gravelling and mettalling road (west of Sohodharan	D0	Nayarambalam	Do	1,00,000	Do

	Ayyappan road)					
24	Mettalling and tarring of poochethara-vazhathara road ward 3	Do	Do	Do	1,47,000	Do
25	Gravelling and mettalling of co-operation road ward3	Do	Kuzhuppily	Do	2,25,00	Do
26	Thaithara colony road ward 13	Do	Pallipuram	Do	1,47,000	Do
27	Mettalling and Tarring of OLH colony road ward 4	Do	Edavakkad	Do	2,25,00	Do
28	Mechally SC-colony road ward 2	Do	Do	Do	1,47,000	Do
29	St; Francis road ward 4	Do	Narrakkal	Do	30,000	Do
30	Parrakkal road ward 3	Do	Do	Do	75,000	Do
31	Tharish road ward 7	Do	Do	Do	60,000	Do
32	Rajeevji road ward 8	Do	Do	Do	60,000	Do
33	Pulayas colony road ward 1	Do	Do	Do	65,000	Do

Development Projects of Vypeen Block: 1997-98

(Contd.)

34	Thathankiri settlement colony road	Do	Do	Do	82,000	Do
35	Convent road ward 4,6.	Do	Pallipuram	Do	2,25,000	Do
36	Raktheswary road reconstruction	Do		Do	1,47,000	Do
37	Pallampilly settlement colony road ward 12	Do	Elankunnappuzha	Do	47,000	Do
38	School mittam boat jetty road ward 5	Do	Do	Do	2,00,000	Do

39	Improve education facilities	Do		Social Service	50,000	To improve educational level
40	Improve education facilities	Do		Do	2,00,000	Do
41	Development of physical situation Health	Do		Do	1,08,800	Do
42	Development of Hospital,community health center and Health camp	Do		Do	3,00,000	To improve health of rural peoples
43	Cleaning of wells	Do		Do	50,000	To increase drinking water availability
44	Buying vehicles for cleaning purpose	Do		Do	2,47,600	To remove wastes
45	Maintains of House	Do		Do	2,00,000	Shelter for poor people
46	Improving the Physical condition of houses in SC/ST colony	Do		Do	5,19,000	To improve life style SC/ST
47	Training and supply of tailoring machines	Do		Do	1,00,000	To promote job for women
48	Development of Anganvadies	Do		Do	1,00,000	To improve health of children
49	Old age home	Do		Do	1,00,000	To give shelter for old people
50	Reference books for library	Do		Do	1,00,000	To increase ruralpeople's reading habit
51	Keralotsav, Souvenir	Do		Do	40,000	To improve art and sport level of people
52	Environmental programme	Do		Do	48,200	Awareness

						cleanliness
53	Entrepreneurship Awareness Programme	Do		Do	48,000	EDPs
54	Setting up Engineering Units	Do		Social Service (for SC/ST)	6,00,000	Self employment for SC/ST
55	Computer Centre	Do		Do	4,00,000	Do
56	Supply of tool-kit	Do		Do	2,20,000	Do
57	Supply of goats	Do		Do	26,000	Do

Source : Vypeen Block Pachayath: Padhathi Rekha 1997-2000

Table: 14
Development Projects of Vypeen Block – 1998-99

Sl no	Name of the Scheme	Year	Location of the Project/Scheme	Sector	Allocation (Rs)
1	Supply of machinery to societies for development of paddy cultivation	98-99	Block area	Agricultural Sector	1,75,000
2	Pest control measures for coconut trees	98-99	Block area	Do	2,52,656
3	Agricultural Seminar	98-99	Block area	Do	20,000
4	Milk-Freezing unit Pallippuram	98-99	Pallippuram	Do	1,56,250
5	Modern Butcher's shop Edavanakkad	98-99	Edavanakkad	Tertiary	3,00,000
6	Modern Butcher's shop Edavanakkad	98-99	Elankunnappuzha	Do	3,00,000
7	Deepening of Bandar Canal	98-99	Block Area	Irrigation	1,40,000
8	Fish farm	98-99	Block Area	Agri	2,50,566
9	Deepening of Karuthala Canal	98-99	Block Area	Irrigation	1,20,000

10	Deepening of Canal near Pashuekkar Bund	98-99	Nayarambalam	Agri	1,00,000
Development Projects – Vypeen Block – 98-99 (contd.)					
11	Pozhiyil Canal-Side protection	98-99	Block Area	Agri	1,50,000
12	Reinforcement of Kurudamparambilsociety buildings	98-99	Block Area	Services	1,00,000
13	SC-ST Bund protection	98-99	Block Area	Irrigation	1,00,000
14	Side protection Nikathil-Kuzhuppilly Canal	98-99	Kuzhuppilly	Irrigation	1,70,000
15	Reinforcement of Aniyil Canal	98-99	Block Area	Irrigation	1,15,000
16	West-chira Veliyathamparambu – side protection	98-99	Block Area	Irrigation	1,00,000
17	R.M.P. West-chiraside protection	98-99	Block Area	Irrigation	1,00,000
18	4 cent Colony side protection	98-99	Block Area	Services	1,00,000
19	Kaimalam Canalside protection	98-99	Block Area	Irrigation	1,50,000
20	West-coast side protection	98-99	Block Area	Agri	1,00,000
21	Janatha CanalProtection	98-99	Block Area	Agri	1,00,000
Development Projects – Vypeen Block – 98-99 (contd.)					
22	Ayyampilli Canalside protection	98-99	Block Area	Agri	2,00,000
23	Ayyampilli Bamblai Canal side protection	98-99	Block Area	Agri	2,10,000
24	Thollayirampadam - chira	98-99	Block Area	Agri	1,00,000
25	Boat Jetty –side protection Elamkunnappuzha	98-99	Elamkunnappuzha	Services	1,00,000
26	School – North – side protection Elamkunnappuzha	98-99	Elamkunnappuzha	Services	1,50,000

27	Side protection From Vadayil Canal to Karuthala Canal	98-99	Block Area	Services	2,00,000
28	Ananda Chinnar Maniside protection	98-99	Block Area	Agri	1,00,000
29	Thathamgiri Canalside protection	98-99	Block Area	Agri	1,00,000
30	Moorippadam Canalside protection	98-99	Block Area	Agri	2,50,000
31	Village office Canalside protection	98-99	Block Area	Agri	1,00,000
32	Sluice construction Elamkunnappuzha	98-99	Elamkunnappuzha	Agri	1,83,000
Development Projects – Vypeen Block – 98-99 (contd.)					
33	Sluice construction – 2 nd & 7 th wards - Nayarambalam	98-99	Nayarambalam	Agri	1,83,000
34	Sluice construction 3 rd ward – Elamkunnappuzha	98-99	Elamkunnappuzha	Agri	1,10,000
35	Sluice construction 4 th ward – Near Boat Jetty - Mulavukad	98-99	Mulavukad	Agri	1,83,000
36	Sluice over Olatthodu	98-99	Block Area	Agri	268000
37	Thrikkadappilly Canal protection	98-99	Block Area	Agri	1,40,000
38	Side protection – Vettuva Colony - chira	98-99	Block Area	Agri	1,00,000
39	Theatre Canal Mulavukad	98-99	Mulavukad	Agri	1,00,000
40	Lovania Canal – side protection Edavanakkad	98-99	Edavanakkad	Agri	1,00,000
41	Vallarpadam Church Canal – side protection	98-99	Block Area	Agri	1,00,000
42	Fish-farm side Canalside protection	98-99	Block Area	Agri	1,00,000
43	Velam Canalside protection	98-99	Block Area	Agri	1,00,000

Development Projects – Vypeen Block – 98-99 (contd.)

44	Side protection near Anganwadi – Nayarambalam	98-99	Nayarambalam	Services	1,50,000
45	Valiyaparambil side protection	98-99	Block Area	Irrigation	1,50,000
46	Pookkottu chiraside protection	98-99	Block Area	Agri	1,00,000
47	Kunnappillyside protection	98-99	Block Area	Agri	1,30,000
48	Market Canal side Protection - Narakkal	98-99	Narakkal	Services	1,20,000
49	Women's Industrial Park Pallippuram	98-99	Pallippuram	Industries	2,50,000
50	Women's Industrial Unit Narakkal	98-99	Narakkal	Industries	2,50,000
51	IRDP Sales Centre	98-99	Block Area	Agri	1,70,000
52	Refresher course for U.P. School teachers	98-99	Block Area	Services	25,000
53	Reading Room – Improvement of facilities	98-99	Block Area	Services	1,05,000
54	Improvement of facilities – Pallippuram Hospital	98-99	Pallippuram	Services	75,000

Development Projects – Vypeen Block – 98-99 (contd.)

55	Improvement of facilities – Narakkal Govt. Hospital	98-99	Narakkal	Services	1,25,000
56	Improvement of Facilities – Malippuram Health Centre	98-99	Block Area	Services	1,75,000
57	Improvement of Facilities – Ayyampilli Hospital	98-99	Block Area	Services	75,000
58	Construction of latrines	98-99	Block Area	Services	5,58,000
59	Anganawadi building Pulaya Colony – Elamkunnappuzha	98-99	Elamkunnappuzha	Services	1,00,000
60	Training for Anganwadi teachers	98-99	Block Area	Services	7,000

61	Anganawadi building - Elamkunnappuzha	98-99	Elamkunnappuzha	Services	1,50,000
62	Anganawadi building – Pallippuram	98-99	Pallippuram	Services	1,50,000
63	Anganawadi building – Nayarambalam	98-99	Nayarambalam	Services	1,00,000
64	Construction of walls around Anganwadi	98-99	Block Area	Services	60,000
65	Maintenance works – Anganwadi	98-99	Block Area	Services	30,000
66	Toys for Anganwadis	98-99	Block Area	Services	57,000

Development Projects – Vypeen Block – 98-99

(contd.)

67	Technical Training for the handicapped	98-99	Block Area	Services	40,000
68	Awareness programmes for women	98-99	Block Area	Services	21,000
69	Training aid for the Mentally Handicapped	98-99	Block Area	Services	34,324
70	Expenses for People's planning activities	98-99	Block Area	Services	75,000
71	Public Cemetery building - Narakkal	98-99	Narakkal	Services	1,50,000
72	Sodium Vapour Lamps	98-99	Block Area	Services	3,27,250
73	Beach Road - Tarring	98-99	Block Area	Services	2,00,000
74	St. Mary's Church Convent Road	98-99	Block Area	Services	1,40,000
75	Padinjare Aarattuvazhi Elamkunnappuzha	98-99	Elamkunnappuzha	Services	1,40,000
76	Convent Junction metalling upto Raveendrapalam Pallippuram	98-99	Pallippuram	Services	2,25,000
77	Metalling of Beach Road Elamkunnappuzha	98-99	Elamkunnappuzha	Services	2,25,000
78	Rakteshwari Sanketam – Road – Metalling Pallippuram	98-99	Pallippuram	Services	1,99,673

Development Projects – Vypeen Block – 98-99

(contd.)

79	Murikkumpadam Jetty Road-Elamkunnappuzha	98-99	Elamkunnappuzha	Services	31,100
80	Iqbal Road	98-99	Block Area	Services	1,10,000
81	Construction of Kadappuram RoadEdavanakkad	98-99	Edavanakkad	Services	2,25,000
82	Construction of road from Hospital junction to West AarattuvazhiNarakkal	98-99	Narakkal	Services	2,25,000
83	Jaihind Road Re-construction	98-99	Block Area	Services	1,20,000
84	Bank Road – West Extension Edavanakkad	98-99	Edavanakkad	Services	1,00,000
85	Kadekurusu Foot Bridge	98-99	Block Area	Services	7,00,000
86	Kannappilla Kettu Palam Edavanakkad	98-99	Edavanakkad	Services	2,65,000
87	Appangadu Bridge	98-99	Block Area	Services	4,00,000
88	Cheruvyppu Bridge	98-99	Block Area	Services	4,00,000
89	Metalling – Nedungadu – Narayambalam	98-99	Narayamba-lam	Services	45,000
90	Metalling – SahodaranAyyappan Road – Narayambalam	98-99	Narayamba-lam	Services	31,265

Development Projects – Vypeen Block – 98-99 (contd.)

91	Metalling & Tarring of Convent Road –Pallipuram	98-99	Pallipuram	Services	1,15,000
92	O.L.H. Colony Road – Edavanakkad	98-99	Edavanakkad	Services	1,25,000
93	Metalling & Tarring – Sahakarana Road – Kuzhipilly	98-99	Kuzhipilly	Services	1,33,000
94	Panchayath Concrete Road - Mulavukad	98-99	Mulavukad	Services	50,000
95	Seashore Road – Nayarambalam	98-99	Nayaramba-lam	Services	10,000
96	Mukkathu Jetty Road – Mulavukad	98-99	Mulavukad	Services	62,000
97	School Mittam Jetty Road - lamkunnappuzha	98-99	Elamkunna-ppuzha	Services	70,000
98	Village Office Building – Pallipuram	98-99	Pallipuram	Services	1,50,000
99		98-99	Nayaramba-lam	Services	1,50,000

	Nayarambalam				
100	V.E.O. Office Building – Edavanakkad	98-99	Edavanakkad	Services	1,50,000
101	Information Centre – Elamkunnappuzha	98-99	Elamkunnappuzha	Services	2,00,000
102	Road – Under Nabard Scheme	98-99	Block Area	Services	50,00,000

Development Projects – Vypeen Block – 98-99 (contd.)

103	Combined Agricultural Development Programmes for Villages	98-99	Block Area	Agri	24,04,000
104	IRDP - Industry	98-99	Block Area	Agri	30,28,000
105	TRYSEM	98-99	Block Area	Agri	1,09,200
106	DWCRA	98-99	Block Area	Agri	42,46,286
107	Fish Farming & Deepening of Fish-farms	98-99	Block Area	Agri	50,000
108	Deepening of Prawn-farm	98-99	Block Area	Agri	1,50,000
109	Prawn farming of SC – Co-operative Society - Narakkal	98-99	Narakkal	Agri	94,550
110	Sluice – Seashore Colony	98-99	Block Area	Agri	1,25,000
111	Sluice – Malippuram Pulaya Colony	98-99	Block Area	Agri	1,20,000
112	Sluice – Ambedkar Village - Mulavukad	98-99	Mulavukad	Agri	1,25,000
113	Mini Industrial Estate –for women	98-99	Block Area	Industries	3,29,864
114	Cloth Printing Unit – Nayarambalam	98-99	Nayarambalam	Industries	14,79,000

Development Projects – Vypeen Block – 98-99 (contd.)

115	Computer Centre – Edavanakkad	98-99	Edavanakkad	Services	4,62,137
116	Computer Centre – Mulavukad	98-99	Mulavukad	Services	4,62,137
117	Construction of latrines	98-99	Block Area	Services	1,44,000
118	Construction of Houses	98-99	Block Area	Services	28,26,000
119	Repairing of Houses	98-99	Block Area	Services	1,25,000

120	Repairing of Houses	98-99	Block Area	Services	25,000
121	Community Centre	98-99	Block Area	Services	3,54,193
122	Mukkathu Jetty Road – Mulavukad	98-99	Mulavukad	Services	1,00,000
123	Pallampilly Chira – Protection	98-99	Block Area	Agri	1,25,000
124	Panchayath IHDP Colony Drainage construction – Nayarambalam	98-99	Nayarambalam	Services	1,20,000
125	Footh Path construction Ponnarimangalam	98-99	Block Area	Services	1,02,040
126	Fisheries Bund –Side Protection	98-99	Block Area	Agri	1,95,000

Development Projects – Vypeen Block – 98-99 (contd.)

127	Metalling & Tarring of Puchethara Vazhathara Colony Road – Nayarambalam	98-99	Nayarambalam	Services	1,10,250
128	Rotary Village Road Elamkunnappuzha	98-99	Elamkunnappuzha	Services	50,000
129	Pappanath Ambedkar Colony Road – ward 4,5 - Mulavukad	98-99	Mulavukad	Services	1,02,500
130	Thythala Colony Road Construction – Pallipuram	98-99	Pallipuram	Services	32,750
131	Million Wells Scheme	98-99	Block Area	Services	5,15,226
132	Service Sector	98-99	Block Area	Services	22,27,000
133	Construction of Houses –2 Nos.	98-99	Block Area	Services	70,000

Source: xxx

Table: 15

Development Projects of Vypeen Block Panchayath: 1999-2000

Sl no.	Project name	Grand in aid	State sponsored	Central sponsored	Beneficiary contribution	Others	Total
1	Medicine for coconut	145000	46406		41250		232656

2	Promotion of Vegetable cultivation	1008861					1008861
3	Modern Butcher's shop	579650					579650
4	Clearance of water ways	1547220					1547220
5	Promotion of women industrial unit	844140					844140
6	Maintance work of hospitals	445500					445500
7	Anganavadies Maintain	67860					67860
8	Toilets-construction awarence building	275959					275959
9	Plan implication	100000					100000
10	Instillation of public lamps	80850					80850
11	Construction of roads	1668365					1668365
12	SC/ST programs	4498051	479000	100000			5077051
13	Construction of canal roads			100000			100000
14	Landslide			1500000			1500000
15	Roads			940000			940000
16	Buildings	57000	598000	9540447		7000000	17195447
17	S.J.G.Y.(JRY)			790477			790477
	Total	11318456	1123406	12970924	41250	7000000	32454036

Source : Vypeen Block Pachayath: Padhathi Rekha 1999-2000

Table: 16

Public Assets Created During Ninth Plan: Nayarambalam Panchayath

SI.No	Name of Assets	Year of Commencement	Year of completion	Remarks
1.	Beach Rd.	1997-98	1998	

	Gravelling 1316m*3m			
2.	Priyadharshini Rd. Gravelling 1280m*3m	1997-98	1998(S.O)	
3.	Holly Oushadhalayam Rd. Gravelling 245m*3m	1997-98	1998(S.O)	
4.	River Rd. Gravelling 913m*3m	1997-98	1998(S.O)	
5.	Boat Jetty-Parekapallythara Colony Rd. Gravelling 420m*3m	1997-98	1998(S.O)	
6.	Latrine Facility(Ayurveda Hospital)	1997-98	1998(S.O)	
7.	Gas Furnace(Ayurveda Hospital)	1997-98		
8.	Maintenance of drinking water wells	1997-98		
9.	Public Latrine SC colony	1997-98		
10.	Photostat machine For Panchayath	1997-98		Yet not procured
11.	Electrification of Aganwadis (9nos)	1998-99		
12.	Ayurveda Hospital Building	1998-99		
13.	Public News Boards(12nos)	1998-99		
14.	Coastline Rd. Gravelling (350m*3m) & Construction of Culvert	1998-99		
15.	DVUPS West Rd.Gravelling	1998-99		
16.	Sidewall in Kochabalam Rd.	1998-99		
17.	Sidewall in Link Rd. between Co-operative Rd. & Nedungad Rd.	1998-99		
18.	W-5 Kuttathara colony Rd. Gravelling 330m*3m	1998-99		
19.	Kollathara Rd. sidewall 83m	1998-99		
20.	W-7 Footpath Gravelling 250m*2.3m	1998-99		
21.	Culvert (Beach Rd.)	1998-99		
22.	W-2 3cent colony Rd. Gravelling 170m*2.5m	1998-99		
23.	W-10 Harigen settlement colony Rd. gravelling 325m*2.1m	1998-99		
24.	W-3 SC colony Rd. Gravelling 370m*3m	1998-99		

25.	W-8 Ponnadithara colony Rd. Gravelling 235m*2m	1998-99		
26.	Lakhamveeducolony Rd. Retaining wall	1998-99		
27.	North Pazhuvekar Bund Protection	1999-2000		Not completed
28.	South Pazhuvekar Bund Protection	1999-2000		Not completed
29.	Shopping complex	1999-2000		Work is progressing
30.	PHC renovation	1999-2000		
31.	Kirishibhavan Building	1999-2000		Work is progressing
32.	Veterinary Hospital Building	1999-2000		Work is progressing
33.	Govt. Ayurveda Hospital Building 2 nd stage	1999-2000		Work is progressing
34.	Homeo Dispensary renovation	1999-2k		Work is not started.
35.	Maintaince Drinking water wells	1999-2k		Routine work
36.	Renovation of Reading room & Furniture & Books for reading room	1999-2k		
37.	Protection of PUNCHAYIL THODU (Side wall)	1999-2k		
38.	Deepening work of Various canals (Rs.2,23,500)			Work is not yet started
39.	Drainage cleaning	1999-2k		Waiting for rainy season
40.	Bridge connecting W-1& W-2	1999-2k		Work in progress

Note: Data on public assets created during the Eighth Plan are not available

Table: 17**Public Assets Created During Eighth & Ninth Plans: Pallipuram Panchayath**

Sl. No	Name of assets	Year of Commencement	Year of completion	Remarks
1	Shopping complex at Cherai Junction (10 rooms)	1993-94	1995-96	
2	Marayithode Culvert W-7	1997-98		
3	Veternary Hospital Rd.Culvert	1997-98		
4	Culvert in W-13 Near Anathan's House	1998-99		
5	Punnathode Culvert W-4	1998-99		
6	Capithan Rd. Culvert W-3	1998-99		
7	Drainage Facility 50metre in W-7 50metre in W-5	1998-99		
8	Aganwady 1no in W-7	1998-99		
9	Drinking water well-1no	1998-99		
10	Pipeline 500metre	1998-99		
11	Pipeline	1999-		Paid Rs. 5Lakhs But work yet not started
12	Creation of newRds0.77kms A.K MohanamRd.W-14 0.24km Mosque Rd. East W-4 0.28km Dispensery Rd.Westend W-	1997-98		

	0.25km			
13	Creation of new roads 1.394kms A.K.G Rd. W-2 0.235km Bakery East Rd. 0.569km Village office - Marayil Thodu Lane: W-5 - 0.50km Beach Rd. W-2 - 0.34km Gowariswaram South lane W-14 - 0.20km	1998-99		

Table: 18

Public Assets Created During Eighth & Ninth Plans: Elamkunapuzha Panchayath

Sl. No	Name of Assets	Year of Commencement	Year of Completion	Remarks
1	Sanitary Facility in PHC 6No's			
2	Kanjipura in Govt. New L.P School	1997-98		
3	Television set – 2 nos Malipuram W-10 & W-5			Television set in W-5 is not installed
4	Street Tap 635 nos			More than 50% of them not functioning
5	Burial Ground 2nos			
6	Anganavady- 28nos 4 in own building	1997-98		
7	Renovation work in Govt.L.P School	1997-98		
8	Public	1994-95		

	building 5 rooms			
9	Public wells 11nos			
10	Streetlights 918nos			
11	Culverts 15 nos			

Table: 19

Public Assets Created During Eighth & Ninth Plans: Narakal Panchayath

Sl.No	Name of Assets	Year of Commencement	Year of Completion	Remarks
1.	Construction of Pipe culvert across the thodu in W-X	1992-93		
2.	Construction of Pipe culvert near the light house colony W-8	1992-93		
3.	Formation of Priyadharshini Rd. W-3	1992-93		
4	Formation of Thaliyathu Rd. W-3	1992-93		
5	Formation of I.T.C Rd.	1992-93		
6	Formation of Rajeev Rd.	1992-93		
7	Eletrification of Panchayath office	1992-93		
8	Formation of Parapilly Rd.	1993-94		
9	Deepening the Pt. Thodu	1993-94		
10	Construction of a Footbridge across the Thodu atcherupushpalayam Rd. in W-9	1993-94		
11.	Construction of a Pipe culvert Across the Thodu in W-7	1993-94		
12.	Pipe culvert near the House of Sadanadan W-4	1993-94		

13	Pipe culvert Across the thodu at the Azheekodu Rd. in W-8	1993-94		
14	Pipe culvert in OLHC Rd.	1993-94		
15	Deepening the Thodu through the market	1993-94		
16	Retaining wall for Priyadharshini Rd.	1993-94		
17	Formation of Lotus Rd. W-10	1993-94		
18	Formation of L.P.G.S Rd.	1993-94		
19	Pipe Culvert in Eastern side of Boat jetty Rd.	1994-95		
20	Formation of Azheekodu Rd. W-8	1994-95		
21	Formation of Vellanthodu Rd.	1994-95		
22	Retaining wall at Koreparambu Rd.	1994-95		
23	Deepening of Vellan Thodu	1995-96		
24	Pipe culvert & Drainage facilities in W-7	1995-96		
25	Construction of Shopping complex	1995-96		
26	Retaining wall Convent Rd.	1996-97		
27	Pipe Culvert in W-7	1996-97		
28	Formation of Appangad North canal Rd.	1996-97		
29	Jawahar Rd.	1997-98		
30	Reconstruction of Seashore bridge in W-10	1997-98		
31	Formation of Jawahar Rd. west side of Pozhiyil Rd. W-7	1997-98		

32	Formation of Appangad Thodu Rd.W-8	1997-98		
33	Pipe culvert at K.T.X Rd. W-10	1997-98		
34	Maintaince of Reading room W-3	1997-98		
35	Maintaince of Public Latrine W-2	1997-98		
36	Retaining wall in Peoples Rd. W-4	1997-98		
37	Culvert in W-4	1997-98		
38	Drainage at Perumpilly Market Rd.	1997-98		
39	Deepening the Thodu at east side of Puthunar Rd. W-7	1998-99		
40	Construction of two Pipe culvert in W-6	1998-99		
41	Construction of 1 st floor over Panchayath shopping complex	1998-99		

Table: 20

Grant-in-Aid and its Utilisation: Vypeen Block (1997-98)

Item	Grant-in-aid (1997-98)(Rs)	Incorporated in Projects (Rs)	Changed in Projects	Expenditure upto June 30	Actual Utilisation
General	4977000	5264935	5694028	4651554	322446
Special Component Plan	3184000	3752380	3905970	3313864	(-)129864
Tribal Sub Plan	63000	63000	69055	45545	(-)17455
Total	8224000	9080315	9669053	8013963	(-)210037

Source: Block Panchayath, Vypeen

Table: 21**Grant-in-Aid and its Utilisation: Vypeen Block (1998-99)**

Item	Grant-in-aid outstanding (97-98)	Grant-in-aid (98-99)	Total Grant-in-aid	Expenditure until (March 31, 99)	Col 4-5	Carryover	Amount lapsed
1	2	3	4	5	6	7	8
General	192582	5886000	6078582	4895177	1183405	-	-
Special Component Plan	-	3255000	3255000	2164272	1090728	-	-
Tribal Sub Plan	17455	63000	80455	13000	67455	-	-
Total	210037	9204000	9414037	7072449	2341588	-	-
Own funds	NIL						

Source: Block Panchayath, Vypeen

Table: 22**Grant-in-Aid and its Utilisation:Pallipuram Gram Panchayath (1997-98)**

Item	Grant-in-aid Outstanding (96-97)	Grant-in-aid (97-98)	Total Grant-in-aid	Expenditure until (June 30, 98)	Col 4-5	Carryover	Amount lapsed
1	2	3	4	5	6	7	8
General	-	5058000	5058000	4864472	193528	-	-
Special Component Plan	-	1392000	1392000	1392000	-	-	-
Tribal Sub Plan	-	14000	14000	14000	-	-	-
Total		6464000	6464000	6270472	193528	-	-

Source: Pallipuram Gram Panchayath

Table: 23**Grant-in-Aid and its Utilisation:Pallipuram Gram Panchayath (1998-99)**

Item	Grant-in-aid	Grant-	Total	Expendit-	Col 4-5	Carryover	Amount lapsed
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	(97-98)	(98-99)	in-aid	(March 31, 99)			
1	2	3	4	5	6	7	8
General	193528	6206000	6399528	3342548	3056980	-	-
Special Component Plan	-	1424000	1424000	635843	788157	-	-
Tribal Sub Plan	-	27000	27000	2500	24500	-	-
Total	193528	7657000	7850528	3980891	3869637	-	-

Source: Pallipuram Gram Panchayath

Table: 24

Grant-in-Aid and its Utilisation: Pallipuram Gram Panchayath (1999-2000)

Item	Grant-in-aid Outstanding (98-98)	Grant-in-aid (99-00)	Total Grant-in-aid	Expenditure until (March 31, 00)	Col 4-5	Carryover	Amount lapsed
1	2	3	4	5	6	7	8
General	3097779	5320956	8418735	6895008	1523727	-	-
Special Component Plan	787791	953529	1741320	1193827	547493	-	-
Tribal Sub Plan	24500	24500	49000	36500	12500	-	-
Total	3910070	6298985	1020985	8125335	2083720	-	-

Source: Pallipuram Gram Panchayath

Table: 25

Grant-in-Aid and its Utilisation: Narakkal Gram Panchayath (1997-98)

Item	Grant-in-aid Outstanding (96-97)	Grant-in-aid (97-98)	Total Grant-in-aid	Expenditure until (June 30, 98)	Col 4-5	Carryover	Amount lapsed
1	2	3	4	5	6	7	8
General	-	2828000	2828000	2825000	3000	-	-
Special Component Plan	-	1402000	1402000	1365000	37000	-	-
	-	16000	16000	-	-	-	-

Plan							
Total	-	4246000	4246000	4190000	40000	-	-

Source: Narakkal Gram Panchayath

Table: 26**Grant-in-Aid and its Utilisation:Narakkal Gram Panchayath (1998-99)**

Item	Grant-in-aid Outstanding (97-98)	Grant-in-aid (98-99)	Total Grant-in-aid	Expenditure until (March 31, 99)	Col 4-5	Carryover	Amount lapsed
1	2	3	4	5	6	7	8
General	31489	3113000	3144489	2165175	979314	-	-
Special Component Plan	20131	1433000	1453131	701265	751866	-	-
Tribal Sub Plan	-	31000	31000	30000	1000	-	-
Total	51620	4577000	4628620	2896440	1732180	-	-

Source: Narakkal Gram Panchayath

Table: 27**Grant-in-Aid and its Utilisation:Narakkal Gram Panchayath (1999-2000)**

Item	Grant-in-aid Outstanding (98-98)	Grant-in-aid (99-00)	Total Grant-in-aid	Expenditure until (March 31, 00)	Col 4-5	Carryover	Amount lapsed
1	2	3	4	5	6	7	8
General	978714	3060093	4038807	3309361	729446	-	-
Special Component Plan	740444	1103732	1844176	1164481	679695	-	-
Tribal Sub Plan	1000	33552	34552	2666	31886	-	-
Total	1720158	4197377	5917535	4476508	1441027	-	-

Source: Narakkal Gram Panchayath

Table: 28**Grant-in-Aid and its Utilisation:Nayarambalam Gram Panchayath (1997-98)**

Item	Grant-in-aid Outstanding (96-97)	Grant-in-aid (97-98)	Total Grant-in-aid	Expenditure until (June 30, 98)	Col 4-5	Carryover	Amount lapsed
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1	2	3	4	5	6	7	8
General	-	2830447	2830447	2793928	36519	-	-
Special Component Plan	-	1556553	1556553	1482442	74111	-	-
Tribal Sub Plan	-	-	-	-	-	-	-
Total	-	4387000	4387000	4276370	110630	-	-

Source: Nayarambalam Gram Panchayath

Table: 29 Grant-in-Aid and its Utilisation: Nayaramblam Gram Panchayath (1998-99)

Item	Grant-in-aid Outstanding (97-98)	Grant-in-aid (98-99)	Total Grant-in-aid	Expenditure until (March 31, 99)	Col 4-5	Carryover	Amount lapsed
1	2	3	4	5	6	7	8
General	36519	3250000	3286519	1877876	1408642	821629	587012
Special Component Plan	74111	1570000	1644111	763296	880814	411027	469786
Tribal Sub Plan	-	5000	5000	50	4950	1250	3750
Total	110630	482500	4935630	2641223	2294407	1233907	1060549

Source: Nayarambalam Gram Panchayath

Table: 30 Grant-in-Aid and its Utilisation: Nayarambalam Gram Panchayath (1999-2000)

Item	Grant-in-aid Outstanding (98-98)	Grant-in-aid (99-00)	Total Grant-in-aid	Expenditure until (March 31, 00)	Col 4-5	Carryover	Amount lapsed
1	2	3	4	5	6	7	8
General	1408642	2795378	4204020	3873477	330543	-	-
Special Component Plan	880815	1081393	1962208	1389847	572361	-	-
Tribal Sub Plan	4950	-	4950	4950	-	-	-
Total	2292407	3876771	6169178	5268274	900904	-	-

Source: Nayarambalam Gram Panchayath

Table: 31**Grant-in-Aid and its Utilisation: Elamkunnapuzha Gram Panchayath (1997-98)**

Item	Grant-in-aid Outstanding (96-97)	Grant-in-aid (97-98)	Total Grant-in-aid	Expenditure until (June 30, 98)	Col 4-5	Carryover	Amount lapsed
1	2	3	4	5	6	7	8
General	-	5891600	5891600	5353534	583066	-	-
Special Component Plan	-	1803200	1803200	1652427	150773	-	-
Tribal Sub Plan	-	25200	25200	25200	-	-	-
Total	-	7720000	7720000	7031161	688839	-	-

Source: Elamkunnapuzha Gram Panchayath

Table: 32**Grant-in-Aid and its Utilisation: Elamkunnapuzha Gram Panchayath (1998-99)**

Item	Grant-in-aid Outstanding (97-98)	Grant-in-aid (98-99)	Total Grant-in-aid	Expenditure until (March 31, 99)	Col 4-5	Carryover	Amount lapsed
1	2	3	4	5	6	7	8
General	538066	6854000	7392066	4966470	2425596	-	-
Special Component Plan	150773	1843000	1993773	1628453	365320	-	-
Tribal Sub Plan	-	49000	49000	28500	20500	-	-
Total	688839	8746000	9434839	6623423	2811416	-	-

Source: Elamkunnapuzha Gram Panchayath

Table: 33 Grant-in-Aid and its Utilisation: Elamkunnapuzha Gram Panchayath (1999-2000)

Item	Grant-in-aid Outstanding (98-98)	Grant-in-aid (99-00)	Total Grant-in-aid	Expenditure until (March 31, 00)	Col 4-5	Carry-over	Amount lapsed
1	2	3	4	5	6	7	8
General	2425596	6696494	9122090	8853608	268482	-	-
Special Component Plan	366320	1530768	1896088	1330314	565774	-	-
Tribal Sub Plan	20500	55193	75693	40728	34965	-	-
Total	2812416	8282455	11093871	10224650	869221	-	-

Source: Elamkunnappuzha Gram Panchayath

Table: 34 State Sponsored Schemes in identified Gram Panchayaths: Nayarambalam

Sectors	1994-95		1995-96		1996-97		1997-98		1998-99		1999-2000		1995-2000	
	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.
Agriculture			42445		89970		24555		49525				206495	1,99,947
Animal Husbandry			200		22123		35300		16330		9540		83493	83044
Health			79600		56455		76950		27943		12338		253286	191544
Education			0		11127		5024		14440		25300		55891	31909
SC Welfare			0		37300		17106		29200		1180		84786	55183
ST Welfare			0		0		0		0		0		0	0
Minor Irrigation			0		0		0		0		0		0	0
Fisheries			0		0		379000		157500		25000		561500	440500
Industry			0		0		4700		0		16000		20700	
Social Welfare			0		226950		364615		331750		438160		1367475	1233905
Rural development			0		33497		15400		0		0		48897	37124
Dairy development			0		4300		8250		2000		0		14550	0

Source: Nayarambalam Gram Panchayath

Note: 1. Data as on 1994-95 is not available.

2. All figures are in Rupees

Table: 35**State Sponsored Schemes in identified Gram Panchayaths: Narakkal**

Sectors	1994-95		1995-96		1996-97		1997-98		1998-99		1999-2000		1995-2000	
	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.
Agriculture	-	-	35195	32738	96870	2915	21654	66907	40864	30242	300	40564	194883	173366
Animal Husbandry	-	-	0	0	1400	1400	19800	2664.70	16250	32829	-	-	37450	36893
Health	-	-	0	0	173	173	650	410	3128	1564	2300	2470	6251	4617
Education	-	-	0	0	19894	4070	12764	9419	13912	11768	22800	35562	69370	60819
SC Welfare	-	-	2000	0	53200	25648	21000	22656	58966	30100	21225	28026	156391	106430
ST Welfare	-	-	0	0	500	0	0	0	0	0	0	0	500	0
Minor Irrigation	-	-	0	0	0	0	0	0	0	0	0	0	0	0
Fisheries	-	-	0		0	0	300000	0	238214	173000	220000	220065	758214	393065
Industry	-	-	0	0	0	0	4700	1250	0	0	0	0	4700	1250
Social Welfare	--	-	-	-	369500	169296	428398	484304	497520	256747	542700	668803	1838118	1579150
Rural development	-	-	0	0	36426	0	36000	0	0	10685	0	0	72426	10685
Dairy development	-	-	0	0	4830	0	8910	3100	0	8250	0	1150	13740	12500

Source: Narakkal Gram Panchayath

Note: 1. Data as on 1994-95 is not available.

2. All figures are in Rupees

Table: 36 State Sponsored Schemes in identified Gram Panchayaths: Pallipuram

Sectors	1994-95		1995-96		1996-97		1997-98		1998-99		1999-2000		1995-2000	
	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.
Agriculture	-	-	36901	30320	36901	36901	187970	113179	11630		71819			
Animal Husbandry	-	-	100	100	2050	1050	24100	12558	5950	15554	0	0	32200	29262
Health	-	-	0	0	12700	1562	130320	49820	26400	25000	21900	23800	191320	98282
Education	-	-	0	0	26342	290.	28520	18952	49318	30894	0	0	104188	50136
SC Welfare	-	-	6000	6000	2700	2500	15270	3168	25400	2344.	1170	32195	50540	46207
ST Welfare	-	-	0	0	0	0	0	0	0	0	1000	0	1000	0
Minor Irrigation	-	-	0	0	0	0	0	0	0	0	0	0	0	0
Fisheries	-	-	0	0	0	0	340000	160000	1033214	95000	74000	72000	1447214	327000
Industry	--	-	0	0	0	0	4817	0	0	0	0	0	4817	0
Social Welfare	-	-	364809	343388	500351	426739	280965	302965	874306	761489	1154782	878182	3175213	2712763
Rural development	-	-	0	0	0	0	0	0	0	0	0	0	0	0
Dairy development	-	-	0	0	22520	9500	8920	0	2000	12250	0	0	33440	21750

Source: Pallipuram Gram Panchayath

Note: 1. Data as on 1994-95 is not available.

2. All figures are in Rupees

Table: 37**State Sponsored Schemes in identified Gram Panchayaths: Elamkunnapuzha**

Sectors	1994-95		1995-96		1996-97		1997-98		1998-99		1999-2000		1995-2000	
	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.	Inc.	Exp.
Agriculture	-	-	488525	0	181370	43960	130797.	153460	120000	135435	450	134814.	921142.	467669
Animal Husbandry	-	-	-	-	1400.	1400.	17860.	16460.	17450.	17450.	100.	100.	36810.	35410.
Health	-	-	157500.00	1500.	44108	5137	43877	44755	35707.	61153	28094	40679	309286.	153224.
Education	-	-	-	-	32692	3970	16300	17303	40000	40446	65300	54606	154292	11325
SC Welfare	-	-	-	-	23000	21000	28200	8218	30400	3328	1200	8090	82800	40636
ST Welfare	-	-	-	-	2000	2000	5300	5300	9000	9000	7300	7300	23600	23600
Minor Irrigation	-	-	0	0	0	0	0	0	0	0	0	0	0	0
Fisheries	-	-	0	0	0	0	324000	0	123214	6500	260000	45000	707214.	51500
Industry	-	-	0	0	0	0	0	0	0	0	0	0	0	0
Social Welfare	-	-	0	0	0	0	821471	601363	910568	793656	626338	536444	2358377	1931463
Rural development	-	-	0	0	31613	0	0	0	0	0	0	0	0	0
Dairy development	-	-	0	0	1500	0	8550	0	0	0	250	0	10300	0

Source: *Elamkunnapuzha Gram Panchayath*

Note: 1. Data as on 1994-95 is not available.

2. All figures are in Rupees

NGO Programmes in Vypeen

(1995-96 to 1999 – 2000)

1. Promotion of Medicinal Plants cultivation- Awareness Camps
2. Medicinal Plants-distribution of seedlings.
3. Awareness Programme against AIDS
4. Awareness Programme against diarrhoea and tuberculosis
5. Cleaning of Local hospitals
6. Awareness Programme on Micro-credit
7. Free Computer Training Programme. Computer Awareness Programme for school children
8. Library Camps
9. Award for top-scorer in SSLC Examination
10. Cleaning of Public wells
11. Awareness Programme for mothers and children
12. Family Planning Awareness Camps
13. Training for women in garment making
14. Social Forestry Awareness programme
15. Distribution of Seedlings for Social Forestry
16. Free Tuition Programme for students
17. Awareness programme on Panchayaths and Peoples' Planning