

RURAL WAGE EMPLOYMENT PROGRAMMES

SAMPOORNA GRAMIN ROZGAR YOJANA (SGRY):

(An empirical study of district Kanpur Dehat)

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ABSTRACT

The abject poverty of about a third of India's population is also the greatest challenge to the country's economic, social and community development. At present the Govt. of India has several programmes and schemes to reduce urban as well as rural poverty, to provide shelter and to develop infrastructure, which leads to overall development. Since the majority of population lives in rural areas, the prime aim of these programmes is betterment of rural people and alleviation of rural poverty. The specifically designed anti-poverty programmes for generation of both self-employment and wage-employment in rural areas have been redesigned and restructured in 1999-2000 in order to enhance their efficacy or impact on the poor and improve their sustainability. These programmes comprises of various wage-providing employment programmes, Self-Employment programmes, Area Development programmes and Annapurna Programmes etc.

Wage employment programmes, an important component of the anti-poverty strategy, have sought to achieve multiple objectives. They not only provide employment opportunities during lean agricultural seasons but also in times of floods, droughts and other natural calamities. They create rural infrastructure that supports further economic activity. The main objective of the study was to assess the impact of poverty alleviation programmes in a comprehensive manner especially the employment generation and infrastructural development programmes. This study makes an earnest attempt to assess the impact of the infrastructure created during the operation of specific schemes namely **Employment Assurance Scheme (EAS), Jawahar Gram Samridhi Yojana (JGSY)** and by merging them into one Scheme, the **Sampoorna Gramin Rozgar Yojana (SGRY) w.e.f 25th September, 2001**, in the district Kanpur dehat, Kanpur, U.P. during the reference period 1999-2005. The impact of the employment programmes was observed to vary from panchayat to panchayat depending upon the functioning of the rural institutions and it was found that despite the existing guidelines, finding of a number of serious defect in the implementation of the Scheme is nothing but regrettable.

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To, conclude, rural development, to an extent, has infact taken place through special programmes in the Kanpur Dehat region, but because of inadequate implementations, lack of governance, non-participatory approach and somewhat faulty design of the programmes, the progress was far from satisfactory.

INTRODUCTION

India's approach to poverty eradication has evolved over the years. Economic growth with emphasis on sectors which provide opportunities to the poor to participate in the development process, creation of social and economic infrastructure facilities in rural areas and direct anti-poverty programmes that seek to transfer assets and provide employment opportunities, are the three main pillars of the poverty alleviation strategy.

No problem is more challenging to India than alleviating the poverty of 250 to 300 million of its countrymen, women and children. In the last 70 years (1947-2008) since the country became independent, India's response to this challenge has remained unfulfilled. The abject poverty of about a third of India's population is also the greatest challenge to the country's economic, social and community development.

To remedy this situation, it was thought necessary that a direct attack on poverty should be made. This necessitated programmes for alleviating rural poverty by endowing the poor with productive assets or skills so that they can employ themselves usefully to earn greater incomes and cross poverty line

At present the Govt. of India has several programmes and schemes to reduce urban as well as rural poverty, to provide shelter and to develop infrastructure, which leads to overall development. Since the majority of population lives in rural areas, thus for these schemes alone, the Govt. of India spends about Rs.9000 core annually. Govt. of India has introduced several schemes under various sectors. The prime aim of these programmes is betterment of rural people

and alleviation of rural poverty. The specifically designed anti-poverty programmes for generation of both self-employment and wage-employment in rural areas have been redesigned and restructured in 1999-2000 in order to enhance their efficacy or impact on the poor and improve their sustainability. These programmes comprises of various wage-providing employment programmes, Self-Employment programmes, Area Development programmes and Annapurna Programmes etc.

Rural unemployment, the main cause of the Rural Poverty is the major concern for the Rural India. Elimination of poverty is possible only if adequate opportunities of gainful and productive employment at reasonable incomes are created for absorption of the increasing labour force. In spite of the economic development achieved during five decades, this problem persists.

In order to mitigate this poverty and raise the living standard of the people, various programmes, aiming to step-up the productivity levels, generation of income and increase employment, were launched both in the rural as well as urban areas. Achievements have also been quite substantial but not enough to enable the State to get rid of the menace of poverty and unemployment completely.

The planning process accords utmost priority to alleviation of poverty. While poverty has declined from **37.27% in 1993-94** to 27.09% in 1999-2000 and **19.6 % in 2004-05** in the rural areas, the number of rural poor at 193.24 million in 2004-05 remains an issue of concern. Economic growth with a focus on employment generating sectors has been a key element of the strategy for

poverty reduction along with emphasis laid on provision of basic minimum services like health, education, water supply, sanitation, etc. This strategy has been combined with a third element of directly targeting the poor through anti poverty programmes.

The Govt. of India through the Ministry of Rural Development is spending large amounts of money on various rural development programmes in order to reach out to the last and most disadvantaged sections of society. These programmes fall broadly into two categories:

- Programmes for direct poverty alleviation (wage employment generation programmes)
- Programmes for infrastructural development.

The programmes for poverty alleviation concentrate on providing avenues for employment through special employment generation programmes and productive asset transfer. Wage employment programmes, an important component of the anti-poverty strategy, have sought to achieve multiple objectives. They not only provide employment opportunities during lean agricultural seasons but also in times of floods, droughts and other natural calamities. They create rural infrastructure that supports further economic activity. These programmes also put an upward pressure on market wage rates by attracting people to public works programmes, thereby reducing labour supply and pushing up demand for labour.

STATEMENT OF THE PROBLEM

This study discusses the wage employment poverty programmes being implemented in the rural areas of the country along with their impact.

NEED FOR THE STUDY

There are a number of schemes of the Government, which are being operated and run for rural employment generation in the rural

areas of the country. Evaluation taken up so far for these schemes has been more or less in a bit by bit form, i.e. generally for each scheme separately. It thus becomes difficult to get an overall picture of the wage employment programmes in totality in the rural areas and is difficult to assess the impact of any one particular scheme. Hence, a view has been formed to take up studies on trial basis to assess the impact of the important wage employment programmes in rural development in selected villages.

TIME PERIOD OF THE STUDY -- 1999-2005

The time period of the study taken is from 1999; which is the year of major transformation and integration of various programmes; to 2005. This study had been formulated when two major changes had occurred in the environment of anti-poverty interventions. At the policy level, there had been a rationalization and merger of the major interventions, along with some change in their orientation. There is now a greater appreciation of the fact that a three pronged strategy based on (a) wage employment; (b) asset creation; (c) social assistance, can address the differentiated needs of the poor. It is further realized that the creation of public assets and social infrastructure and addressing the issue of basic amenities also plays a role in alleviating poverty.

OBJECTIVES OF THE STUDY

The main objective of the study was to assess the impact of poverty alleviation programmes in a comprehensive manner especially the employment generation and infrastructural development programmes. The focus was on the village and the beneficiary level.

The major objectives of the proposed study were:

- To assess the current status of the implementation of the wage employment programmes of Government of India for

poverty alleviation and employment generation in selected villages.

- Assess the impact of these various important schemes / programmes.
- To analyse problems, constraints in the effective implementation of the programmes, areas of concern and perspectives of the study area.
- To assess the adequacy of these schemes in solving and providing solutions to problems of rural development
- To suggest strategies and policies that would to increase the pace of rural development.

JUSTIFICATION OF THE STUDY

For sustainable developments in rural areas, huge investments are being made by the ministry of Rural Development since 1950's. In pursuance of the Government's commitment to set apart a major share of funding for the rural development sector, the budgetary outlay for the rural development programmes being implemented by the ministry has been enhanced to Rs. 12, 265 crores in the year 2002 as against Rs. 9,760 crores in 2001. But it is noteworthy here that 'eradication of Poverty' the primary objective of the programmes, is still a far cry, with about 27 per cent of the rural population below the Poverty Line. The Government is, accordingly, implementing a number of programmes for the same. Each and every year witnesses a new series of programmes implemented.

The topic has been chosen with a view to evaluate the performance of the wage employment programmes for rural poverty alleviation and employment generation and to check the validity of the initiatives taken. The

results of the study may be utilized to provide true picture of events taking place at the ground level and to contribute to bring out changes in formulation or reformulation and modification of various schemes for rural development.

UNIVERSE OF THE STUDY

The universe of the study undertaken is the district of Kanpur dehat in Uttar Pradesh. The study area of this research work i.e. Kanpur Dehat is a newly generated district carved out of Kanpur Nagar (which was earlier known as Manchester of East), on April 24th 1981. District Kanpur Dehat shares its boundaries with district Kanpur Nagar, Hamirpur, Jalaun, Etawah, Kannauj, Hardoi, Auraiya, and is divided in 5 Tehsils, 10 development blocks. There are 102 Nyay Panchayats and 613 Gram Sabhas in this district. The district has 1032 villages and 06 town areas.

The district is divided in five Tehsils –

Akbarpur, ii. Derapur, iii. Rasulabad, iv. Bhoginipur, v. Sikandra. These Tehsils are further divided in 10 administrative blocks; **Rasulabad, Jhinjak, Sandalpur, Derapur, Maitha, Amraudha, Akbarpur, Malasa, Rajpur, Sarvenkhera.**

DEMOGRAPHIC CHARACTERISTICS

a. Population:

Kanpur Dehat is highly populated area with total population of 15, 84,037 (2001 census). The decadal growth rate is 21.55%. The density of population in the district is 504 persons per sq. km. The demographic characteristics of Kanpur Dehat district are given in the following table:

Table 2.1. Demographic Characteristics Of The Study Area

	ITEMS	No.
1.	Total population of district	1,584,037
2.	Rural population	12.28 lakh
3.	Urban population	35637 lakh
4.	Growth rate of population(2001 census)	21.55%
5.	Number of females	730471
6.	Number of males	853566
7.	SC population	388419
8.	Density of population (persons per sq. km.)	504
9.	Literacy percentage	66.59%

SOURCE: Statistical handbook Kanpur dehat 2001

The population of the study area comprises of about **15.85 lakhs (as per 2001 census)** out of which 8, 53, 56 male population and 7, 30,471 female population and the sex ratio being at 856 per thousand. The population has grown very fast in a decade with deicidal growth rate of 21.55 %. Though the district has many schools and colleges the literacy rate is 66.59% with male percentage of 74.84 % and female percentage of 54.49 %.

The population of Scheduled Caste persons in the district is 3, 88,419. The population of Scheduled Tribes is negligible.

TEHSIL-WISE POPULATION

The district Kanpur Dehat is divided in five Tehsils i.e. Rasulabad, Derapur, Akbarpur, Bhoginipur, Sikandra. The following table represents demographic features of the five tehsils:

Table 2.2. Demographic Indicators in tehsils of Kanpur Dehat

TEHSILS		TOTAL population	TOTAL Male	TOTAL Female
Knpr dehat	Total	1584037	844339	718997
Do	Rural	1455569	786624	668945
Do	Urban	107767	57715	50052
Rasulabad	Total	277784	150316	127468
Do	Rural	277784	150316	127468
Do	Urban	0	0	0
Derapur	Total	242187	131341	110846
Do	Rural	221754	120420	101334
Do	Urban	20433	10921	9512
Akbarpur	Total	463176	249657	213519
Do	Rural	423504	228432	195072
Do	Urban	39672	21225	18447
Bhoginipur	Total	334752	179961	154791
Do	Rural	297968	160193	137775
Do	Urban	36784	19768	17016
Sikandra	Total	245437	133064	112373
Do	Rural	235559	127263	107296
Do	Urban	10878	5801	5077

Source: census 2001

It is evident from the above table that Akbarpur Tehsil of the district Kanpur Dehat is the most populated, having the population of 4, 63,176, which constitutes 249657 males population and 213519 of female population. Derapur is the least populated tehsil, having population of only 242187 persons, comprising of 131341 males and

110846 females. Rasulabad is the most backward tehsil having no urban population.

The population of Scheduled Caste persons in the district is 3, 88,419. The population of Scheduled Tribes is negligible. The Tehsil-wise Population and its Indicators are given as below:

Table 2.3. Tehsil-wise Population and Indicators

DISTRICT/ TEHSIL	KANPUR DEHAT	RASULABD	DERAPUR	AKBARPUR	BHOGINIPUR	SIKANDARA
TOTAL	1584037	277784	242187	463176	334752	245437
TOT. SC	388419	68956	63041	120478	80630	55314
MALE-SC	211051	37424	34467	65142	43832	30186
FE-SC	177368	31532	28574	55336	36798	25128
TOT. ST	382	0	28	92	109	153
MALE-ST	186	0	12	43	59	72
FE- ST	196	0	16	49	50	81

SOURCE: DESTO Kanpur Dehat Statistical Handbook Year 2001

The above table indicates that the tehsil Rasulabad does not has any ST population and the total SC population is about 68956 persons, comprising of 211051 males and 177368 females. Sikandra is having the least SC population i.e. 55314 persons with 30186 males and 25128 females.

GOVT. PROGRAMMES FOR EMPLOYMENT GENERATION

INITIAL INITIATIVES

There were two major Programmes of this Ministry for Wage-Employment Generation in the rural areas; one dedicated to wage-employment itself namely the **Employment Assurance Scheme (EAS)** and the other for Infrastructure creation at the village level known as **the Jawahar Gram Samridhi Yojana (JGSY)**. The EAS was basically meant for creation of additional employment opportunities during the period of acute shortage of wage employment through manual work for the rural poor living below the poverty line and the JGSY aimed at creation of need based rural infrastructure at the village level. These programmes contributed to a great extent in

alleviating rural poverty and in improving quality of rural life.

EMPLOYMENT ASSURANCE SCHEME: -- (E.A.S.)

Employment Assurance Scheme was launched on 2nd October 1993 for implementation in 1778 identified backward blocks and 257 districts. The blocks selected were in the drought prone areas, desert areas and hilly areas. Later, the scheme was extended to the remaining blocks of the country in phased manner. The programme has been **restructured from 1.4.99 and become single wage-employment programme**. In keeping with the spirit of democratic decentralization, the Zilla Parishads have been designated as the "Implementing Authority".

OBJECTIVES

The primary objectives of the EAS are

- Creation of additional wage-employment opportunities during the period of acute shortage of wage employment through manual work for the rural poor living below the poverty line.

- The secondary objective is the creation of durable community assets for sustained employment and development.

STATUS

The programme was implemented as a centrally sponsored Scheme on cost sharing basis between the Centre and the States in the ratio of 75:25. In the case of Union Territories, the Centre Provides entire funds under the scheme.

TARGET GROUP

The EAS was open to all rural poor who were in need of wage-employment. Since the programme was self-targeting in nature and only the minimum wages were to be paid, it was expected that only persons below the poverty line would come for the unskilled work. While providing employment, preference is given to Scheduled Castes/Scheduled Tribes and parents of Child Labour withdrawn from hazardous occupations who are below poverty line.

PROGRAMME STRATEGY

The programme was implemented through the Zilla Parishads. The Zilla Parishad in consultation with the MPs finalizes the list of the work where there is no Zilla Parishad, a Committee comprising of MLAs, MPs and other public representatives is constituted for the selection of works. Employment Assurance scheme was operational at District/Panchayat Samiti level throughout the country. However, works under EAS were taken up only in those pockets of the Panchayat Samiti/Districts where there was need for creating additional wage- employment.

70% of the funds allocated for each district are allocated to the Panchayat Samiti. 30% of the funds are reserved at the District level and are to be utilized in the areas suffering from endemic labour exodus/areas of the distress.

THE SALIENT FEATURES OF EAS

- EAS was open to all-needy rural poor living below poverty line. A maximum of two adults per family would be provided wage employment.
- The funds were shared in the ratio of 75:25 between the Centre and the State.
- Allocation of funds to the districts were based on an index of backwardness worked out of the proportion of SC/ST population of the Districts and the inverse of agriculture production per agriculture production per agricultural worker.
- The flow of funds from Districts to blocks were in proportion to the rural population of the blocks.
- DRDA releases 30% of the District allocation to Zilla Parishads and 70% to the Panchayat Samitis.
- 30% of the funds reserved at the District level shall be utilized in the areas suffering from endemic labour exodus/areas of distress
- 80% of the funds have been released to Districts as per normal procedure, the remaining 20% are released as an incentive only if the state has put in place elected and empowered Panchayati Raj institutions.
- The funds would flow to the DRDAs/Zilla Parishads and would be lapsable if not utilized with permission to carry forward only 15% as opening balance in the following year.
- Programme will be implemented through the Zilla Parishads (DRDAs in those states where Zilla Parishads do not exist) for selection of works.
- No works can be taken up under Employment Assurance Scheme unless it forms part of Annual Action Plan.
- Priority was given to the works of soil moisture conservation, minor irrigation, rejuvenation of drinking water sources and augmentation of ground water, traditional water harvesting structures, work related to Watershed Schemes (not watershed

development), and formation of rural roads linking the villages with agricultural fields, drainage works and forestry.

- Details of works under the scheme should be published and Gram Sabha will be informed to ensure transparency and accountability.
- The Gram Panchayat will maintain a live employment register containing the details of the workers and numbers of days for which wage-employment is provided under the scheme.
- Zilla Parishad /Panchayats Samitis are permitted to spend up to maximum of 15 % on maintenance of the assets created under the scheme.
- Funds available from other sources like market committees; cooperatives, cane societies or other institutions/departments should be dovetailed with the Employment Assurance funds for similar purposes.
- 80% of fund would be released to the implementing agencies as per normal procedure, the remaining 20% will be released as incentive only if the states have put in place elected and empowered Panchayati Raj Institutions.
- The wage-material ratio of 60:40 would be strictly implemented and block will be the unit for consideration.
- Payment of wages under the programme would be the minimum Wage rates fixed by the state authorities. Higher wages would be paid only to the skilled persons and to the extent of 10% of the total wage component.

JAWAHAR GRAM SAMRIDDI YOJANA

The precursor of the JGSY has been the Jawahar Rozgar Yojana (JRY) that came into operation from April 1989 when the two wage employment programmes namely the National Rural Employment Programme and Rural Landless Employment Guarantee Programme (RLEGP) were merged. The programme was restructured in 1993-94, when Intensified JRY (the second

stream of JRY) and Innovative JRY (the third stream of JRY) were introduced.

The JRY was revamped from **1 April 1999 as the Jawahar Gram Samridhi Yojana (JGSY)**. It now became a programme for the creation of rural economic infrastructure with employment generation as a secondary objective. The 60:40 wage labour/material ratios in the JRY was relaxed. The programme is implemented by the village panchayats and provides for specific benefits to SC/ STs, the disabled and the maintenance of community assets created in the past. Since inception it has generated 27 crore mandays of employment each year (on an average), a substantial drop from the 103 crore mandays generated under JRY in the year 1993-94. The Hashim committee proposed some further steps to restructure and streamline Jawahar Rozgar Yojana. The programme has subsequently been modified and renamed the Jawahar Gram Samridhi Yojana (JGSY) and the new scheme was launched in April 1999.

OBJECTIVES

The primary objective of the programme is:

- The creation of demand driven village infrastructure such as: creation of durable assets the village level and the creation of assets in favour of the rural poor for their direct and continuing benefits.

Its secondary objectives are:

- The generation of supplementary employment for the unemployed men and women in the rural areas;
- The creation of sustained employment by strengthening the rural economic infrastructure; Improvement in the overall quality of life in the rural areas.

The JGSY is implemented by the Gram Panchayats at the village level. In providing wage employment, the programme gives preference to

Scheduled Castes/Scheduled Tribes, freed bonded labourers and parents of child labourer withdrawn from hazardous / non-hazardous occupation for employment. Further, 30% of the employment opportunities under the Yojana will be reserved for women. The scheme should preferably be started during the agricultural lean season. It is implemented as a centrally sponsored scheme on cost sharing basis between the Centre and the States in the ratio of 75:25 and is implemented through the Village Panchayats.

II. FINANCIAL ASSISTANCE

The allocation of central assistance is made according to a progressive formula on the basis of proportion of rural poor in a State to the total rural poor in the country. For the purpose of allocation of funds to the village panchayats 60% of the resources earmarked for village panchayats is distributed on the basis of adjusted SC/ST population and 40% on the basis of adjusted total population (including SC/ST population). The Central assistance is to be released every year to the States/UTs in two instalments. The opening balance of the district i.e. the aggregate balance with the DRDA/ Zila Parishad and village panchayat should not exceed 20% of the district allocation during the previous year.

The Village Panchayats may spend upto a maximum of 7.5% of the funds or Rs.7500/- whichever is less during a year on the Administration/ Contingencies and for technical consultancy. Up to a maximum of 15% may be spent on maintenance of the public assets of the

panchayat within its geographical boundary. There is no sectoral earmarking of resources at the Village Panchayat Level except that 22.5% of the annual allocation must be spent on individual beneficiary schemes for SCs/STs

The Village Panchayats are required to prepare an Annual Action Plan equivalent of value of 125 per cent of its share of funds allocated in the preceding year before the beginning of each financial year. No work can be taken under JGSY unless it forms the part of the Annual Action Plan. Works to be taken up during the year should have the approval of the Gram sabha which should be informed of progress at least twice a year. Under the guidelines, the Panchayats will have the power to execute works/schemes upto Rs.50, 000/- with the approval of Gram Sabha.

EVALUATION

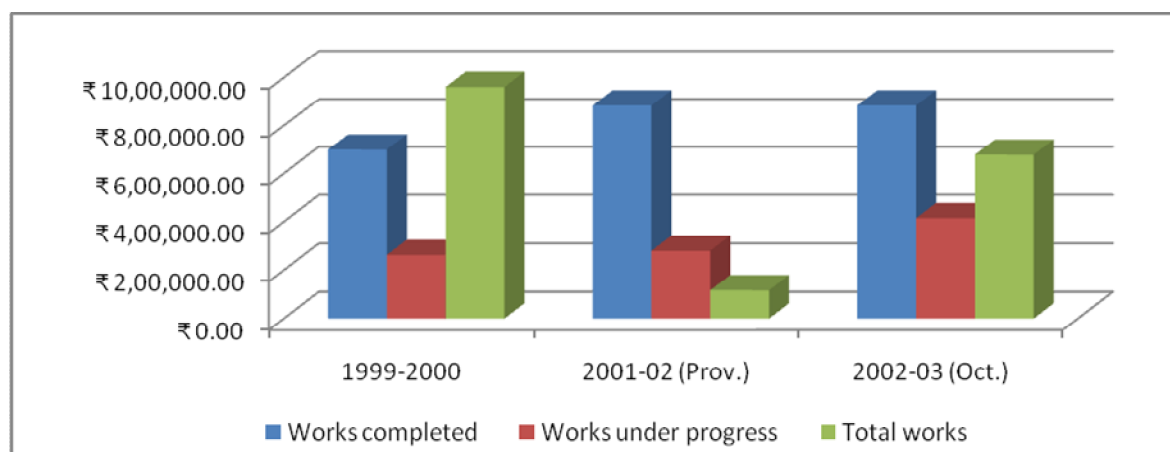
The village panchayat should appoint a vigilance committee for each village under its jurisdiction to oversee, supervise and monitor the implementation of works under the programme. Contractors and middlemen are not permitted to be engaged for execution of any of the works under the programme.

The works taken up under JGSY have not been comprehensively evaluated for their quality and employment potential. An initial report from the states, however, indicates that since every village panchayat has to be covered by the scheme, many panchayats get less than Rs. 10,000 per annum and the panchayats are left with very little money to take up meaningful infrastructure projects.

Table 4.4. Physical Progress Under JGSY

YEAR	Total Mandays Generated	STATUS OF WORKS (in No.)				
		Works completed	Works under progress	Total works	Works excel. for SC/ST's	Works Disabled
1999-2000	2683.08	698448	262408	960857	2256405	7753
2001-02 (Prov.)	2683.17	884652	279681	1164333	34281970	18755
2002-03 (Oct.)	860.79	262704	414476	677183	98894	4106

Source: The Ministry Of Rural Development, Annual Report 2004



The need was felt that the different programmes for wage-employment in the rural areas be merged and one ambitious programme be introduced which would take care of food security, additional wage employment and village infrastructure at the same time.

To provide a greater thrust to additional wage employment, infrastructural development and food security in the rural areas, the Hon'ble Prime Minister of India announced on 15th August 2001, launching of an ambitious New Scheme with an annual outlay of Rs.10, 000 crores. Accordingly the Ministry of Rural Development reviewed the hitherto on-going Schemes of the **Employment Assurance Scheme (EAS)**, (the only additional wage employment Scheme for rural areas), the **Jawahar Gram Samridhi Yojana (JGSY)** (a rural infrastructure development Scheme) and by merging them into one Scheme, launched the New Scheme of the **Sampoorna Gramin Rozgar Yojana (SGRY) w.e.f 25th September, 2001.**

With this noble idea, a new Wage-Employment Programme namely the Sampoorna Grameen Rozgar Yojana (SGRY) was announced by the Hon'ble Prime Minister on 15th August 2001. The new programme was launched on 25th September 2001 with an annual out lay of Rs.10, 000 crores. Under the Scheme, 50 lakh tones of foodgrains amounting to Rs.5, 000 crores (at economic cost) will be provided every year free of cost to the State Governments and Union Territory Administrations. The remaining funds will be utilized to meet the cash component of wages and the material cost. Under the Scheme, about 100 crores mandays of wage-employment are envisaged to be generated every year.

SAMPOORNA GRAMEEN ROZGAR YOJANA: -- (S.G.R.Y)

NATURE OF THE SCHEME

The Programme will be implemented as a centrally –sponsored scheme on cost sharing

basis between the centre and the states in the ratio of 75:25. In the case of Union Territories, the centre would provide the entire (100%) funds under scheme. Food grains are to be provided free of cost to the states /union territories. The cost of transportation of the food grains from the FIC godown to the work –site /PDS and its distribution will remain the responsibility of the state /UT Government.

OBJECTIVES

The objective of the Programme is to provide additional wage employment in the rural areas as also food security, alongside the creation of durable community, social and economic infrastructure in the rural areas. The programme is self-targeting in nature with special emphasis to provide Wage Employment to women, scheduled castes, scheduled tribes and parents of children withdrawn from hazardous occupations.

TARGET GROUPS

The SGRY will be available for all the rural poor (BPL and APL) who are need of wage employment and are willing to take up manual or unskilled work in and around his or her village and habitation. However, the preference will be given to the poorest among the poor, Scheduled Castes/Scheduled Tribes, and parents of child labour withdrawn from hazardous occupation.

STRATEGY OF IMPLEMENTATION OF SGRY

The programme will be implemented in two streams: -

- The First stream will be implemented at the District and Intermediate Panchayat levels; 50% of the funds will be earmarked out of the total funds available under the SGRY and distributed between the Zilla parishads (20%) and Intermediate Level Panchayat Samities (30%).

- The Second Stream will be implemented at the village Panchayat level; 50% of the funds available under the SGRY will be earmarked for the Village Panchayats and distributed among the Gram Panchayats through DRDAs/Zilla Parishads.

Under the Programme, the funds and food grains would be allocated to the States / UT's. On the basis of proportion of the rural population in a State to the total rural poor in the country or such other criteria as may be determined by Government of India from time to time.

ALLOCATION OF FUND UNDER THE FIRST STREAM FROM DISTRICTS TO ZILLA PARISHADS AND PANCHAYAT SAMITIS

40% of the funds earmarked under the First Stream will be reserved at the District level and would be utilized by the Zilla Parishads in the areas affected by endemic labour exodus and in areas of distress, as per the Annual Action Plan approved by the Zilla Parishad. In selecting the works to be taken up, preference would be attached to areas that are calamity-prone and substantial migration of labour. 60% of the funds earmarked under the First Stream would be allocated to the Panchayat Samitis (Intermediate Panchayats), 50% on the proportion of SC/ST and 50% on the basis of the proportion of the total rural population in the respective Panchayat Samitis in the Districts. The works would be taken as per the Annual Action Plans approved by the Panchayat Samitis, with preference being accorded to the areas which are Calamity-Prone and / or face labour migration.

Under the first stream, 22.5 % of the funds will be earmarked for individual beneficiaries' schemes for SCs/STs for providing economic and social assets, and for developmental works on individual lands of BPL /SC and ST families.

ALLOCATION OF FUNDS AND FOOD GRAINS UNDER THE SECOND STREAM –FROM DISTRICTS TO GRAM PANCHAYATS

Out of the total funds earmarked under the SGRY, 50% of the total funds thus allocated to the Districts under the Second Stream, (Rs. 1875 crores) would be released to the Gram Panchayats directly by the DRDA/ ZILLA Parishad.

The state and District-wise allocation will be made by ministry of Rural Development at the Central level. At the Panchayat level, the DRDA/ Zilla Parishad will make the allocation to each Panchayat. If there is increase in the number of Panchayats in any given year, the share of each Panchayat would stand reduced proportionately.

The Gram Panchayats will prepare their own Annual Action Plans for the approval of the Gram Sabhas; 50% of the funds earmarked for the Gram Panchayats would be kept for taking up of infrastructure Development works in SC/ST localities.

PROCEDURE FOR RELEASE OF FUNDS AND FOOD GRAINS

The Ministry of Rural Development is to make the allocation of funds and foodgrains to the States/UT's. Funds and foodgrains will be released in two instalments.

- The First instalment would be released in the beginning of the financial year after the State-wise allocations are made. The Second Instalment of Central Assistance will be released on request from the DRDAs/ Zilla Panchayats in the prescribed format, subject to the condition that 60% of the total available funds/foodgrains is utilized, along with a reconciled statement of the quantity of food grains lifted to be signed by the Programme Director, DRDA/ Chief Executing Officer, Zilla Panchayats and the District Manager of FCI.

The Department of Rural Development will release funds for the food grains directly to the FCI at the economic cost. The FCI will be required to send a claim to the Department of Rural Development on the basis of Statements of quantities of food grains allocated, lifted and distributed, District wise, signed jointly by the Senior Regional Manager of the FCI and the secretary (RD) of the State/UT concerned. At the District Level, the Project Director, DRDA will coordinate the release and lifting of stocks under the Programme. The DRDA or Authorized Agency will make no payment to the FCI at the Depots for lifting the food grains, within the District-wise allocation communicated by the Department of Food and Public Distribution.

PAYMENT OF WAGES UNDER THE SCHEME

Under the Scheme, 5 kg of food grains (in kind) will be available per manday. A State Govt. was allowed to give more than 5k.g. of food grains per manday, but within the existing State allocation. The State Govt. and UT Administrations will be free to calculate the cost of foodgrains paid as part of wages, at either BPL rated, or APL rates, or anywhere between the two rates. The workers will be paid the balance of wage in cash, such that they are assured of the notified Minimum Wages.

The distribution of food grains will be made to the workers, most preferably at the work site. The payment of wages, in cash as well as in food grains, should be made at least once, every week, without fail.

IMPLEMENTING AUTHORITY

The overall supervision of the Programme will rest with Zilla Parishads; the Implementing Agency at the District level will be Zilla Parishad, at the Samiti level, the Panchayat Samiti and at the Gram Panchayat level, the Gram Panchayat. The Zilla Parishad will, be responsible for the

supervision and coordination of works and the forwarding of requisite reports to the States and UT's to the Government of India.

EXECUTING AGENCIES

The Panchayati Raj Institutions will be fully involved with the SGRY. The Executing Agency under the SGRY within a District can be any Line Department, Corporation of the State Govt. and Panchayati Raj Institutions at all the three levels.

ANNUAL ACTION PLAN (AAP)

The Annual Action Plan will independently be prepared every year at all Panchayati Raj Institution levels. The responsibility for preparation of the Annual Action Plan will be that of the Zilla Panchayat for the works to be taken at the District level. While the Panchayat Samities will be responsible for preparation and approval of their own Plans, in respect of the works to be taken up at Samiti level, the Gram Panchayats will be responsible for preparation of their own Plans, which are to be approved by the Gram Sabha. The works will need to be approved and incorporated in the Annual Action Plan, as approved by the Gram Sabha.

MONITORING AND EVALUATION

The State/UTs Govt. will be accountable and responsible for the implementation of the programme. The Department of Rural Development will regularly monitor the programme in accordance with the existing in-built mechanisms through periodical reports, Vigilance and Monitoring Committees and visits by officers of State Govt and by Area officers of the Ministry of Rural Development. The Programmes will also be evaluated through reputed institutions /the central and State Govts may initiate independent institutions/ organizations studies.

WORKS TO BE TAKEN UP UNDER THE SGRY AND THEIR EXECUTION

The works to be taken up will be labour intensive, leading to the creation of additional wage-employment, durable assets and infrastructure, particularly those which would assist in drought-proofing such as soil and moisture conservation works, watershed development, promoting of traditional water resources, a forestation and construction of village infrastructure and link roads, primary school buildings, dispensaries, veterinary hospitals, marketing infrastructure and Panchayat Ghars.

WORKS PROHIBITED UNDER THE SCHEME

1. Buildings for religious purpose and the like.
2. Monuments, Memorials, Statues, Idols, Arch Gates/Welcome gates and the like.
3. Big buildings and Compounds wall.
4. Government Office buildings and Compounds wall.
5. Buildings for Higher secondary Schools and Colleges.

IMPLEMENTATION OF SAMPOORNA GRAMEEN ROZGAR YOJANA (SGRY)

IN KANPUR DEHAT- (Results Emerging From the Field Survey)

Monitoring and evaluation being an integral part of the planning process, impact assessment studies play an important role by providing feedback for assessment of the appropriateness of any programme and/or its implementation strategy. This study makes an earnest attempt to assess the impact of the infrastructure created during the operation of four specific schemes in the district Kanpur dehat, Kanpur, U.P. during the reference period 1999-2005. The sections that follow present results flowing from the primary database thrown up by the field survey.

JAWAHAR GRAM SAMRIDHI YOJANA (JGSY)

A first question asked from the respondents was to know how many members of the family got employment under JGSY. The information on the implementation on JGSY can be summed up as follows:

IMPLEMENTATION

a. Employment Creation

In Maitha block 11 families had two members and 4 families had 3 members in the labour force. In Akbarpur block 12 families had two members each and 5 families had three members each in the labour force, other had only one member. In the majority of the families in Sarvankhera, 32 out of 40, only one member got employment under JRY.

The duration of employment (no. of days employed) was very short for most of the beneficiaries. In Amraudha as many as 13 out of 40, got employment for less than 8 days. Another 13 got employment ranging from 8-15 days in Maitha. Employment for less than 15 days is too short period to an impact on the life of a beneficiary.

- 30 out of 40 beneficiaries the wage rate received was less than Rs. 90.
- 07 beneficiaries the wage rate was between 90 and 150.
- Payments were made in cash on weekly basis
- No food grains were distributed.
- 05 beneficiaries the wage payment has not been made and for 3 of them the amount due is between Rs.100/- and 200/-.

To provide a greater thrust to additional wage employment, infrastructural development and food security in the rural areas, the **Hon'ble Prime Minister of India announced on 15th August 2001, launching of an ambitious New Scheme with an annual outlay of Rs.10, 000 crores.** Accordingly the Ministry of Rural

Development reviewed the on-going Schemes of the Employment Assurance Scheme (EAS), (the only additional wage employment Scheme for rural areas), the Jawahar Gram Samridhi Yojana (JGSY) (a rural infrastructure development Scheme) and by merging them into one Scheme, launched the New Scheme of the **Sampoorna Gramin Rozgar Yojana (SGRY) w.e.f 25th September, 2001.**

STATUS

The programme will be implemented as a centrally sponsored scheme on cost sharing basis between the Centre and the States in the ratio of 75: 25 of the cash component of the Programme. In the case of UTs the Centre would provide entire (100%) funds under the Scheme. Food grains will be provided to the States/UTs free of cost.

TARGET GROUP

The SGRY is open to all rural poor who are in need of wage employment and desire to do manual and unskilled work in and around his village/habitat. The Programme is self-targeting in nature.

While providing wage employment, preference shall be given to agricultural wage earners, non-agricultural unskilled wage earners, marginal farmers, women, members of Schedule Castes/Schedule Tribes and parents of child labour withdrawn from hazardous occupations, parents of handicapped children or adult children of handicapped parents who are desirous of working for wage employment.

The Sampoorna Grameen Rozgar Yojana (SGRY) has the following objectives:

- The **primary objective** of the Scheme is to provide additional wage employment in all rural areas and thereby provide food security and improve nutritional levels.

- **Secondary Objective:** The secondary objective is the creation of durable community, social and economic assets and infrastructural development in rural areas.

CONCURRENT EVALUATION OF SGRY (2003-04)

The concurrent evaluation of SGRY was carried out to assess its success in terms of employment generated and its impact on the poor. In addition, the distribution of food grains provided under the programme was also examined. The main findings are:

- 77.61 per cent of the works taken up have been completed during the year itself.
- The average number of days of wage employment generated through the scheme is 30.52 days.
- Only 12 per cent of beneficiaries are women, though the scheme envisages that at least 30 percent of wage employment opportunities should be reserved for women.

Evaluation of SGRY in selected blocks of Dist. Kanpur Dehat (2004-05)

➤ Assessment of the Programme: Opinion of beneficiaries

The overall assessment of SGRY by the beneficiaries is very positive as can be seen from the following facts:

- All of them expressed their opinion that the programme is useful
- 128 out of 300 are satisfied with the benefits received
- 135 state that the programme meets the felt need of the community
- Only 26 out of 47 reported that the rate of payment was not satisfactory
- 21 beneficiaries were neutral on the programme.

Table 5.17. Progress Of Zila Panchayats Under Sgry During 2005-06 In Dist. Kanpur Dehat (In Lakhs)

Panchyat	Opening balance on 1 06	Released in 05-06	Total Availability	Cumulative Expend.	% cumulative expend. to availability	Target man days	Cummu. supply of mandays	Balance expend.
Maitha	2.50	18.7	21.2	12.0	56.66	43420	17728	9195
Akbarpur	0.50	16.4	16.9	6.55	38.61	38243	4000	10428
Derapur	0.69	13.5	14.2	5.00	35.05	31489	9000	9265
Sandalpur	0.45	12.4	12.8	7.75	60.15	28849	8847	5134
Amraudha	0.85	17.6	18.5	8.30	44.78	41039	9786	10.233
Malasa	0.51	16.4	17.0	11.0	65.00	38253	16420	5950

Source- Kanpur Dehat headquarters, Matti

In the block Maitha the target mandays under SGRY was 43420 and the supply of mandays was 17728. Amraudha block has the highest backlog, with target of 41039 mandays and cumulative supply of 9786 mandays only. In Akbarpur total

availability of funds was Rs. 16.9 lakhs, of which only 38.61% was utilized. Total mandays target was 38243 and the cumulative supply of mandays was 4000.

Table 5.18. Progress of Gram Panchayats Under Sgry In 2005-06 In Dist. Kanpur Dehat

Development Blocks	Target man days	Cumulative supply of mandays
Maitha	76280	38,299
Akbarpur	62680	22000
Derapur	53360	18000
Sandalpur	48800	13537
Amraudha	70940	10800
Malasa	62780	21395

Source: Ministry of Rural Development, U.P. Govt

In the year the target mandays in Maitha was 76280 as against the cumulative supply of 38299 mandays, in Akbarpur the target was laid at 62680 mandays but the supply was just 22000. The Derapur block had supply of 18000 mandays only as against the target of 53360 mandays. This indicates that though the targets laid down by SGRY in the study area could not be achieved but it made a significant progress during the years 2002-2006.

➤ **Asset Creation**

There are 971 inhabited villages in the district, out of which only 287 villages are situated by the side of roads. 94 villages are situated at a distance less than 1 km. whereas 150 villages are situated at a distance more than three kms. from

pucca roads. This specifies that the district have insufficient network of roads particularly in rural areas

In Maitha block 45 of the 50 beneficiaries worked on the construction of link roads and another 14 worked for construction of culverts. In places like Sandalpur, there is a great need to construct road as the inhabitants are very much spread out and scattered. It becomes difficult for them to move out of the village especially in the rainy season. So 19 out of 50 participated in work for improvement in transport.

In Akbarpur block 16 of the beneficiaries worked for construction of community hall. The beneficiaries of only one village were engaged for the construction of a septic tank.

Table 5.19. Assessed Impact of APPs on Poor Households in Study Villages

No. of villages	Negative	Low	Moderate	Fairly high	Significant
SGRY	11	05	03	05	06

Source: Primary data collected during survey of the study area

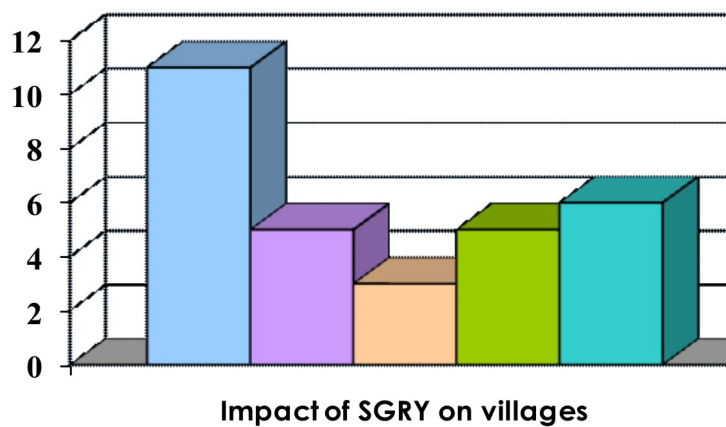


Figure 5.4. Assessed Impacts of APPs on Poor Households in Study Villages

ASSESSMENT OF SAMPOORNA GRAMEEN ROZGAR YOJANA

All the respondents agreed that the programme is useful and 35 of them expressed the view that SGRY meets the felt needs of the community as it provides employment in the lean season and creates necessary infrastructure. The type of infrastructure created was in accordance with the needs. Link roads are very much required in Sandalpur block to connect the villages to the block headquarter.

Improvement in transport facility through construction of roads and culverts creates the necessary infrastructure for development. For example, once the roads are constructed it becomes possible to transport the heavy equipment required for boring of tube-wells and installing hand-pumps for safe drinking water.

IMPACT OF THE PROGRAMMES

The findings of the study indicate that the anti-poverty programmes have had a positive impact on the people, but at the same time the report has brought out that there have been some limitations in the implementation of the programmes. Both the positive impact and the shortcomings are briefly summed up here.

POSITIVE IMPACT OF THE PROGRAMMES

1. The Wage Employment and Asset Creation Programmes have had a positive impact on the beneficiaries.
2. The implementation of SJGSY has provided employment during the lean season and has reduced migration to some extent.
3. The infrastructure created in the process has laid the foundation for further development work.
4. The Million Wells Scheme has enabled the beneficiaries to make better use of their land and has increased food security.

VILLAGE-WISE IMPACT OF POVERTY ALLEVIATION PROGRAMMES

OBSERVATIONS AND SUGGESTIONS

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.

BOTTLENECKS OF SAMPOORNA GRAMEEN ROZGAR YOJANA

OBSERVATIONS

The main observation is that 9 out of 10 groups received revolving fund but only the 5 groups of Derapur block made use of the fund. 8 members of the groups in Maitha are regularly engaged in the group activities and earn a supplementary income ranging from Rs.500 to Rs.1000 per month. As per the scheme the groups are supposed to receive Rs.25, 000 as revolving fund in two instalments. It was found that the groups received only Rs.15, 000 from the block authorities. On account of this fact the groups in Derapur block were not able to extend the benefits of the scheme to all the members of the group.

It was however observed that construction of buildings with government money has created a mentality of dependency among people. The villagers lose their sense of self-reliance and for every small need they want to get government help. So, even though the infrastructure is built up, if an attitude of dependency is created, development in real sense does not take place. This can be seen in the fact that there is no sense

of ownership of the infrastructures built by the government on the part of the people. Because of the absence of feeling of ownership, people do not maintain these buildings. Care should be taken to develop self-reliance among the people and they should learn to do things by themselves so that they own the assets and maintain them.

SPECIFIC OBSERVATIONS

The specific observations can be summarized as follows:-

- Government programmes at the Gram Panchayat level have only a superficial effect in relation to the wider problems. Even under People’s Planning, the magnitude of the problems has not been properly understood by the Gram Panchayaths. It is this impression that we gather from the discussions with the people's representatives and officials.
- The programme being implemented by the Block, the District Panchayat as well as the line departments (under non-plan funds) is mostly inappropriate. They do not address to the wider problems in a significant way.
- Another crucial observation relates to the absolute lack of relevant programmes in some areas. While programmes have been piled-up in areas like women's development, awareness building, 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.

- It was strongly felt 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.
- 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.

OVERALL IMPACT

Despite the existing guidelines, finding of a number of serious defect in the implementation of the Scheme is nothing but regrettable. It is suggested that the Government should give a serious thought to this and take necessary steps during the current financial year to bring about significant changes in the guidelines of the Scheme, so that the affirmed objectives of the Scheme are achieved.

NON-AWARENESS ABOUT THE PROGRAMME AMONG THE BENEFICIARIES

The table shows that the beneficiaries were not aware of the programmes that were carved for them. During the study the interviewing of the beneficiaries gave the following results:

Table 6.1.Awareness of Beneficiaries

STATUS	Akbarpur	Maitha	Malasa	Amraudha	Derapur	Sandalpur
Unaware	12	09	13	16	13	11
Confused	03	05	04	05	09	09
Aware	10	11	08	04	03	05

Source: By Interview during the visit to study area.

About 74 beneficiaries out of 150 were un-aware of the various programmes running for them, 35 were confused about the programmes and about 41 beneficiaries reported that they were quite aware of these programmes. (it is to be noted that the beneficiaries who were aware of the programme were all educated.)

INVOLVEMENT OF BENEFICIARIES IN DECISION MAKING

People are not involved in the selection procedure of assets and building material given under SGSY and Indira Awas Yojana respectively.

Table 6.2. Involvement of Beneficiaries

	Akbarpur	Maitha	Malasa	Amraudha	Derapur	Sandalpur
Involved	16	14	8	11	7	13
Not involved	9	11	17	14	18	12

Source: By Interview during the visit to study area.

About 81 beneficiaries were not involved in any kind of decision making regarding purchase of assets and other activities only 69 beneficiaries were involved in such process. It is noteworthy here that the beneficiaries involved in such activities were either relatives of the Gram Pradhns/ Sarpanch, or were influential people.

1. NON-SATISFACTION OF BENEFICIARIES WITH THE PROGRAMMES

The general impression of villagers about the scheme is that these schemes don't fulfill their needs to a large extent. The purpose of the programmes was not at all clear among the beneficiaries.

Table 6.3. Satisfaction of Beneficiaries

	Akbarpur	Maitha	Malasa	Amraudha	Derapur	Sandalpur
Satisfied	05	03	06	08	09	06
Not satisfied	18	14	15	10	09	11
No comments	02	08	04	07	07	08

Source: By Interview during the visit to study area.

About 77 beneficiaries were not at all satisfied with the prevailing programmes; they were rather confused about them. 37 were satisfied, but they were the persons favoured by the influential persons. 36 beneficiaries did not give any response regarding the question.

2. LACK OF PROPER TRAINING

It was observed that in the study area, the beneficiaries were not given proper training to be

self-employed. A mere providing fund does not help a person to create income and cross the poverty line. He needs a proper training for developing a skill. Though in few villages training was provided, but it was either of a very short tenure or was not sufficient enough to be a skilled person. Below is the Table based on the responses of the beneficiaries during the interview:

Table 6.4. Training Provided to Beneficiaries

	Akbarpur	Maitha	Malasa	Amraudha	Derapur	Sandalpur
Good	6	5	8	7	11	8
Satisfactory	7	4	2	5	4	8
Poor	8	7	9	5	4	5
No training	4	9	6	8	6	4

Source: By Interview during the visit to study area.

Of the total 150 beneficiaries, 45 were of the opinion that the training provided to them was good and helped them become self-employed, 30 held the training to be satisfactory but 38 were of the opinion that it was not satisfactory and 37 were not at all given any training.

3. BRIBE TO OFFICIALS

The serious lacunae of these programmes are that the beneficiaries often had to bribe the concerned officials to get the cash.

Table 6.5. SITUATION OF GIVING BRIBE

	Akbarpur	Maitha	Malasa	Amraudha	Derapur	Sandalpur
Gave bribe	11	10	05	09	11	10
No bribe	05	08	09	06	07	06
Bribed unknowingly	09	07	11	10	07	09

Source: By Interview during the visit to study area.

About 56 beneficiaries informed that they had to give a certain percentage of the subsidy to the concerning persons, but 41 beneficiaries refused to have paid any money in the form of bribe. 53 beneficiary did not know anything about bribe, But they accepted having paid certain amount of the subsidy as fee.

IV. GENERAL CONSTRAINT AFFECTING IMPLEMENTATION & OF THE PROGRAMS:

- 1. Non-awareness among people and lack of initiative among people:** There is no awareness generation scheme for the people before the implementation of the scheme so that people can get some knowledge about the and take the benefits and make the scheme successful.
- 2. Selection procedure of the beneficiaries:** The selection procedure of the beneficiaries is totally biased and wrong. Mostly the Sarpanch gives favour to his friends or relatives or his group members even if they don't deserve it. The BPL & SC's are hardly given any chance. They are mostly deprived of the rights.
- 3. Lack of supervisory staff at field.** Absence (or insufficiently) of coordination with different authorities and communication was one of the major administrative problems.
- 4. Wrong selection procedure of beneficiaries** to fulfill the target had led to inclusion of

people who either did not deserve or did not put in effort in the group activities.

- 5. Funds were not released in time also.** This forced the activities to be completed in a short span of time.
- 6. In one panchayat only one gram-sevak (panchayat secretary) is allotted the whole work of all the rural development schemes.**
- 7. They are not provided time-to-time training for up gradation of their knowledge,** so they are not able to perform their duties efficiently and effectively.
- 8. Co-operative movement has never been strong in the state.** This is because the value/ importance of co-operation is missing among people.
- 9. Weak forward and backward linkages.** The amount of government assistance was too negligible as regards number of beneficiaries/ member of the group and the nature of income generating activity of is taken up.
- 10. Among the BPL families, education and skill development initiatives are very less.**
- 11. The flow of information is either very slow or late.** The block level officers ask Sarpanch to arrange a particular no. of people for the distribution of tools to artisans in just two or three days. Sarpanch arranges the group in which most of the cases are non-deserving ones, due to lack of time for arranging deserving cases.

12. People are not involved in the selection procedure of items like Pump sets etc. they are supplied the sub-standard items. These items either don't work efficiently or work for some period only after that; villagers are left at the mercy of god.
13. The presence of male dominance inhibits females to participate in developmental schemes for women. They are not allowed to participate in any activities under the programmes.
14. The schemes like EAS & JGSY (merged into a single programme SGRY in 2001) are labour oriented schemes & provide only short-term employment to the poor people. And that also when the works are being done by the panchayat and not by the contractor & if contractor gets the work done then he brings his own labour from outside the village & the benefit does not reach the intended target people. These benefits don't infiltrate & reach grass root level if these schemes.
15. The schemes are not properly implemented. The general impression of villagers about the scheme is that these schemes don't fulfill their needs to a large extent because of very less budgetary allocations in comparison to the population of the village.
16. Also the wage payment made under these schemes is less than the local prevailing rates. These schemes / interventions only have a supporting role and act as additional source of income for the village.

IMPACT OF WAGE EMPLOYMENT PROGRAMMES IN U.P.

The impact of the employment programmes was observed to vary from panchayat to panchayat depending upon the functioning of the rural institutions. The main problem is that from the limited funds available, any things from roughly a quarter to half or more than half of the funds are not spent on meeting either of the two main objectives and are 'leaked'. This leads to

compromises in both the quality of public works and the employment created.

On the whole, the impact on employment and wages was naturally much less than what would have been the case if funds had been well spent. In fact, the burden of the distortions in the programmes ultimately fell on the potential employment and earnings of the labourers. This is apart from the fact that the total quantum of spending on employment was hardly likely to provide an adequate measure of employment security to the labourers.

Moreover, although the funds are progressively targeted, at the panchayat level there is no mechanism to ensure that poorer panchayats would be able to ensure a higher quantum of employment or asset creation.

CONCLUSION

The crucial concern of this study was to examine as to what extent wage generation programmes, by several tiers of government have shaped the economic social and political life of the people of this district. These overall impacts need to be examined in terms of the major structural changes that have taken place in the village over time.

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.

The district has reduced the incidence of poverty to some extent, but there is much more remaining to be done. While liberalizing and modernizing our economy and enabling individual enterprise to blossom, we must pay special attention to the elimination of poverty and the empowerment of Scheduled Castes, Scheduled Tribes, Other Backward Castes and minorities.

Our approach has to be one of seeking faster growth while ensuring that the benefits of growth are more evenly distributed. Our policies for higher economic growth and modernization will be combined with an emphasis on social justice, communal harmony, rural development, regional balance and concern for the environment.

To, conclude, rural development, to an extent, has infact taken place through special programmes in the Kanpur Dehat region, but because of inadequate implementations, lack of governance, non-participatory approach and somewhat faulty design of the programmes, the progress was far from satisfactory . The basic issue here is – unless grass-root implementation of the programmes is improved, the percolation effects of the programme in terms of helping the poor to cross poverty line will not show significant results.

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