

For Official Use Only

(Evaluation Report No.415)



**Gender Responsive Budgeting
For
The Department of
Rural Development**

**Evaluation Organisation
Department of Planning
Government of Rajasthan**

CONTENTS

<u>S.No.</u>	<u>DETAILS</u> <i>Executive Summary</i>	<u>PAGE No.</u> I-VIII
1.0	Overview	1
1.1	Rural Development	1
1.2	Gender Responsive Budgeting (GRB)	2
1.3	Gender Budgeting in India	2
1.4	Gender Budgeting in Rajasthan	3
1.5	Department of Rural Development	3
1.6	Number of Programmes/Schemes	3
1.7	Objectives	4
1.8	Execution	4
1.9	Broad Classification of RD Programmes	4
1.10	Funding Pattern	5
1.11	Budget & Consolidated Financial Progress	5
1.12	Physical Progress of Selected Programmes	6
2.0	Individual Beneficiary Programme	8
2.1	Swarnjayanti Gram Swarozgar Yojna(SGSY)	8
2.2	Indra Awas Yojna(IAY)	12
3.0	Wage Employment Programmes	15
3.1	Sampoorn Gramin Rozgar Yojna(SGRY)	16
3.2	National Food for Work Programme (NFFWP)/National Rural Employment Guarantee Scheme (NREGS)	19
4.0	Infrastructure Development Programmes	21
4.1	Member of Parliament Local Area Development (MPLAD)	21
4.2	MLA Local Area Development Scheme (MLALAD)	22
4.3	Border Area Development Programme(BADP)	23
4.4	Mewat Area Development Programme(Mewat)	24
4.5	Dang Area Development Programme	24
4.6	Guru Golvalkar Jan Bhagidari Vikas Yojna	24
4.7	Magra Area Development Programme	25
4.8	Swa-vivek Zila Vikas/Untied Fund Scheme	25
4.9	Special Employment Programme for Sahariya Schedule Tribe	25

5.0	Watershed Development Programmes	27
5.1	Desert Development Programme (DDP)	27
5.2	Drought Prone Area Programme	28
5.3	Integrated Wasteland Development Programme (IWDP)	29
6.0	Recommendations	33

List of Tables

Table-1	Consolidated Financial Progress of RD for the Last Three years(2003-04 to 2005-06)	5
Table-2	Gender wise Progress of selected Programmes for the last Two Years	7
Table-3	Gender wise Progress of SGSY for the Last Three Years	10
Table-4	Financial Progress for the Last Three Years	11
Table-5	No. and Percentage of houses in the name of women	13
Table-6	Financial Progress of Housing for the Last Three Years (IAY New, Upgradation, CCS & PMGY)	14
Table-7	Employment Generation under SGRY for the Last Three Years	17
Table-8	Year wise Financial Progress of SGRY	18
Table-9	Gender wise Progress of NFFWP/NREGS for the Last Two Years	20
Table-10	Year wise Financial Progress of the Infrastructure Development Programmes (MPLD+MLALD+BADP+MEWAT+DANG+MAGARA+SAHARIYA)	25
Table-11	Watershed Scheme wise Projects Sanctioned, Area Covered and Expenditure Incurred Since Inception (1994-2000 to 2005-06)	30
Table-12	Year wise Financial Progress of Watershed Programmes(DDP+DDP(Comb)+DPAP+IWDP)	32

List of Figures

Figure-1	Consolidated Financial Progress of RD Programmes	6
Figure-2	Gender wise Progress of selected Programmes	7
Figure-3	Gender wise Progress of SGSY(Total Beneficiaries)	10
Figure-4	Financial Progress in percentage(SGSY)	11
Figure-5	Number of Houses in the Name of Women	14
Figure-6	Financial Progress of Housing	15
Figure-7	Employment Generation under SGRY	18
Figure-8	Year wise Financial Progress of SGRY	19
Figure-9	Gender wise Progress of NFFWP/NREGS	20
Figure-10	Year wise Financial Progress of the Infrastructure Development Programmes	26
Figure-11	Watershed Scheme wise Projects sanctioned, Area covered and Expenditure Incurred Since Inception	31
Figure-12	Year wise Financial Progress of Wathershed Programmes	32

List of Abbreviation and Acronyms

IRDP-	Integrated Rural Development Programme
TAD-	Tribal Area Development
SSO-	Special Scheme Organisation
GRB-	Gender Responsive Budgeting
SGSY-	Swarn Jayanti Gram Swarozgar Yojna
IAY-	Indra Awas Yojna
SGRY-	Sampooran Gramin Rojgar Yojna
NFFWP-	National Food for Work Programme
NREGP-	National Rural Employment Generation Programmes
MPLAD-	MP Local Area Development Programme
MLALAD-	MLA Local Area Development Programme
BADP-	Border Area Development Programme
GGJVY-	Guru Golvalkar Jan Bhagidari Vikas Yojna
DDP-	Desert Development Programme
DPAP-	Drought Prone Area Programme
IWDP-	Integrated Wasteland Development Programme

Gender Responsive Budgeting
For
The Department Of Rural Development

EXECUTIVE SUMMARY

Gender Responsive Budgeting (GRB) is an initiative of the Central and State Government introduced in the beginning of the 21st century that reaffirms their commitment to the development and empowerment of women. GRB in the Department of Rural Development serves to assess how effectively the services of the Government are meeting the needs of women in relation to the men; how much the policies are focused towards women; and how much of the expenditure of the State in the Department is reaching the women.

GRB for the Department of Rural Development in 2006-07 has been undertaken by Evaluation Department. It is based on an in-depth analysis of the financial and physical information obtained from the Department.

I. Overview:

According to 2001 Census Rajasthan has a population of 5.65 crore which comprises of 2.94 crore males and 2.71 crore females. of the total population of the state, 76.61 per cent (4.33 crore) reside in rural areas and remaining 23.39 per cent (1.32 crore) in urban areas. In the total rural population 51.80 per cent are males and 48.20% females. The literacy rate of the state is 60.4 against national average of 64.8. However, the male literacy of the state is 75.7 i.e. slightly higher than the national literacy rate of 75.3 but the female literacy is only 43.9 against national average of 53.7. The literacy rate of women in rural areas is even lower being only 37.74 compared to 65.42 in urban area. Thus the data of 2001 census clearly indicates that inspite of concerted efforts by the Central and State Governments the development of women particularly in the rural area is still a challenging and task and calls for special attention and priority treatment

II. Rural Development :

Rural Development implies social & economic empowerment of people. In order to provide the rural people with better avenues for economic development, increased participation of people in the rural development programmes, decentralization of planning, land reforms and greater access to credit are envisaged. Despite growing urbanization, the majority of Indian population still lives in villages. Over the last 50 years the face of rural India has undergone a significant change. This has been brought about, to a considerable extent, by government initiatives for development of rural areas as well as enhancement of employment opportunities through different programmes. Programmes like IRDP (Integrated Rural Development Programme) or SGRY (Sampoorn Grameen Rojgar Yojna) provide increased income and upgrade the skills of the rural poor. Formation of self help groups specially for women, gives them not only the much needed confidence but also an opportunity to organize themselves around specific economic activities.

SGRY, NFFWP, NREGP together ensure increased wage employment to the rural poor in areas where the level of local economic activity does not afford adequate opportunities. Indira Awas Yojana provides shelter to the down trodden. All the watershed development programmes like IWDP, DDP, DPAP seek to improve the economic potential of these areas so that they can sustain and increase the economic activities of people living there in. All these programmes aim at improving the living condition of rural poor and bringing them above poverty line.

The empowerment of rural women is crucial for the development of rural India as well as Rajasthan. Bringing women into the mainstream of development is a major concern for all the Governments. Government is earnestly endeavoring to realize the benefits of the 73rd and the 74th constitution amendments through training of functionaries, creation of support structures, accelerating the process of devolution of powers and ensuing widest possible people's participation. Therefore, the programmes for poverty alleviation have a women's component to ensure flow of adequate funds to this section. The constitution has placed enormous responsibility on the panchayats to formulate and execute various programmes of economic development and social justice, and a number of centrally sponsored schemes are being implemented through panchayats. Thus women members and chairpersons of panchayats who are new entrants in this area, have to acquire the requisite skills and be given appropriate orientation to assume their rightful roles as Leaders and decision makers.

III. Department of Rural Development :

With the objective of ensuring over all development of rural area and people, in general and rural poor in particular, the Government of Rajasthan established Special Scheme Organization (SSO) in the year 1971. With the passage of time, the coverage of the Department was enhanced and it was renamed as Special Schemes and Integrated Rural Development Department in the year 1979. Again in 1991 the Department was renamed as 'Rural Development Department.

IV. Number of Programmes/Schemes

The Rural Development Department is implementing more than 18 Schemes in the rural areas of the State. Out of these Schemes, 9 Schemes namely Swarn Jayanti Gram Swarozgar Yojana (SGSY), Sampooran Gramin Rojgar Yojana (SGRY), National Food For Work Programme (NFFWP)/National Rural Employment Guarantee Scheme (NREGS), Indira Awas Yojana (IAY), Desert Development Programme (DDP)/DDP (Combating), Drought Prone Area Programme (DPAP), Integrated Wasteland Development Programme (IWDP), Provision of Urban Amenities in Rural Areas (PURA) and DRDA (Administration) are of Ministry of RD, 3 Schemes namely MP Local Area Development Programme (M P L A D) and Border Area Development Programme (BADP) are of Ministry of Planning and Programme Implementation, Planning Commission and 6 Schemes namely MLA Local Area Development Programme (MLALAD), Mewat Area Development Programme, Guru Golwalkar Jan Bhagidari Vikas Yojana (GGJVY), Swa-Vivek Zila Vikas Yojana, Dang Area Development Programme and Magra Area Development Programmes are State Sponsored schemes. The main goal of these programmes is to reduce poverty, increase the assets of the families belonging to the lowest income deciles, reduce involuntary unemployment and under employment to zero, improve access of the poor to social services and infrastructure development of rural areas.

V. Objectives

The main objectives of various poverty alleviation and employment generation schemes are given below: -

- i) Reduction in rural poverty.
- ii) Employment Generation in Rural Areas.
- iii) Development of Rural infrastructure.
- iv) Removal of regional imbalances.
- v) Rural Housing for rural poor.
- vi) Community participation.

VI. **Execution:**

Rural Development Programmes are being implemented through Panchayati Raj & Rural Development Department at State level and by the Zila Parishads & DRDAs at district level. Presently there are 32 Zila Parishads, 237 Panchayat Samiti and 9189 Gram Panchayats in existence in the State. Majority of the works are implemented by PRIs followed by other Govt. executive agencies PWD, PHED, Forest, Soil Conservation etc. and NGOs.

VII. **Broad Classification of RD Programmes:**

. The development activities of the department may broadly be classified under Individual Beneficiary and Poverty Alleviation Programmes, Wage Employment Programmes, Infrastructure Development Programmes and Watershed Development Programmes.

A Individual Beneficiary and Poverty Alleviation Programmes

- i) Swarn Jayanti Gram Swarozgar Yojana (SGSY)
- ii) Indira Awas Yojana (IAY)

B Wage Employment Programmes

- i) Sampooran Grameen Rojgar Yojana (SGRY)
- ii) National Food For Work Programme (NFFWP)/National Rural Employment Guarantee Scheme(NREGS)

C Infrastructure Development Programmes:

- i) MP Local Area Development Programme (MPLAD)
- ii) MLA Local Area Development Programme (MLALAD)
- iii) Border Area Development Programme (BADP)
- iv) Mewat Area Development
- v) Dang Area Development Programme
- vi) Guru Golvalkar Jan Bhagidari Vikas Yojana (GGJVY)
- vii) Magra Area Development Programme
- viii) Swa-vivek Zila Vikas Yojana
- ix) Special Area Programme for Sahariya Schedule Tribe.

D Watershed Development Programmes

- i) Desert Development Programme (DDP)
- ii) Drought Prone Area Programme (DPAP)
- iii) Integrated Wasteland Development Programme (IWDP)

VIII. **Funding Pattern:**

Leaving aside a few schemes, majority of the CSS are shared in the ratio of 75:25 between the Centre and the State, where as the state schemes are cent percent funded by the State Government.

IX. Budget and Consolidated Financial Progress:

Though scheme wise financial and physical progress has been analysed in detail in the report along with sex disaggregated figures however, consolidated progress of all the programmes of Rural Development(excluding DRDA Administration)) for the last three years i.e. 2003-04, 04-05 and 05-06 is given in the following table:

Table-1
Consolidated Financial Progress of RD for the
Last Three Years(2003-04 to 2005-06)

(Rs. in Lakh)

S. No	Year	Bal. as on 1.4.	Releases			Total Avail. Fund	Exp.	% of Exp. to Total Avail. Fund	% of Exp. to Releases
			Central	State	Total				
1	2	3	4	5	6	7	8	9	10
	2003-04	36228.77	46103.07	24369.56	70472.63	106701.40	74564.81	69.88	105.81
	2004-05	42025.28	51411.00	23839.61	75250.61	117275.89	75665.73	64.52	100.55
	2005-06	51868.30	64960.92	27292.63	92253.55	144121.85	97285.37	67.50	105.45
	Total	130122.35	162474.99	75501.80	237976.79	368099.14	247515.91	67.24	104.01

It is seen from the above table that in all the years under reference more than 700 crore is released under various RD programmes. The funds are also increasing over years. The total receipts for all the schemes taken together have increased from 704.72 crores in 2003-04 to 922.53 crores in the year 2005-06. Including the balance of 1.4 of the respective year, the available funds become more than 1100 crores per year. It is seen from the column No.10 that the percentage of expenditure to release is more than 100 percent in all the three years. However, the percentage of expenditure to total available funds varies from 64.52 percent to 69.88 percent.

To bring home the point, the funds under various rural development programmes are enormous that is on an average per year more than Rs. 1000 crore are available for various developmental activities.

X. Physical progress of Selected Programmes :

As stated earlier, the Rural Development Department implements various categories of programmes. In the programmes related to infrastructure development and watershed, sex disaggregated figures are not collected and compiled. However, in the programmes related to individual beneficiary and wage employment gender wise data is collected and compiled. Therefore, the schemewise physical progress of these programmes is given in the following table

Table-2
Genderwise Progress of Selected programmes
for the last two years

S No.	Programme	Unit	Year 2004-2005			Year 2005-2006		
			Total	Women	% of women to total	Total	Women	% of women to total
1	2	3	4	5	6	7	8	9
1	SGSY	No of beneficiaries	35215	16701	47.42	33476	16836	50.29
2	IAY	No of houses	21058	20450	97.11	27930	27576	98.73
3	SGRY	mandays generation in lakh	219.48	87.38	39.81	183.54	77.85	42.41
4	NFFWP/ NREGS	mandays generation in lakh	33.14	20.98	63.31	121.07	70.66	58.36

The above table transpires that in SGSY against the norm of benefiting 40 per cent women beneficiaries, 47.42 per cent were benefited in the year 2004-05 and more than 50 per cent in the year 2005-06.

In IAY, in both the years under reference more than 97 per cent houses were in the name of women beneficiaries.

In SGRY of the total wage employment, 39.81 per cent in 2004-05, and 42.41 per cent in 2005-06 went in the account of women beneficiaries, against the norms of 30 per cent in the scheme.

In NFFWP/NREGS also the percentage of women beneficiaries was 63.31 and 58.36 respectively in 2004-05 and 2005-06.

Thus looking to the physical progress of the individual beneficiary programmes and wage employment programmes it can be concluded that :-

- i In all the individual beneficiary programmes and wage employment programmes the actual percentage of women beneficiaries is more than the norms set in the programme.
- ii Of the four programmes, in three programmes namely SGSY, IAY & SGRY the percentage of women beneficiaries is showing an increasing trend over the years .
- iii Of the four programmes, in three programmes namely SGSY, IAY & NFFWP/NREGS, the absolute number of women beneficiaries is also increasing over the years .

XI. Recommendations :

The Scheme wise analysis of data brings in bold relief that in the individual beneficiary schemes(SGSY,IAY) there is already a provision of reservation for women between 30 to 40 percent and the physical achievements also depict that the benefits are accruing to the women.

In wage employment scheme i.e. SGRY,NFFWP and NREGP also 40 percent benefits are going to women beneficiaries.

In infrastructure development programmes the sex disaggregated figures are not available because the main aim of the scheme/programme is development of infrastructure. However, no infrastructure development is possible without employment of labour, of course the ratio of labour may vary from work to work. There is no provision in the MPR format to collect the details of labour employed. So like SGRY, the department can include two columns in the MPR formats of infrastructure development schemes in which mandays generation along with women mandays generation can be collected. This will not only generate gender wise information but will also give a complete and factual picture of labour, material ratio in various schemes.

The watershed approach programmes like DDP, DPAP and IWDP also do not provide gender responsive budgeting. Recently, in watershed programmes also works are carried out by SHGS formed in watershed programmes. The details of SHG may be collected gender wise . Similarly in various activities of watershed, information of women mandays generation can also be collected. The MPR format can be amended slightly and in all the construction activities in which employment is given, data for women employment generation can be collected.

To conclude the Department of Rural Development is giving benefits to the rural women as per norms of the scheme and in some cases over and above the norms. However, in infrastructure development schemes and area development schemes there is no such provision. It is recommended that the Department should amend the MPR formats to collect gender wise data for construction activities also.

Gender Responsive Budgeting For The Department Of Rural Development

1.0 Overview :

According to 2001 Census Rajasthan has a population of 5.65 crore which comprises of 2.94 crore males and 2.71 crore females. of the total population of the state, 76.61 per cent (4.33 crore) reside in rural areas and remaining 23.39 per cent (1.32 crore) in urban areas. In the total rural population 51.80 per cent are males and 48.20% females. The literacy rate of the state is 60.4 against national average of 64.8. However, the male literacy of the state is 75.7 i.e. slightly higher than the national literacy rate of 75.3 but the female literacy is only 43.9 against national average of 53.7. The literacy rate of women in rural areas is even lower being only 37.74 compared to 65.42 in urban area. Thus the data of 2001 census clearly indicates that inspite of concerted efforts by the Central and State Governments, the development of women particularly in the rural area is still a challenging task and calls for special attention and priority treatment

1.1 Rural Development:

Rural Development implies social and economic empowerment of people. In order to provide the rural people with better avenues for economic development, increased participation of people in the rural development programmes, decentralization of planning, land reforms and greater access to credit are envisaged. Despite growing urbanization, the majority of Indian population still lives in villages. Over the last 50 years the face of rural India has undergone a significant change. This has been brought about, to a considerable extent, by government initiatives for development of rural areas as well as enhancement of employment opportunities through different programmes. Programmes like IRDP(Integrated Rural Development Programme) or SGRY(Sampoorn Grameen Rojgar Yojna) provide increased income and upgrade the skills of the rural poor. Formation of self help groups, specially for women, gives them not only the much needed confidence but also an opportunity to organize themselves around specific economic activities.

SGRY, NFFWP, NREGP together ensure increased wage employment to the rural poor in areas where the level of local economic activity does not afford adequate opportunities. Indira Awas Yojana provides shelter to the down trodden. All the watershed development programmes like IWDP,DDP, DPAP seek to improve the economic potential of these areas so that they can sustain and increase the economic activities of people living there in. All these programmes aim at improving the living condition of rural poor and bringing them above poverty line.

The empowerment of rural women is crucial for the development of rural India as well as Rajasthan. Bringing women into the mainstream of development is a major concern for all the Governments. Government is earnestly endeavoring to realize the benefits of the 73rd and the 74th constitution amendments through training of functionaries, creation of support structures, accelerating the process of devolution of powers and ensuing widest possible people's participation. Therefore, the programmes for poverty alleviation have a women's component to ensure flow of adequate funds to this section. The constitution has placed enormous responsibility on the panchayats to formulate and execute various programmes of economic development and social justice, and a number of centrally sponsored schemes are being implemented through panchayats. Thus women members and chairpersons of panchayats, who are new entrants in this area, have to acquire the requisite skills and be given appropriate orientation to assume their rightful roles as leaders and decision makers.

1.2 Gender Responsive Budgeting (GRB)

Gender Responsive Budgeting (GRB) is not a separate budget for women, but involves the analysis and construction of general budgets from a gender perspective. GRB entails analysis of actual expenditure and revenue on women and girls as compared to men and boys, and helps Governments to decide on how policies need to be made, adjusted and reprioritized. The process of GRB eventually results in gender responsive budgets which are government budgets that are planned, approved, executed, monitored and audited in a gender sensitive way. In Rural Development, it is essential to assess how effectively the services of the Government are meeting the needs of women in relation to the men; how much the policies are focused towards women; and how much of the expenditure of the state is reaching the women. Australia was the first country to develop a gender sensitive budget, in 1984; this was followed by South Africa, in 1995. Currently, the process of GRB is being carried out by 35 countries.

1.3 Gender Budgeting in India

In India, gender perspective on public expenditure has been gaining ground since the publication of the report of the Committee on the Status of Women in 1974. The Eighth Five Year Plan (1992- 97) highlighted for the first time the need to ensure a definite flow of funds from the general development sectors to women. The Ninth Five Year Plan (1997- 2002), while reaffirming the earlier commitment adopted the Women Component Plan as one of the main strategies and directed both the Central and the State Governments to ensure *“not less than 30 per cent of the funds/ benefits are earmarked in all the women’s related sectors”*. For the first time, gender

analysis of the Union Budget was carried out in 2001- 02. A need was realized to analyze state budgets with a gender perspective since the states and Union Territories account for bulk of the expenditure in social sector which impinges on the welfare, development and empowerment of women.

1.4 Gender Budgeting in Rajasthan

In the context of how well the public services are benefiting the women of the state, the Honourable Chief Minister of Rajasthan, in her Budget speech for the year 2005- 06 emphasized the need for Gender Budgeting in the state. The state Government carried out Gender Budgeting/Auditing for selected 6 departments (Health, Education, Women and Child Development, Registration and Stamps, Agriculture and Social Welfare) in the first phase. In the year 2006-07, it has been extended for 8 more Departments namely Rural Development, Local Self, T.A.D., Industry, Cooperative, Forest, Animal Husbandry & Horticulture. The Evaluation Department has been assigned the responsibility of carrying out GRB for the Rural Development Department.

1.5 Department of Rural Development :

With the objective of ensuing over all development of rural area and people, in general and rural poor in particular, the Government of Rajasthan established Special Scheme Organization (SSO) in the year 1971. With the passage of time, the coverage of the Department was enhanced and it was renamed as Special Schemes and Integrated Rural Development Department in the year 1979. Again in 1991 the Department was renamed as 'Rural Development Department.

1.6 Number of Programmes/Schemes

The Rural Development Department is implementing more than 18 Schemes in the rural areas of the State. Out of these Schemes, 9 Schemes namely Swarn Jayanti Gram Swarozgar Yojana (SGSY), Sampooran Gramin Rojgar Yojana (SGRY), National Food For Work Programme (NFFWP) / National Rural Employment Guarantee Scheme (NREGS), Indira Awas Yojana (IAY), Desert Development Programme (DDP)/DDP (Combating), Drought Prone Area Programme (DPAP), Integrated Wasteland Development Programme (IWDP), Provision of Urban Amenities in Rural Areas (PURA) and DRDA (Administration) are of Ministry of RD, 3 Schemes namely MP Local Area Development Programme (MPLAD) and Border Area Development Programme (BADP) are of Ministry of Planning and Programme Implementation, Planning Commission and 6 Schemes namely MLA Local Area Development Programme (MLALAD), Mewat Area Development Programme, Guru

Golwalkar Jan Bhagidari Vikas Yojana (GGJVY), Swa-Vivek Zila Vikas Yojana, Dang Area Development Programme and Magra Area Development Programmes are State Sponsored schemes. The main goal of these programmes is to reduce poverty, increase the assets of the families belonging to the lowest income deciles, reduce involuntary unemployment and under employment to zero, improve access of the poor to social services and infrastructure development of rural areas.

1.7 Objectives

The main objectives of various poverty alleviation and employment generation schemes are given below: -

- vii) Reduction in rural poverty.
- viii) Employment Generation in Rural Areas.
- ix) Development of Rural infrastructure.
- x) Removal of regional imbalances.
- xi) Rural Housing for rural poor.
- xii) Community participation.

1.8 Execution:

Rural Development Programmes are being implemented through Panchayati Raj & Rural Development Department at State level and by the Zila Parishads & DRDAs at district level. Presently there are 32 Zila Parishads, 237 Panchayat Samiti and 9189 Gram Panchayats in existence in the State. Majority of the works are implemented by PRIs followed by other Govt. executive agencies PWD, PHED, Forest, Soil Conservation etc. and NGOs.

1.9 Broad Classification of RD Programmes:

The development activities of the department may broadly be classified under Individual Beneficiary and Poverty Alleviation Programmes, Wage Employment Programmes, Infrastructure Development Programmes and Watershed Development Programmes.

A Individual Beneficiary and Poverty Alleviation Programmes

- i) Swarn Jayanti Gram Swarozgar Yojana (SGSY)
- ii) Indira Awas Yojana (IAY)

B Wage Employment Programmes

- i) Sampooran Grameen Rojgar Yojana (SGRY)
- ii) National Food For Work Programme (NFFWP)/National Rural Employment Guarantee Scheme (NREGS)

C Infrastructure Development Programmes:

- i) MP Local Area Development Programme (MPLAD)
- ii) MLA Local Area Development Programme (MLALAD)
- iii) Border Area Development Programme (BADP)
- iv) Mewat Area Development
- v) Dang Area Development Programme
- vi) Guru Golvalkar Jan Bhagidari Vikas Yojana (GGJVY)
- vii) Magra Area Development Programme
- viii) Swa-vivek Zila Vikas Yojana
- ix) Special Area Programme for Sahariya Schedule Tribe.

D Watershed Development Programmes

- iv) Desert Development Programme (DDP)
- v) Drought Prone Area Programme (DPAP)
- vi) Integrated Wasteland Development Programme (IWDP)

110 Funding Pattern:

Leaving aside a few schemes, majority of the CSS are shared in the ratio of 75:25 between the Centre and the State, where as the state schemes are cent percent funded by the State Government.

1.11 Budget and Consolidated Financial Progress:

Though scheme wise financial and physical progress has been analysed in detail in the report along with sex disaggregated figures however, consolidated progress of all the programmes of Rural Development (excluding DRDA Administration)) for the last three years i.e. 2003-04,04-05 and 05-06 is given in the following table: Year wise and scheme wise financial progress is given in Appendix I to Appendix III

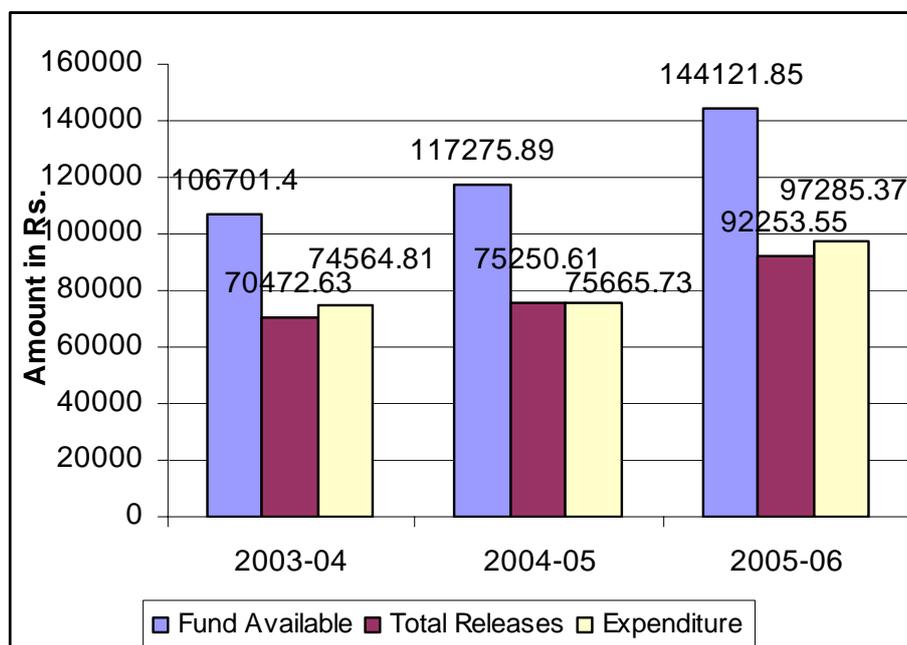
Table-1
Consolidated Financial Progress of RD for the
Last Three Years(2003-04 to 2005-06)

(Rs. in Lakh)

S. No	Year	Bal. as on 1.4.	Releases			Total Avail. Fund	Exp.	% of Exp. to Total Avail. Fund	% of Exp. to Releases
			Central	State	Total				
1	2	3	4	5	6	7	8	9	10
1	2003-04	36228.77	46103.07	24369.56	70472.63	106701.40	74564.81	69.88	105.81
2	2004-05	42025.28	51411.00	23839.61	75250.61	117275.89	75665.73	64.52	100.55
4	2005-06	51868.30	64960.92	27292.63	92253.55	144121.85	97285.37	67.50	105.45
	Total	130122.35	162474.99	75501.80	237976.79	368099.14	247515.91	67.24	104.01

The above table is reflected in the bar chart also.

Figure-1 Consolidated Financial Progress of RD Programmes



It is seen from the above table that in all the years under reference more than 700 crore is released under various RD programmes. The funds are also increasing over years. The total receipts for all the schemes taken together have increased from 704.72 crores in 2003-04 to 922.53 crores in the year 2005-06. Including the balance of 1.4 of the respective year, the available funds become more than 1100 crores per year. It is seen from the column No.10 that the percentage of expenditure to release is more than 100 percent in all the three years. However, the percentage of expenditure to total available funds varies from 64.52 percent to 69.88 percent.

To bring home the point, the funds under various rural development programmes are enormous that is on an average per year more than Rs. 1000 crore are available for various developmental activities.

1.12 Physical progress of Selected Programmes :

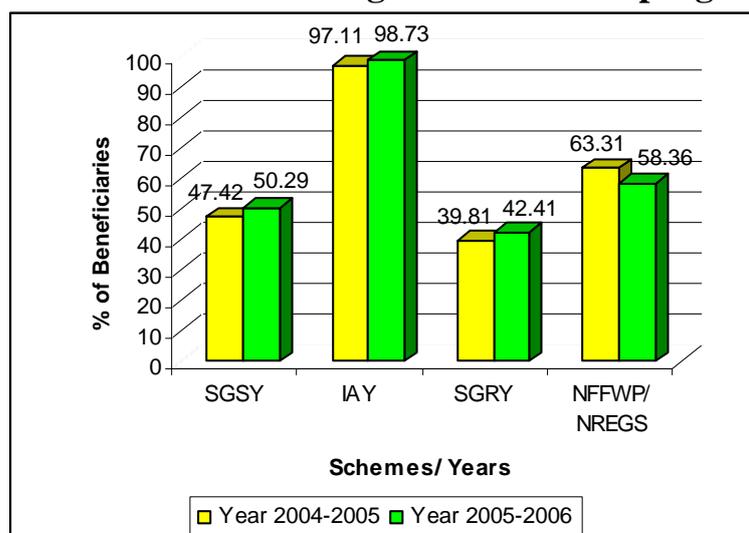
As stated earlier, the Rural Development Department implements various categories of programmes. In the programmes related to infrastructure development and watershed, sexdisaggregated figures are not collected and compiled. However, in the programmes related to individual beneficiary and wage employment gender wise data is collected and compiled. Therefore, the scheme wise physical progress of these programmes is given in the following table :-

Table-2
Genderwise Progress of Selected programmes for the last two years

S No	Programme	Unit	Year 2004-2005			Year 2005-2006		
			Total	Women	% of women to total	Total	Women	% of women to total
1	2	3	4	5	6	7	8	9
1	SGSY	No of beneficiaries	35215	16701	47.42	33476	16836	50.29
2	IAY	No of houses	21058	20450	97.11	27930	27576	98.73
3	SGRY	mandays generation in lakh	219.48	87.38	39.81	183.54	77.85	42.41
4	NFFWP/ NREGS	mandays generation in lakh	33.14	20.98	63.31	121.07	70.66	58.36

The schemewise and yearwise percentage of women beneficiaries has been depicted in the following bar graph also:

Figure-2 : Genderwise Progress of Selected programmes



The above table transpires that in SGSY against the norm of benefiting 40 per cent women beneficiaries, 47.42 per cent were benefited in the year 2004-05 and more than 50 per cent in the year 2005-06.

In IAY, in both the years under reference more than 97 per cent houses were in the name of women beneficiaries.

In SGRY of the total wage employment, 39.81 per cent in 2004-05, and 42.41 per cent in 2005-06 went in the account of women beneficiaries, against the norms of 30 per cent in the scheme.

In NFFWP/NREGS also the percentage of women beneficiaries was 63.31 and 58.36 respectively in 2004-05 and 2005-06.

Thus looking to the physical progress of the individual beneficiary programmes and wage employment programmes it can be concluded that :-

- i. In all the individual beneficiary programmes and wage employment programmes the actual percentage of women beneficiaries is more than the norms set in the programme.
- ii. Of the four programmes, in three programmes namely SGSY, IAY&SGRY the percentage of women beneficiaries is showing an increasing trend over the years.
- iii. Of the four programmes, in three programmes namely SGSY, IAY&NFFWP/NREGS the absolute number of women beneficiaries is also increasing over the years .

Schemewise brief description is given below:-

2.0 Individual Beneficiary Programmes:

Rural poverty is inextricably linked with low productivity and unemployment including under employment. While the normal process of growth itself has to generate increased productive employment opportunities, there is continued need for special self employment programme and creation of sustained employment opportunities for securing a certain minimum level of employment and income for rural poor.

In the Department of RD, Swarn Jayanti Gram Swarozgar Yojna(SGSY) and Indra Awas Yojna(IAY) can be classified as individual beneficiary programmes of which former can be called as self employment programme and later a welfare programme for rural poor. A brief description of the schemes of individual beneficiary programmes is given below:-

2.1 Swaranjayanti Gram Swarozgar Yojana (SGSY) :

Introduction:

From the 1st April 1999, the Government of India, Ministry of Rural Development, merged the six erstwhile programmes namely IRDP, TRYSEM, DWCRA, MWS, GKY and SITRA into one comprehensive programme named as Swaranjayanti Gram Swarozgar Yojana (SGSY). The SGSY, which is a credit cum subsidy programme aims at benefiting the families living below poverty line. The beneficiaries of the programme are called "Swarozgaris. The closing balances of above-mentioned five schemes excluding Million Wells Scheme (MWS) formed a part of the opening balance of SGSY. SGSY is funded on a 75:25 basis between GOI and GOR. The basic aim is to bring identified BPL families above the poverty line on a sustained basis. The scheme is being implemented by the Zila Parishads with

the active involvement of PRIs, the Banks, the Line Departments and the NGOs. The scheme covers all the 32 districts of the State.

Objectives

SGSY aims at establishing a large number of micro-enterprises in rural areas. Benefits are extended to both individuals and Self-help Groups. The emphasis is on the Self-help Groups (SHGs). The approach is to identify a few 'Key-Activities' in the block and develop capacities of the rural poor (BPL).

Salient Features

Subsidy under SGSY is uniform at 30% of the project cost for the proposed activity, subject to a maximum of Rs. 7500.00. In case of SC/ST it is 50% or Rs. 10,000.00 whichever is less. For Self Help Groups (SHGs), the subsidy is 50% of the scheme cost subject to a ceiling of Rs. 1.25 lakhs. In case of minor irrigation projects there is no monetary limit on the subsidy. Subsidy is back-ended. Swarozgaris in a SHG may avail individual loan and subsidy or group loan and subsidy.

While SGSY has no physical targets, 50% of the benefits are supposed to be for SC/ST; 40% for Women and 3% for Disabled. Under SGSY, upto 20% of the allocation may be spent on local small infrastructure.

It has been envisaged under the programme that for the task of SHG development, the Zila Parishad may seek the support of facilitators like NGOs, Community based organization etc. for initiating and sustaining the group development process. Suitable organizations/Societies/Individuals could be engaged based on their past experience in skills, ability to stay with the population in the rural areas etc. Upto Rs. 10000/ can be provided to them for formation, training and capacity building of SHGs. Assistance from such organizations/Societies/Individuals can also be taken for training and capacity building of other facilitators.

SHGs group is supposed to be of 5 or more persons. Each SHG undergoes two gradings. The Ist grading is held when group is 6 months old. After passing the grade Ist, SHG is eligible for revolving fund worth Rs. 25,000.00. Rs. 10,000.00 is subsidy from DRDA and remaining Rs. 15,000.00 is loan. Second grading is held after one year. After passing grade II the group is eligible for assistance for economic activity in the form of loan and subsidy. Loan and Subsidy is provided either to individuals in the group taking up the income generation activity or to all or some members taking up the economic activity.

For setting up micro-enterprises, it is envisaged that the number of key activities selected in a block should not exceed 10. However, focus is laid on 4-5 key activities identified on the basis of resources, occupational skills of

the people and availability of the market, so that the Swarozgaris can draw sustainable income. The banks and other financial institutions are closely

associated in preparing the project reports for the key activities to avoid delay in sanctioning of loans and to ensure adequate and timely provision of credit.

Physical Progress of SGSY

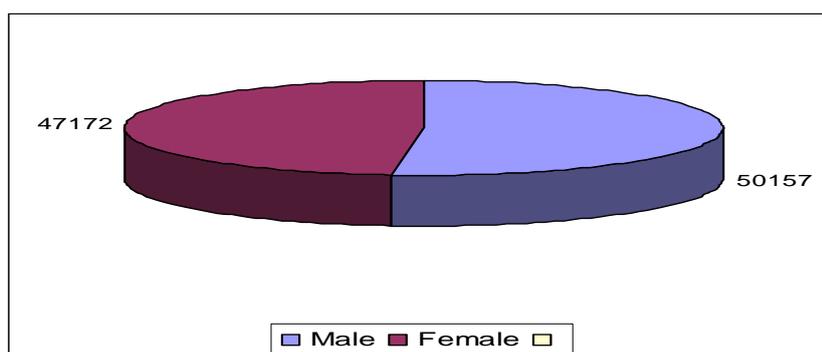
The physical progress of SGSY for the last three years is given in the table that follows :

Table-3
Gender wise progress of SGSY for the last three years

S.No	Year	Total beneficiaries	Women in total beneficiaries	Percentage of women beneficiaries to total beneficiaries
1	2	3	4	5
1	2003-04	28638	13635	47.61
2	2004-05	35215	16701	47.42
3	2005-06	33476	16836	50.29
	Total	97329	47172	48.47

The overall progress of SGSY for the last three years taken together has been depicted in the following graph:

Figure-3 : Gender wise progress of SGSY (total beneficiaries)



It is seen from above table that of the total beneficiaries 97329 in the last three years 47172 were women beneficiaries which is 48.47%. In the year 2003-04, of the total beneficiaries 47.61% were women. The number of beneficiaries increased to 35215 in the year 2004-05 in which women beneficiaries were 16701 or 47.42 per cent. The number of absolute beneficiaries decreased from 35215 to 33476 in 2005-06 but the number of women beneficiaries increased from 16701 to 16836 in 2005-06 there by increasing the percentage of women beneficiaries to 50.29. It is heartening to note that according to scheme guidelines the women beneficiaries should be

40% of the total beneficiaries. But the actual percentage is nearly 50 percent which is more than the set norms.

Financial Progress of SGSY

The financial progress of SGSY for the last three years i.e. 2003-04 to 2005-06 is given in the following table:

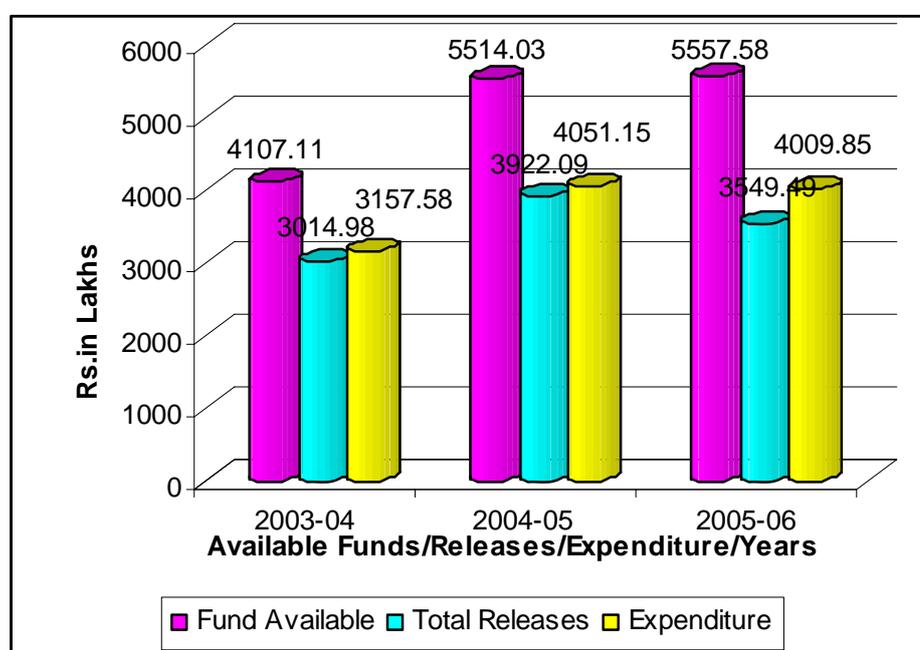
Table-4

Financial Progress (SGSY) for the Last Three Years (Rs. in lacs)

Year	Bal. as on 1.4.	Releases			Total Avail. Fund	Exp.	% of Exp. to Total Avail. Fund	% of Exp. to Releases
		Central	State	Total				
1	2	3	4	5	6	7	8	9
2003-04	1092.13	2261.24	753.74	3014.98	4107.11	3157.58	76.88	104.73
2004-05	1591.94	2941.56	980.53	3922.09	5514.03	4051.15	73.47	103.29
2005-06	2008.09	2662.12	887.37	3549.49	5557.58	4009.85	72.15	112.97
Total	4692.16	7864.92	2621.64	10486.56	15178.72	11218.58	73.91	106.98

The following graph will help understanding the financial progress at a glance :

Figure-4 : Financial Progress in Percentage (SGSY)



It is seen from the above table, that per year more than Rs. 30.00 crores are released under the programme. The whole amount is spent on BPL families. The physical progress of SGSY depicts that nearly 50% beneficiaries are women beneficiaries. Through actual expenditure incurred on women beneficiaries is not available separately, but on the basis of

physical progress of the scheme it can roughly be estimated that of the total expenditure made under the scheme, more than 40 percent is spent on women beneficiaries

2.2 Indira Awas Yojana (IAY) :

Introduction

Housing is vital for human survival and therefore, essential for socio-economic development. The need for improved housing is most acutely felt among the rural poor. For a normal citizen, owning a house provides significant economic security and dignity in society. For a shelter-less person, possession of house brings about a profound social change in his existence endowing him/her with an identity, thus integrating him with his immediate social milieu. Keeping in view the importance of housing, number of housing schemes have been introduced by Government of India.

The shortage of housing in rural areas is acute. According to BPL census 1997, the rural housing shortage was 18.91 lakh consisting of 0.98 lakh households without houses and 17.93 lakh living in unserviceable kutcha houses or semi kutcha houses. To meet the shortage of housing in rural areas, Government have launched Indira Awas Yojna for construction of new houses and upgradation of unserviceable kutcha houses.

As part of the efforts to meet the housing needs of the rural poor, Indira Awas Yojana was started by the Government of India in 1985-86 as a sub-scheme of Rural Landless Employment Guarantee Programme (RLEGP) and Jawahar Rojgar Yojana (JRY). From 1.1.1996 the scheme is being implemented as an independent scheme.

Objectives

The primary objective of IAY is to provide housing to members of scheduled castes/scheduled tribes, freed bonded labourers and non-SC/ST rural poor living below poverty line by providing them grant-in aid. During the financial year 1999-2000, upgradation of the unserviceable kutchha houses Credit cum Subsidy Scheme has also been included in this scheme, however only upto 20% of the total available fund can be diverted for the two components, 80% of the funds have to be spent for construction of new houses. The assistance for new houses would be Rs. 25,000/- and for upgradation and Credit Cum Subsidy Scheme (CCS) the assistance would be Rs. 12,500/-.

Salient Features

From 1995-96, the IAY benefits have been extended to widows or next-of-kin of defence personnel killed in action. Benefits have also been extended

to ex-servicemen and retired members of the paramilitary forces who fulfill the normal eligibility conditions except the income criteria. Three per cent of funds are reserved for disabled persons living below the poverty-line in rural areas.

Under the scheme, assistance for housing is sanctioned to the female member of the households or in joint names of husband and wife.

A minimum of 60 percent of funds is to be utilised for construction of houses for the SC/ST people. Sanitary Latrine and Smokeless Chulha are integral to an IAY house. The Gram Sabha does the selection of beneficiaries under IAY.

Selection of construction technology, materials and design is left entirely to the choice of beneficiaries. No role for a middleman or contractors or departmental agency for the constructions of house.

The funds of IAY between Central and State are shared in the ratio of 75:25. From 1.4.2004 a sum of Rs. 25000/- is provided for the construction of new houses and Rs. 12500/- per unit is provided for upgradation of houses.

Besides IAY (new) and IAY (upgradation), credit cum subsidy(CCS) which was previously a separate scheme, has become a part of IAY. In CCS for construction of new house a subsidy of Rs. 12,500 is given to the rural family where annual income is less then Rs. 32000. Besides a maximum loan of Rs/ 50000 is provided by the Bank for construction of house.

Physical Progress of Indira Awas Yojna(New):

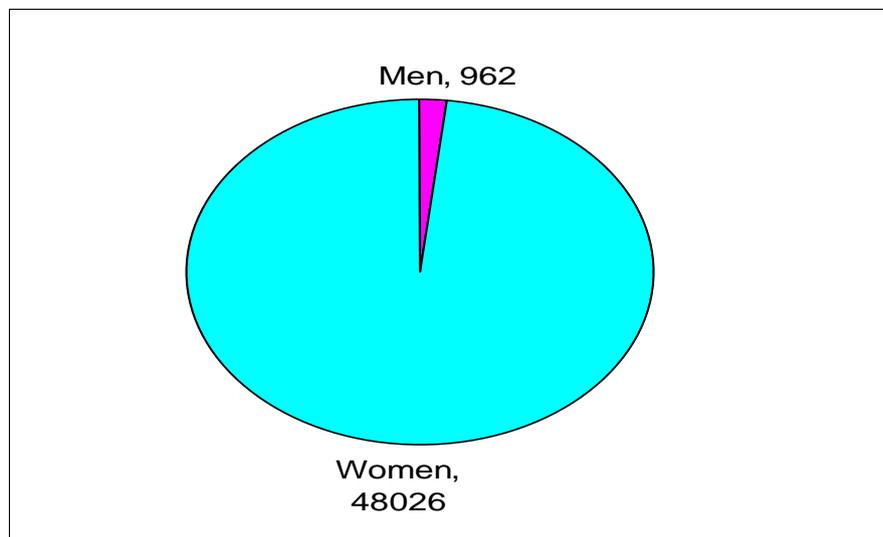
Efforts were made to collect total number of houses and the houses allotted in the name of women. The details of houses allotted in the name of women beneficiaries is given in the table that follows:

Table-5
No. and percentage of houses in the name of women

S. No	Year	Total Houses	Houses in the name of women	Percentage of women houses to total houses
1	2	3	4	5
1	2004-05	21058	20450	97.11
2	2005-06	27930	27576	98.73
	Total	48988	48026	98.04

The following pie diagram clearly indicates the share of women beneficiaries in the total IAY houses:

Figure-5: Number of houses in the name of women/men



It is seen from the above table that in the year 2004-05 of the total houses constructed under IAY (New) 20,450 or 97.11 percent were in the name of women. The number of houses increased to 27930 during the year 2005-06 of which 27576 or 98.73 percent were in the name of women. To conclude it can be said that in the last two years, of the total constructed 48988 houses, 48026 or more than 98 percent were in the name of women.

The financial progress of all the housing schemes namely IAY new, upgradation, CCS and PMGY for the last three years has been given in the following table, and for each housing scheme separately given in Appendix I to III.

Table-6
Financial Progress of Housing for the Last Three Years
(IAY new, upgradation, CCS and PMGY)

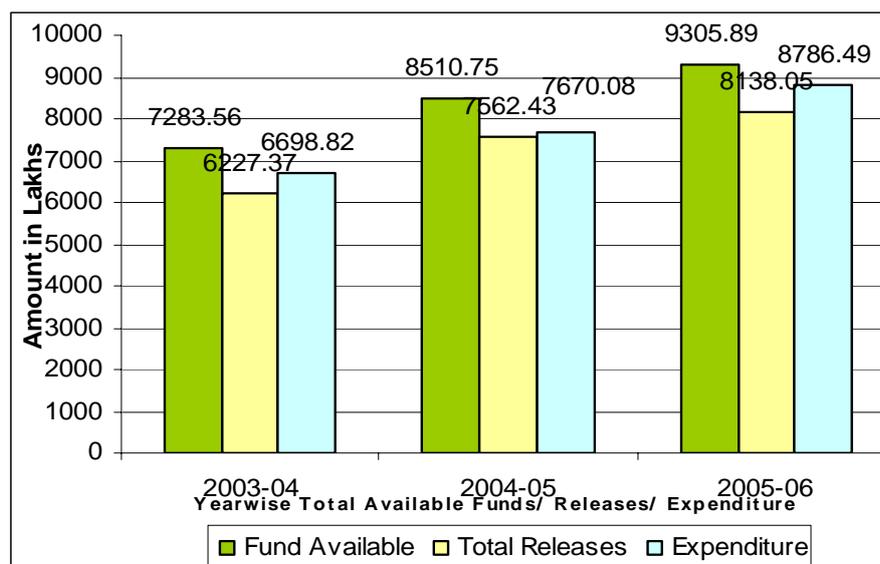
(Rs.in Lakh)

S · N o	Year	Balance as on 1.4.	Releases			Total Available fund	Exp.	% of Exp. to total Avail.fund	% of Exp.to Releases
			Central	State	Total				
1	2	3	4	5	6	7	8	9	10
1	2003-04	1056.19	4809.00	1418.37	6227.37	7283.56	6698.82	91.97	107.57
2	2004-05	948.32	5937.07	1625.36	7562.43	8510.75	7670.08	90.12	101.42

3	2005-06	1167.84	6095.50	2042.55	8138.05	9305.89	8786.49	94.41	107.97
	Total	3172.35	16841.57	5086.28	21927.85	25100.20	23155.39	92.25	105.59

The total available funds, funds released during the year and expenditure incurred can also be seen in the following chart:

Figure-6 : Financial Progress of Housing



It is seen from the above table that

- i) Every year the funds are increasing. The total releases were 62.27 crore in 2003-04 which increased to Rs. 75.62 crore in 2004-05 and went as high as 81.38 crore in 2005-06.
- ii) Total available funds are also increasing.
- iii) The expenditure to total available funds decreased from 91.97 percent in 2003-04 to 90.12 percent in 2004-05 but again increased in 2005-06 to 94.41 percent.
- iv) The percentage of expenditure to releases during the year were always more than 100 percent for all the years under reference.
- v) Since 98% of the houses are allotted in the name of women, leaving aside a few cases. It can be stated that in the last three years per year on an average more than 80 crores have been spent on providing shelter to rural poor women in the RD schemes of housing.

3.0 Wage Employment Programmes:

Wage Employment Programme is an important component of anti poverty strategy, have sought to achieve multiple objectives. They not only provide employment opportunities during lean agriculture season but also in

times of flood, drought and other natural calamities. They create rural infrastructure which supports further economic activity. These programmes also put an upward pressure on market wage rates by attracting people to

public works programmes, thereby pushing up demand for labour. The goal of wage employment programmes is not merely generation of additional mandays and provide food security to the rural poor but also development of human resource and economic infrastructure which may transform the rural economy. The Sampoorn Gramin Rozgar Yojna (SGRY), National food For Work Programme(NFFWP) and National Rural Employment Generation Programme(NREGP) can be classified as Wage Employment Programme.

3.1 Sampoorna Gramin Rozgar Yojana (SGRY):

Introduction:

SGRY was launched by GOI on 15.08.2001 by merging two schemes namely JGSY(Jawahar Gram Samridhi Yojna) and EAS(Employment Assurance Scheme). It came into operation w.e.f. 1.4.2002. The programme is implemented on cost sharing basis between the centre and the state in the ratio 75:25. Wheat is allocated free of cost by GOI. However, the cost of transportation of foodgrains from the FCI godown to the work-site/PD shops and its distribution is the responsibility of the State/UT governments. Upto 31.03.2004 the SGRY scheme was implemented in two streams namely first stream and second stream. From 1.04.2004 these two streams have been merged and now it is being implemented as single scheme. The scheme covers all the 32 districts of the State.

Objective

The main objective of the scheme is to provide additional wage employment & food security in rural areas, along side creation of durable community, social & economic assets and infrastructure development. Generally, labour intensive works like soil and moisture conservation, watershed development, afforestation and village infrastructure works are taken up under the programme.

Salient Features

Up to 31.3.2004, the SGRY scheme was implemented in two streams namely First Stream and Second Stream. First Stream replaces EAS, which is implemented at the District and intermediate Panchayat levels. 50 per cent of the funds of SGRY earmarked for Stream-I. The funds of SGRY, I Stream are distributed between the Zila Parishads (40 per cent) and the Panchayat Samiti (60 per cent) Second Stream replaces JGSY and is implemented at the village Panchayat level. 50 per cent of the SGRY funds are earmarked for

Second Stream. From 1.4.2004, these two scheme have been merged and now out of total funds 50% funds are earmarked for Gram Panchayats, 30% for Panchayat Samities and rest 20% funds are earmarked for Zila Parishads. The funds are released to the Village Panchayats through the Zila Parishads.

Under the scheme target groups are all rural poor (BPL & APL) who are in need of employment. Preference is given to the poorest among poor, SC/STs and parents of child labour withdrawn from hazardous occupation and landless labour.

The Gram Panchayat can take up any work with the approval of the Gram Sabha as per their felt need and available funds. 50 per cent of the funds (including wheat) earmarked to the Gram Panchayats are to be utilized for infrastructure development works in SC/ST localities. Similarly 22.5% funds of Zila Parishads and Panchayat Samities are to be utilised for SC/ST families.

For execution of any of the works, neither contractors are permitted nor middlemen/intermediate agencies can be employed. All the works are executed by the PRIs.

Physical progress of SGRY:

As per scheme guidelines of SGRY, 30 percent employment opportunities should be reserved for women. The physical progress of SGRY, given below for the last two years will justify the women employment.

Table-7

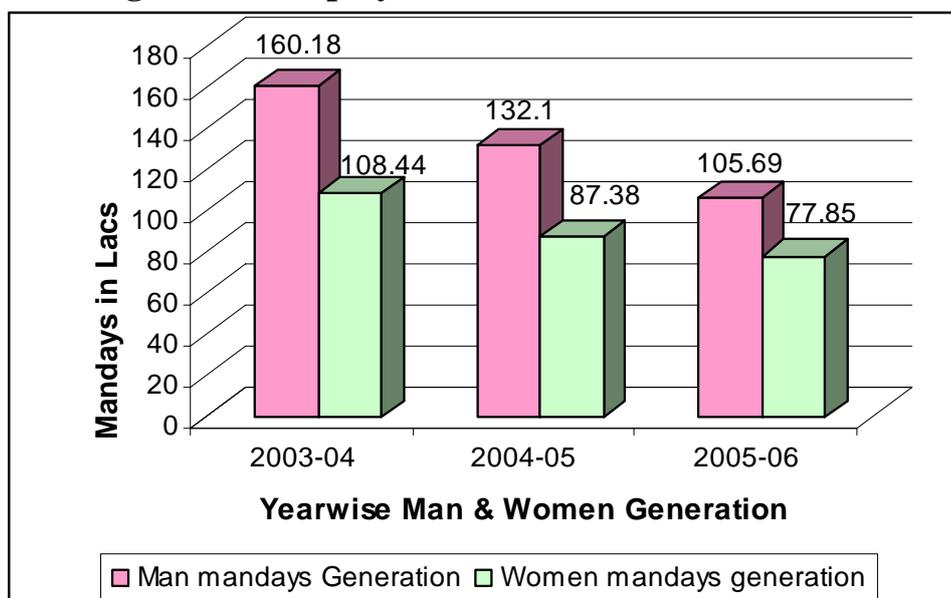
Employment Generation under SGRY for the last three years

(Man days in lacs)

S.No	Year	Total Man days Generation	Women mandays generation	Percentage of women mandays to total man days generation
1	2	3	4	5
1	2003-04	268.62	108.44	40.37
2	2004-05	219.48	87.38	39.81
3	2005-06	183.54	77.85	42.41
	Total	671.64	273.67	40.75

The above table has also been depicted in the following chart:

Figure-7 : Employment Generation under SGRY



It is seen from the above table that during the year 2003-04 of the total mandays generation of 268.62 lakh, 108.44 lakh were of women. During the year 2004-05, 219.48 lakh mandays were generated under the programme of which 87.38 lakh mandays were of women beneficiaries. The percentage of women beneficiaries was 39.81 against the target of 30 percent. During the year 2005-06, the share of women beneficiaries increased to 42.41 percent as out of 183.54 lakh mandays, 77.85 lakh mandays belonged to women beneficiaries. Thus, in short it can be concluded that more than 40% employment generation was for women. The number of women mandays was more than the targets under all the years under reference.

It has been seen from the physical progress of SGRY that against a provision of 30 percent reservation for women beneficiaries nearly 40% beneficiaries were women in SGRY. A financial progress given below will make it more clear that of the total resources how much goes to the poor women beneficiaries.

**Table-8
Year wise Financial Progress of SGRY**

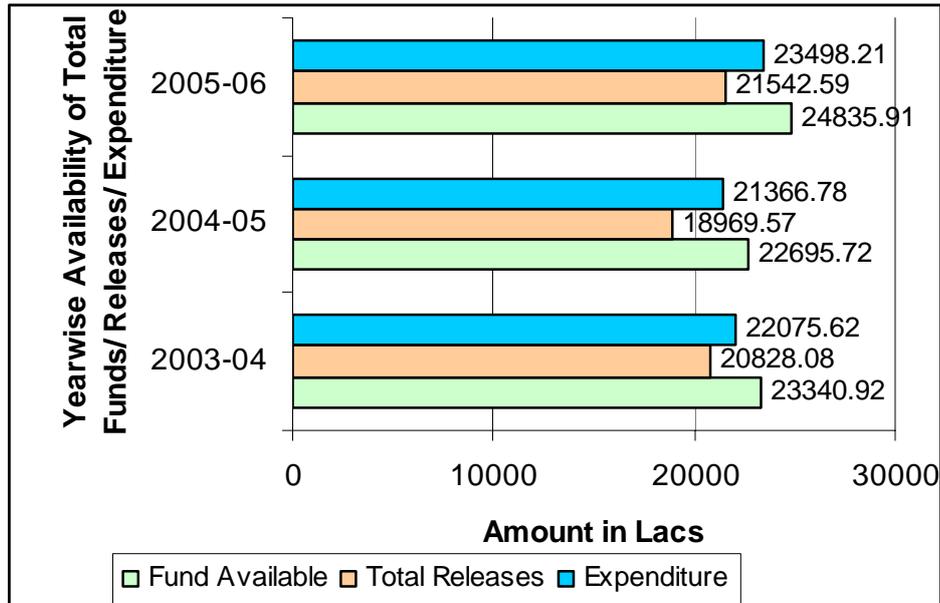
(Rs. in lacs)

S. No	Year	Balance as on 1.4	Actual Receipts			Total Avail. Funds (3+6)	Exp.	% pf Exp.against avail.fund 8/7	% of Exp.Agai nst Receipts
			Central	State	Total				

1	2	3	4	5	6	7	8	9	10
1	2003-04	2512.84	15556.48	5271.60	20828.08	23340.92	22075.62	94.58	105.99
2	2004-05	3726.15	14234.49	4735.08	18969.57	22695.72	21366.78	94.14	112.64
3	2005-06	3293.32	16113.10	5429.49	21542.59	24835.91	23498.21	94.61	109.08
	Total	9532.31	45904.07	15436.17	61340.24	70872.55	66940.61	94.45	109.13

The progress can also be seen at a glance in the following chart:

Figure-8 : Year wise Financial Progress of SGRY



It will not be out of place to mention here that according to the allotment of funds SGRY is the biggest scheme of RD. In this scheme besides financial releases wheat is also allotted by Government of India. In the year 2004-05, 148141 metric ton and in the year 2005-06, 123581 metric ton wheat was allotted under the scheme. Thus this scheme provides maximum employment to the rural poor. The financial progress given in the table shows that in a period of three years more than 600 crores have been received and spent under the programme. According to the physical progress of the programme nearly 40% beneficiaries were women beneficiaries. So if we calculate 40 percent of the allocated/spent funds it comes to nearly 245 crores. Since the wage rate is same for men and women it can be inferred that per year on an average nearly 245 crores are spent on women beneficiaries of SGRY.

3.2 National Food for Work Programme (NFFWP)/National Rural Employment Guarantee Scheme(NREGS)

This programme has been initiated from November, 2004 to provide additional resources to five most backward districts of the State i.e.

Banswara, Dungarpur, Udaipur, Sirohi and Karauli. NFFWP and NREGS both are centrally sponsored schemes. NFFWP is 100 percent centrally scheme where as NREGS is shared between centre and state in the ratio of 100:10 Besides funds, food is also provided free of cost, however, Transpotation, Handling charges etc. are provided by the State Govt.

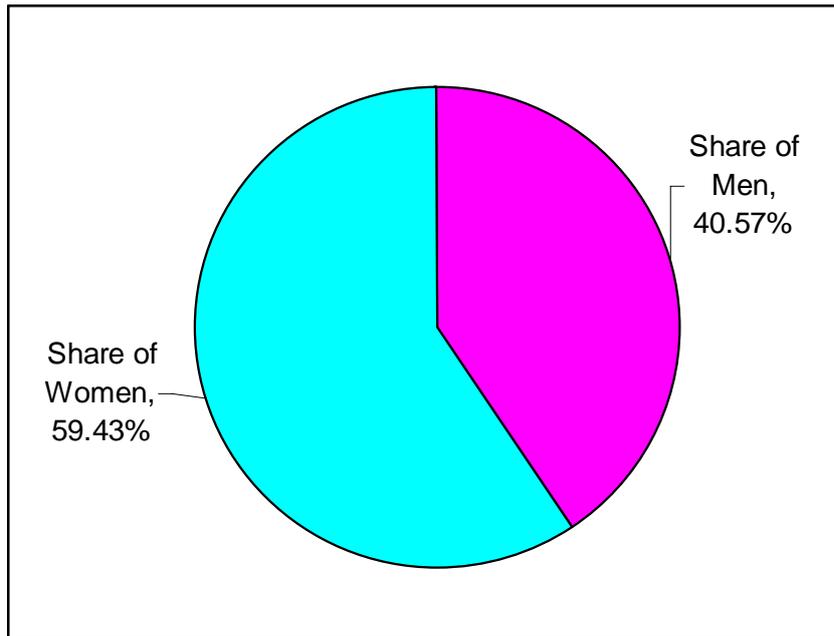
The main objective of the scheme is to provide supplementary wage employment and food security through creation of need based economic, social and community assets in the rural areas of selected districts. Under the scheme target groups are all rural poor. From 2nd February 2006, Govt. of India merged the NFFWP in NREGS. The physical progress of NFWP/NREGS for the last two years has been given in the table that follows:

Table-9
Gender wise Progress of NFFWP/NREGS for the Last Two Years
(Man days in lakh)

S.No	Year`	Total Man days generation	Women man days generation	Percentage of Women Man days to Total Man days
1	2	3	4	5
1	2004-05	33.14	20.98	63.31
2	2005-06	121.07	70.66	58.36
	Total	154.21	91.64	59.43

The following pie diagram clearly indicates the percentage of man and women mandays generation:

Figure-9 : Gender wise Progress of NFFWP/NREGS



It is seen from the above table that during the year 2004-05 in the two schemes namely NFFWP and NREGS which are being implemented in six districts of the State, 33.14 lakh man days were generated of which 20.98 lakh belong to women candidates. Thus, the share of women in total mandays generated is 63.31 percent.

The noteworthy feature of the above table is that during 2005-06 the absolute man days increased more than four times of the preceding year i.e. from 33.14 lakh in 2004-05 to 121.07 lakh in 2005-06. Similarly the women employment generation increased from 20.98 to 70.66 lakh during the same period.

4.0 **Infrastructure Development Programmes:**

As stated above MPLAD, MLALAD, BADP Mewat, Dang, Magra and Sahariya programmes are classified as Infrastructure Development Programmes. Its linkage to the economy is multiple and complex, because it affects production and consumption directly, creates positive and negative spillover effects and involves large inflow of expenditure. Good infrastructure raises productivity and lowers production costs, but it has to be expanded fast enough to accommodate growth.

A number of infrastructure development schemes are implemented through the Department of RD. A brief description of all the infrastructure schemes is given below:

4.1 **Member of Parliament Local Area Development (MPLAD):**

Introduction

The scheme 'Member of Parliament Local Area Development' was announced by the Prime Minister of India on 23rd December 1993. Under the scheme, initially each MP had the choice to suggest works to the head of the district to the tune of Rs. 1 Crore per year, to be taken up in his/her constituency. From the year 1998-99 the funds have been enhanced to Rs. 2.00 crore per MP/Rajya Sabha Member per year. Elected Member of Rajya Sabha representing the whole of the state may select works for implementation in one or more districts in the state from where he/she has been elected. Nominated members of the Rajya Sabha may also select works for implementation in one or more districts from any one state in the country.

MP can also recommend works outside their constituencies/state for construction of assets that are permissible in the guidelines, for rehabilitation measures in the event of "Natural Calamity of rare severity" in any part of the country for an amount not exceeding Rs. 10.00 lakhs, for each calamity.

Objective

The main objective of the programme is creation of social and infrastructure facilities and assets of public utility which are important for development of the area.

Salient Features

The works under the scheme are developmental in nature based on locally felt needs. The emphasis is on creation of durable assets, which shall always be available for public use at large. The ownership of such assets created with MPLADS funds would rest in the Government. The head of district should ensure that provision of maintenance and up keep of the created assets is forthcoming from the concerned local body or relevant agency, that is, Govt. added institution, registered society etc.

The site selected for execution of the work by the MP shall not be changed except with the concurrence of the MP himself.

As far as possible, all sanctions for works should be accorded within 45 days from the date of receipt of the proposals from the concerned M.P.

At the district level, Head of the districts i.e. District Collector will be responsible for the co-ordination and overall supervision of the works under the scheme.

4.2 MLA Local Area Development Scheme (MLALAD):

Introduction

To create the local need based infrastructure development an innovative scheme named as **MLALAD** was launched in the financial year 1999-2000. Under this scheme works recommend by MLAs are sanctioned. In the year 1999-2000, The MLAs were authorized to recommend works up to the cost of Rs. 25.00 lakh which increased to Rs. 40.00 lakh in the year 2000-2001 and Rs. 60.00 lakh in the year 2001-2002.

Objectives

The main objective of the scheme is to create the local need based infrastructure, creation of assets of public utility and to remove regional imbalances of development.

Salient Features

This scheme is hundred percent state sponsored scheme. The scheme is implemented in the rural as well as urban area of the state. 20% of the annual allocation may be proposed for the maintenance of community assets already created in the constituency. NGO/Trust/Registered Societies may be made implementing agencies at the condition that at least 30% amount of the

proposed work is given as contribution by that NGO/Trust/Registered Societies. MLA is authorized to recommend works of Rs. 60.00 lakh per year for his constituency.

Work related to drinking water, approach road, Kharanja & drainage system in abadi area., Sewerage work in urban area, Building works of govt. educational institutions, Desilting of tanks, Development of traditional source of water, Infrastructural development of tourist places, Drinking water facilities for livestock, Hospitals/dispensary buildings for animal health, Medical equipments for govt. hospitals, Hospitals/dispensary building, Bus stand, Community centers. Sports complex, Electrification, Computer in education institutions, Court building etc.can be taken up under the programme.

4.3 Border Area Development Programme (BADP):

Introduction

The Border Area Development Programme (BADP) was introduced in the Seventh Plan as a Centrally Sponsored Scheme (CSS). . BADP is to be seen, as a Central Government intervention strategy to bring about a balanced development of border areas, which encounter area-specific problems like inaccessibility, remoteness, sense of insecurity arising out of threat perception from external aggression, cross-border terrorism and unlawful activities.

Subsequently, during the Eighth & Ninth Five Year Plan, the Government of India further extended the area coverage. Since 1993-94, its

scope, too, was extended to include many other schemes that are relevant for ensuring effective administration and balanced development of border areas.

Objective

The objective of the Programme is infusing a sense of security among the people and building the much needed social and physical infrastructure to propel normal development activities

Salient Feature

This is 100% centrally funded area programme. The programme is being implemented in 13 Blocks of 4 Border Districts i.e. Barmer, Bikaner, Ganganagar and Jaisalmer. Funds are being allocated to State on the basis of Length of International Border.

The Rural Development Department is the nodal department for execution of the programme in the state. The proposals under the programme are initially prepared by the concerned district collectors in consultation

with all the concerned departments and sent to R.D. Department. The proposals are scrutinized and placed before the state level screening committee for approval. After approval of the screening committee, the project profile is to be prepared and sent to the respective districts for implementation of the approved works.

Under BADP majority of the funds are invested for security activities. However, boarder districts have poor social and economic infrastructure, therefore development activities are also undertaken and provided due importance at the time of preparing proposals.

4.4 Mewat Area Development Programme (Mewat):

Introduction

The Meos are small in number but special community in the Districts of Alwar and Bharatpur. The Meos are still traditionally backward. This community is concentrated in the 8 blocks of Alwar District and 3 blocks of Bharatpur District. The area inhabited by Meos is known as Mewat area. This area is socially & economicaly backward. In order to develop this area, Govt. of Rajasthan sponsored a programme known as Mewat Area Development Programme in 1987-88.

Objectives

The main objective is creation of necessary infrastructure facilities, generation of additional employment opportunities for people residing in Mewat area, encourage people for economic development and qualitative improvement in the standard of living of the people of Mewat area.

4.5 Dang Area Development Programme:

Ravinous and gorge affected area infested by dacoits is known as the "Dang Area". These are backward areas and need investments to augment infrastructure facilities to speed up the pace of development. For this purpose Dang Area Development Programme has been relaunched in 2004-05 by Govt. of Rajasthan. The Programme covers 357 Gram Panchayats of 21 Panchayat Samities of 8 Districts (S.Madhopur, Karauli, Dholpur, Baran, Jhalawar, Bharatpur, Kota and Bundi).

4.6 Guru Golwalkar Jan Bhagidari Vikas Yojana:

Programme was initiated in 2004-05 by the State Government in all the 32 districts of the State. The objective of the scheme is to ensure public participation in rural areas for development, employment generation and for construction and maintenance of community assets. Under the scheme, in general areas, 70% funds and in SC/ST areas 80% funds are provided by the State Government. Remaining funds are collected from the public in the form of labour or material or cash.

4.7 Magra Area Development Programme:

Central Southern part of Rajasthan surrounded by hills specially Ajmer, Bhilwara, Pali, Chittorgarh and Rajsamand and not covered under TAD is locally known as "Magra". The development resources in this area are poor including land, water and animals and there is heavy seasonal migration. To improve social and economic status of residents, the "Magra Area Development Programme" has been initiated from 2005-06 in 13 Blocks of above 5 districts. It is proposed to take activities of Watershed Development, Minor Irrigation Schemes, Animal Husbandry, Drinking Water, Education, Electrification, Health and Road Construction for the development of area.

4.8 Swa-Vivek Zila Vikas / Untied Fund Scheme:

In the light of the gaps in the rural infrastructure and prevailing conditions, a new scheme "Swavivek Zila Vikas / Untied Fund Scheme" has been launched in 2005-06 to take up works as per needs of the local area. District Collectors and Divisional Commissioner will decide the works to be taken by fixing priority as per need and to fill critical gaps in other development programmes and local infrastructure not being funded by on going schemes.

4.9 Special Employment Programmme for Sahariya Schedule Tribe:

For the schedule tribe 'Sahariya' residing in Shahbad and Kishanganj Panchayati samitis of the Baran district. Special employment generation programme was initiated in the year 2004-05. The main objective of this programme is to generate regular employment and development of Infrastructure and community assets.

Overall financial progress of all the programmes infrastructure development is given in table 10.

Table-10

Year wise Financial Progress of the Infrastructure Development Programmes

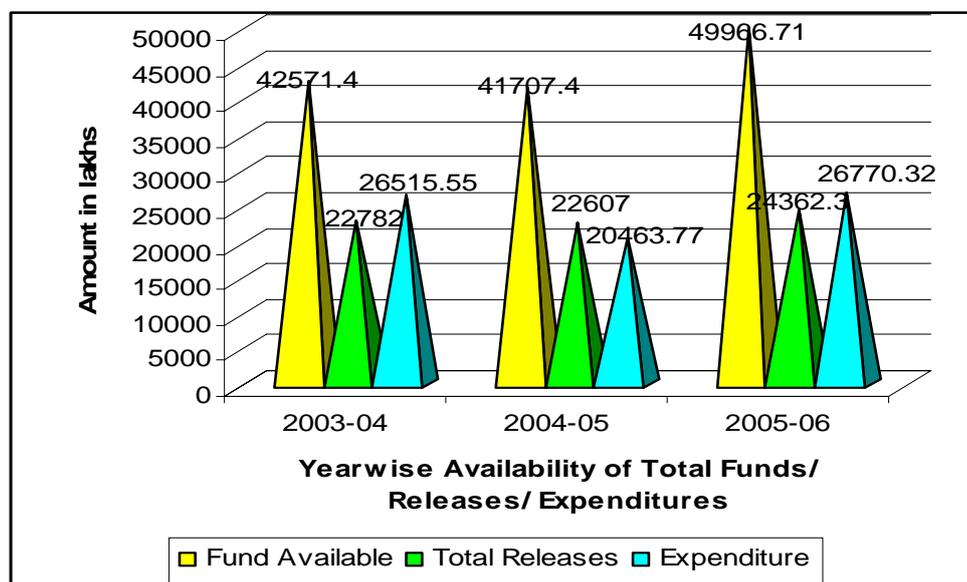
(MPLD+MLALD+BADP+MEWAT+DANG+MAGARA+SAHARIYA)

(Rs. In Lakh)

S. No	Year	Balance as on 1.4.	Receipts			Total available fund(6+3)	Expenditure	% of Exp. against available fund 8/7	% of Exp. against receipt 8/6
			Central	State	Total				
1	2	3	4	5	6	7	8	9	10
1	2003-04	19791.40	10532.00	12250.00	22782.00	42571.40	26515.55	62.28	116.39
2	2004-05	19100.40	10345.00	12262.00	22607.00	41707.40	20463.77	49.06	90.52
3	2005-06	25604.41	10787.29	13575.01	24362.30	49966.71	26770.32	53.58	109.88
	Total	64494.21	31664.29	38087.01	69751.30	134245.51	73749.64	54.94	105.73

The progress can also be seen at a glance in the following chart:

Figure-10 : Year wise Financial Progress of the Infrastructure Development Programmes



It is seen from the above table that all the infrastructure development schemes taken together, play a very important role in the financial resources of the Rural Development Department (RD). All the schemes taken together, nearly 697.51 crore rupees have been received under the programme. In the year 2003-04 and 04-05 nearly 227 crores each and in the year 2005-06, 244 crore were received under the programme. The sex disaggregated figures were not available under any of these programmes. Since construction

activities are undertaken in the infrastructure development programmes where in some works are capital intensive and some labour intensive . If average is taken, it can be assumed that 50 percent is spent on material and remaining 50% on wages. The 50 percent of 697.51crores is nearly 350 crores which is spent on wages. Collecting the data on wage expenditure along with sex disaggregated figures should not be a major problem for the Department of Rural Development, yet efforts will have to be made to make changes in the monthly progress reports of the RD. Since majority of the schemes of the RD are centrally sponsored schemes and the formats of monthly progress reports are designed by Government of India and information is sent to the Government of India as desired by them, sex disaggregated figures are not collected in any of the schemes. However, if the Government is interested in knowing the sex wise details of the schemes of RD, the Department of RD should be requested to include this information in its monthly formats. Since computers are available at the P.S level there should be no problem to collect this data.

5.0 Watershed Development Programmes:

The most important natural resources upon all human activity is based, since time immemorial, is land and water. Unprecedented population pressures and demands of society on scarce land, water and biological resources and the increasing degradation of these resources is effecting the stability and resilience of our eco system and the environment as whole. This emphasized the need for integrated planning and management of land resources.

Three area Development Programmes viz Drought Prone Area Development Programme(DPAP), Desert Development Programme(DDP)_ and Integrated Watershed Development Programme(IWDP) were initiated for the development/treatment of wasteland/degraded lands. A brief description of all the three programmes are given below:

5.1 Desert Development Programme (DDP):-

Introduction

On the recommendations of the National Commission on Agriculture in its Final Report (1976), the Desert Development Programme was started in 1977-78 in the State. DDP has been conceived as a long-term measure for restoration of ecological balance by conserving, developing and harnessing land, water, livestock and human resources.

Objectives

The main objectives of this programme are :- (i) combating drought and desertification; (ii) encouraging restoration of ecological balance; (iii) mitigating the adverse effects of drought and adverse eco-climatic conditions

on crops and livestock and productivity of land, water and human resources; (iv) promoting economic development of village community; and (v) improving socio economic conditions of the resource poor and disadvantaged sections of village community.

Salient Features

Presently, 85 blocks of 16 districts of State viz; Ajmer, Barmer, Bikaner, Churu, Hanumangarh, Jaipur, Jaisalmer, Jalore, Jhunjhunu Jodhpur, Nagaur, Pali, Rajsamand, Sikar, Sirohi and Udaipur are covered under the programme.

Under DDP, funds are directly released to Zila Parishads for implementation of the programme. From 1999-2000, the funding pattern under these programmes has been changed to 75:25 cost sharing basis between the Centre and the States. For the projects sanctioned after 1.4.2000, the project cost is Rs. 30.00 lakh per project consisting of 500 hectares at the rate of Rs. 6,000/- per hectare.

The thrust of the programme is on capacity building and empowerment of village community, ensuring participation of Panchayati Raj Institutions in the programme implementation at grassroots level and transfer of funds as well as decision-making power to the local people.

From 1st April 2003 all the newly sanctioned Watershed Projects are being implemented on the basis of new guidelines "Haryali".

5.2 Drought-Prone Area Programme:

Introduction

The Drought-Prone Area Programme (DPAP) is one of the area development programmes which was started by Government of India in 1974-75 to tackle the special problems faced by those fragile areas which are constantly affected by severe drought conditions. From the year 1995-96, the programme is being implemented on Watershed Basis.

Objectives

The basic objective of the programme is to minimize the adverse effects of drought on the production of crops and livestock and productivity of land, water and human resources. The programme also aims at promoting the overall economic development and improving the socio-economic conditions of the resource-poor and disadvantaged sections inhabiting the programme areas. These objectives are being addressed through taking up development works by watershed approach for land development, water resource development and afforestation/pasture development.

Salient Features

Presently, 31 blocks of 11 districts of the States i.e. Ajmer, Banswara, Baran, Bharatpur, Dungarpur, Jhalawar, Karauli, Kota, S.Madhapur, Tonk and Udaipur are covered under the programme.

Under DPAP, funds are directly released to Zila Parishads for implementation of the programme. From 1999-2000, the funding pattern under these programmes have been changed to 75:25 cost sharing basis between the Centre and the States. For the projects sanctioned after 1.4.2000, the project cost is Rs. 30.00 lakh per project consisting of 500 hectares at the rate of Rs. 6,000/- per hectare.

The thrust of the programme is on capacity building and empowerment of village community, ensuring participation of Panchayati Raj Institutions in the programme implementation at grassroots level and transfer of funds as well as decision-making power to the local people.

From 1st April, 2003 all the newly sanctioned Watershed Projects are being implemented on the basis of new guidelines "Hariyali".

5.3 Integrated Wasteland Development Programme (IWDP):

Introduction

The geographical area of Rajasthan is 342 lakh hectares, out of which about 200 lakh hectares (58%) is estimated as wasteland and degraded lands. Rajasthan is the second largest State in the country in terms of wasteland.

Objectives

The basic objective of the scheme is to take up Integrated Wasteland Development based on Village/Micro Watershed Plans. The stakeholder prepares these plans after taking into consideration land capability, site conditions and local needs.

Salient Features

The IWDP is a centrally sponsored scheme implemented through MRD since 1992-93. The funding pattern of the scheme has been revised from 100% central assistance to sharing in the ratio of 11:1 between the Central and State. The scheme covers all the Non DDP/DPAP blocks of the State.

From 1st April 1995, the programme is being implemented on watershed basis under new guidelines for watershed development.

The programme also helps in generation of employment in rural areas besides enhancing people's participation in the watershed development at all the stages. This leads to equitable sharing of benefits and sustainable development.

At the state level, Rural Development Department is the nodal department and at the district level concerning Zila Parishad is the coordinating and monitoring agency for the projects which are executed by line department like, the Forest, Watershed Development & Soil Conservation and NGO's etc.

A technical committee under the Chairmanship of Dr. C.H. Hanumantha Rao was constituted in 1994 by the Ministry of Rural Development, which recommended a common set of operational guidelines, objectives, strategies and expenditure norms for implementation of area development programmes viz; Desert Development Programme (DDP), Drought Prone Area Programme (DPAP) and Integrated Wastelands Development Programme (IWDP). From the year 1995-96 these programmes are being implemented by the Ministry of Rural Development on Watershed approach.

The common guidelines for Watershed Development provide for a uniform strategy in the implementation of all the Watershed Development Programmes. The main features of this strategy are:

- DDP, DPAP and IWDP Programmes are to be implemented exclusively on Watershed basis.
- Programme activities to be confined to the identified watershed of about 500 hectares and are to be executed on a project basis spanning over a period of five years.
- Watershed project, as far as possible should cover a village.
- Elaborate institutional mechanism at various levels clearly define for effective participation of the local people and the PRIs in all stages of project management.

In the past three years more than 600 crores have been spent under the programme but still a balance of more than 400 crores is available.

Physical Progress of Watershed Programmes:

The table given below will help understanding that how many projects are being implemented under various schemes, how much area is being treated and how much expenditure has been incurred against actual receipts.

Table-11

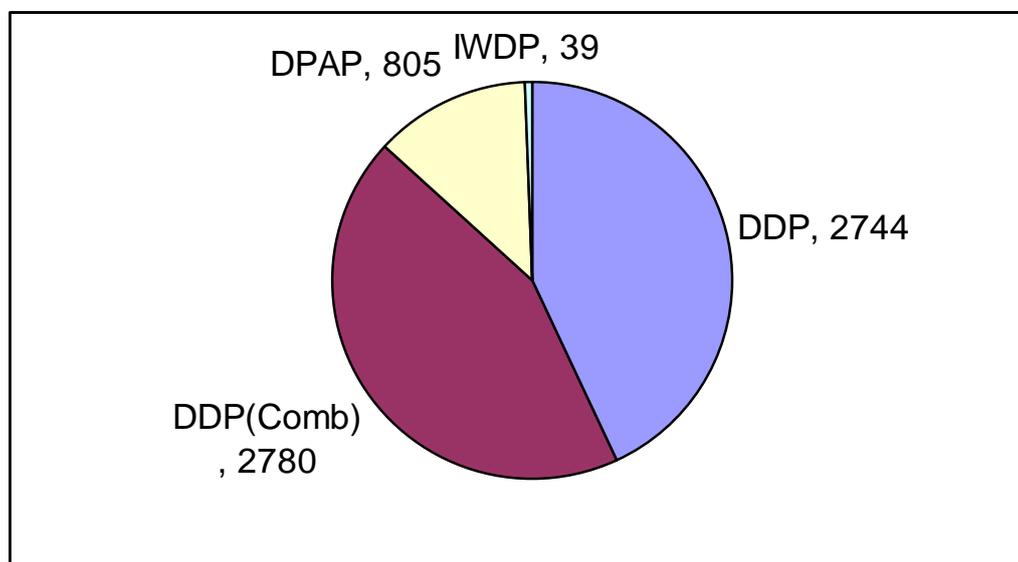
Watershed Scheme wise Projects Sanctioned, Area Covered and Expenditure Incurred Since Inception (1994-2000 to 2005-06)

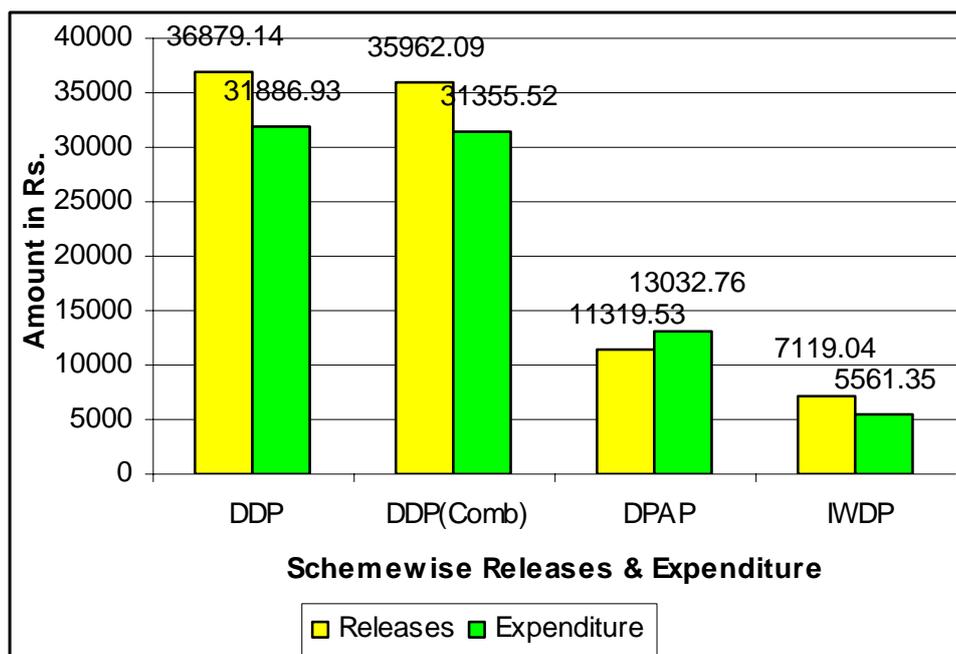
(Rs in lakh)

S. No	Scheme	Sanction Project			Releases	Expenditure
		No	Area in Hect.	Cost		
1	2	3	4	5	6	7
1	DDP	2744	3917500	80975.00	36879.14	31886.93
2	DDP(Comb)	2780	1390000	80330.00	35962.09	31355.52
3	DPAP	805	402500	23970.00	11319.53	13032.76
4	IWDP *	39	196986	11819.16	7119.04	5561.35
	Total	6368	5906986	124194.16	91279.80	81836.56

data from 2003-04 to 2005-06

Figure-11 : Watershed Scheme wise Projects Sanctioned, Area Covered and Expenditure Incurred Since Inception





It is seen from the above table that in DDP and DDP (Comb) in all 5524 projects costing rupees 1613.05 crore have been sanctioned while in DPAP 805 projects costing rupees 239.70 crore have been sanctioned. Thus majority of the funds are received under DDP and DDP combating.

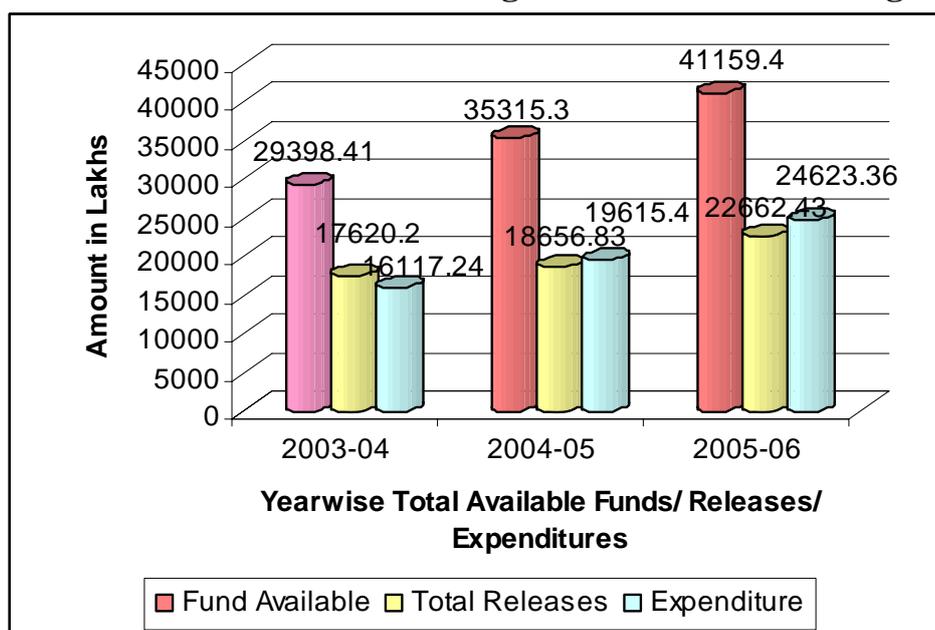
Since the schemes of watershed are for area specific development and sex disaggregated figures are not collected under any of the watershed schemes, the overall financial progress gives a broad picture of the watershed programmes and help understand how much area is being developed.

Table-12
Year wise Financial Progress Of Watershed Programmes
(DDP+DDP(Comb)+DPAP+IWDP) (Rs. in lakh)

S.No	Year	Balance as on 1.4.	Receipts			Total available fund(6+3)	Expenditure	% of Exp. against available fund 8/7	% of Exp. against receipt 8/6
			Central	State	Total				
1	2	3	4	5	6	7	8	9	10
1	2003-04	11778.21	12944.35	4675.85	17620.20	29398.41	16117.24	54.82	91.47
2	2004-05	16658.47	14420.19	4236.64	18656.83	35315.30	19615.40	55.54	105.14
3	2005-06	18496.97	17304.22	5358.21	22662.43	41159.40	24623.36	59.82	108.65
	Total	46933.65	44668.76	14270.70	58939.46	105873.11	60356.00	57.00	102.40

The progress can also be seen at a glance in the following chart:

Figure-12 : Year wise Financial Progress Of Watershed Programmes



It is seen from the table given above that:

- i) Every year the receipts under watershed programmes are increasing, as it has increased from 176.20 crores in 2003-04 and 226.62 crore in 2005-06.
- ii) The average expenditure to total available funds is only 57 percent in the past three years.
- iii) The balances of 1.4. are increasing every year.
- iv) The average expenditure to total receipts in the past three years is 102.40 percent.

For conducting various activities, Self Help Groups are also working under watershed programmes. Hence gender wise data can also be collected for self help groups and the number of members in the group.

6.0 Recommendations :

The Scheme wise analysis of data brings in bold relief that in the individual beneficiary schemes (SGSY, IAY) there is already a provision of reservation for women between 30 to 40 percent and the physical achievements also depict that the benefits are accruing to the women.

In wage employment scheme i.e. SGRY, NFFWP and NREGP also 40 percent benefits are going to women beneficiaries.

In infrastructure development programmes the sex disaggregated figures are not available because the main aim of the scheme/programme is development of infrastructure. However, no infrastructure development is

possible without employment of labour, of course the ratio of labour may vary from work to work. There is no provision in the MPR format to collect the details of labour employed. So like SGRY, the department can include two columns in the MPR formats of infrastructure development schemes in which mandays generation along with women mandays generation can be collected. This will not only generate gender wise information but will also give a complete and factual picture of labour, material ratio in various schemes.

The watershed approach programmes like DDP, DPAP and IWDP also do not provide gender responsive budgeting. Recently, in watershed programmes also works are carried out by SHGS formed in watershed programmes. The details of SHG may be collected gender wise. Similarly in various activities of watershed, information of women mandays generation can also be collected. The MPR format can be amended slightly and in all the construction activities in which employment is given; data for women employment generation can be collected.

To conclude, the Department of Rural Development is giving benefits to the rural women as per norms of the scheme and in some cases over and above the norms. However, in infrastructure development schemes and area development schemes there is no such provision. It is recommended that the Department should amend the MPR formats to collect gender wise data for construction activities also.
