

ଓଡ଼ିଶା ରାଜ୍ୟ ମୁକ୍ତ ବିଶ୍ୱବିଦ୍ୟାଳୟ, ସମ୍ବଲପୁର  
ODISHA STATE OPEN UNIVERSITY, SAMBALPUR

ଓଡ଼ିଶା ରାଜ୍ୟ ମୁକ୍ତ ବିଶ୍ୱବିଦ୍ୟାଳୟ,  
ସମ୍ବଲପୁର, ଓଡ଼ିଶା

**Odisha State Open University**  
**Sambalpur, Odisha**

ଗ୍ରାମାଞ୍ଚଳର ବିକାଶରେ ଡିପ୍ଲୋମା କାର୍ଯ୍ୟକ୍ରମ  
**DIPLOMA IN RURAL DEVELOPMENT**  
**(DRD)**

**LEGAL PROVISIONS AND PROGRAMMES OF**  
**RURAL DEVELOPMENT**





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Odisha State Open University, Sambalpur, Odisha  
Established by an Act of Government of Odisha.

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## **DIPLOMA IN RURAL DEVELOPMENT**

**DRD-06**

### **Rural Development in Odisha**

**Block**

**4**

#### **Legal Provisions and Programmes of Rural Development**

##### **Unit – 1**

**Legal provisions – PESA Act, MGNREG Act, Forest Resources Act**

##### **Unit – 2**

**Programmes – SGSY, NRLM-Odisha, Housing schemes for Rural Poor – Mo Kudia & BPGY**

##### **Unit – 3**

**Other State Schemes-GGY, FCA, TSC, BRGF, MGNREGS – Odisha, CC Road and Drinking Water Supply scheme**

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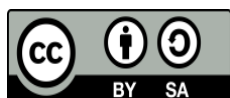
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## Unit-1

### Legal provisions – PESA Act, MGNREG Act, Forest Resources Act

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#### Learning Objectives:

After completion of this unit, you should be able to:

- *list out various provisions of PESA*
- *explain MGNREGA Act and its salient features*
- *explain Forest Resources Act*

#### Structure:

- 1.1 Introduction
- 1.2 PESA Act
  - 1.2.1 Introduction
  - 1.2.2 History and Background
  - 1.2.3 Various Provisions of PESA
  - 1.2.4 Implementation of PESA
- 1.3 MGNREG Act
- 1.4 Forest Resources Act
- 1.5 Let us Sum Up
- 1.6 Key Words
- 1.7 Suggested Readings
- 1.8 Check Your Progress-Possible Answers

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### 1.1 Introduction

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This unit discusses the legal provisions of three important aspects of rural development. This will help you to understand various provisions and salient features of Panchayats (Extension to Scheduled Areas) Act (PESA), Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) and Forest Resources Act for the development of people living in rural areas. While PESA ensures self-governance through Gram Sabhas for people living in Scheduled areas in India, MGNREGA guarantees at least 100 days of wage-employment to the rural poor in India. Forest (Conservation) Act restricts the use of forest land for non-forest purposes, and permits only unavoidable use of forest land for various developmental purposes.





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## 1.2 PESA Act

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### 1.2.1 Introduction

The 73<sup>rd</sup> Constitutional Amendment Act ushered in a national framework of decentralisation and local self-government through a three-tier Panchayati Raj (PR) system. While all the provisions in the 73rd amendment were not applicable to the Scheduled Areas, the provisions that suited customs / traditions of tribals and recognised their right to protect and manage their resources and livelihoods were extended to these areas in 1996 through an Act of Parliament - the Panchayats (Extension to the Scheduled Areas) Act, 1996 popularly known as PESA. The PESA is a law enacted by the Government of India for ensuring self-governance through traditional Gram Sabhas for people living in the Scheduled Areas of India. Scheduled Areas are areas identified by the Fifth Schedule of the Constitution of India. Scheduled Areas are found in ten states of India which have predominant population of tribal communities. The Scheduled Areas were not covered by the 73<sup>rd</sup> Constitutional Amendment or Panchayati Raj Act of the Indian Constitution as provided in the Part IX of the Constitution. PESA was enacted on 24 December 1996 to extend the provisions of Part IX of the Constitution to Scheduled Areas, with certain exceptions and modifications. PESA sought to enable the Panchayats at appropriate levels and Gram Sabhas to implement a system of self-governance with respect to a number of issues such as customary resources, minor forest produce, minor minerals, minor water bodies, selection of beneficiaries, sanction of projects, and control over local institutions. PESA is viewed as a positive development for tribal communities in Scheduled Areas who had earlier suffered tremendously from engagement with modern development processes and from the operation of both colonial laws and statutes made in independent India. The loss of access to forest, land, and other community resources had increased their vulnerability. Rampant land acquisition and displacement due to development projects had led to large scale distress in tribal communities living in Scheduled Areas. PESA was seen as a panacea for many of these vulnerabilities and sought to introduce a new paradigm of development where the tribal communities in such Scheduled Areas were to decide by themselves the pace and priorities of their development.

Despite the great potential of PESA to turn around the destinies of people living in the Scheduled Areas the implementation of PESA in the 10 States, namely, Andhra Pradesh, Maharashtra, Madhya Pradesh, Gujarat, Rajasthan, Himachal Pradesh, Jharkhand, Chhattisgarh, Odisha and Telangana (newly formed State in 2014) has left much to be desired. Communities and Gram Sabhas are still struggling to establish their rights guaranteed by this impressive statute.



### 1.2.2 History and Background

When the 73<sup>rd</sup> Amendment of the Constitution was passed Article 243 (M) of the Constitution mandated that the Panchayati Raj structure shall not be applicable to the Scheduled Areas. However, it was provided that Panchayati Raj may be made applicable to Scheduled Areas if Parliament by a law provides “for such a law subject to such exceptions and modifications as may be specified in such law, and no such law shall be deemed to be an amendment of this Constitution for the purposes of article 368”. In effect, after the recommendations of the Dilip Singh Bhuria committee, the Parliament passed the PESA act in 1996 to extend the provisions of Part IX of the Constitution related to Panchayati Raj to scheduled Areas with certain exceptions and modifications.

The seeds of special provisions for special tracts called Scheduled Tracts/ Areas which would have different laws applicable to them had been in making since almost 60 years before independence. The initial thrust of British territorial conquest was met with great resistance by tribal communities. Accordingly, a conciliatory approach was taken by the British as a practical response. Accordingly, the Scheduled District Act, 1874 ensured that such areas could be made exempt from the operation of certain Acts which could prove detrimental to such areas. Thereafter Montague-Chelmsford Report (1918), which formed the basis of the Government of India Act 1919, concluded that the political reforms contemplated for the rest of India could not apply to these backward areas as “there was no material on which to establish political institutions”. The Simon Commission and the Government of India act 1935 were also based on the policy of relative non-interference in scheduled Areas in the context of severe deprivations and the massive land alienation and presence of informal and exploitative credit in such areas. The Fifth schedule of the constitution of free India was thus a culmination of the above Acts.

However, the deprivation of the people, especially Scheduled Tribes, living in such areas and the denial of access to community resources, including land and forest continued unabated, both in colonial times, and to a great extent, even post-independence. The deprivation of forest resources with the British insistence on sourcing teak and rubber from the forests and expropriating forest resources from the communities through colonial Acts (most notably the Indian Forest Act, 1927) led to severe vulnerability in such areas. The Wildlife Protection Act and the Forest Conservation act further constricted the space for manoeuvre for such communities leaving them practically without rights to the forests with which they had cohabited for centuries.

Another significant source of deprivation arose out of the massive displacement of tribal communities from such areas because of large development projects. It is



estimated that while STs constitute only 8% of the population of India, their share in the total number of people displaced is almost 40%. One of the most significant alienating factors was the fact that tribal customs and ways of self-governance were not recognised, as customary authority gave way to centralised governance systems.

Because of a culmination of the above factors, tribal regions saw a number of violent movements and civil unrest. Realization slowly seeped in that the issues that plague the tribal communities in such areas cannot be solved unless a comprehensive legislation was passed ensuring a large level of self-governance to village communities with special provisions to ensure access to protect traditional culture, religious practices, and customary modes of dispute resolution; to ensure ownership over minor forest produce and management of minor water bodies, and to ensure that the village community shall have the central place in delivery of schemes, projects, and programs.

A number of social movements, and activists were responsible for the passing of PESA. One of the tallest among them was Mr B. D. Sharma, an ex-bureaucrat and a social crusader for tribal rights.

### **1.2.3 Various Provisions of PESA**

#### **i) State legislation to be in conformity with customary law, social and religious practices, and customary modes of dispute resolution:**

The onus was on the State legislatures to make laws which were compliant with the spirit of self-governance in PESA. The State Legislatures are not to make any laws which are against the provisions laid down in Section 4 of PESA. As per Section 5 of PESA any law which is inconsistent with PESA shall continue to be in force until the State Legislature repeals it or within one year of the PESA Act receiving the assent of the President, whichever is earlier. This implies that any state subject law which may be against provision of PESA, automatically is deemed null and void in the eyes of the law.

#### **ii) Hamlet level villages and Gram Sabhas**

In the Panchayati Raj structure the Gram Sabhas are coterminous with the Gram Panchayats. This one-to-one relationship is sought to be broken down in PESA. PESA defines a village as a "habitation or a group of habitation or a hamlet or a group of hamlets comprising a community and managing its affairs in accordance with traditions". Every such village shall have a Gram Sabha as per Section 4 (c).



Villages in Scheduled Areas are often widely dispersed and with low density of population. The traditional Panchayati Raj structure may not cater to the needs of such dispersed habitations. Often such villages are placed at some distance from the headquarters of the Gram Panchayat. This makes engagement of the people of the distant villages very difficult with the mainstream political discourse at the Gram Panchayat level. The possibility that all development will be concentrated in the headquarter village of the Gram Panchayat cannot be discounted. Hence, the provision of PESA which allows hamlets to become villages and have their own Gram Sabhas ensures deepening of democratic decentralization. However, mere formation of village is not enough. It is expected that the hamlet level Gram Sabhas are also aided with funds, functions, and functionaries that are implicit in the guarantee of PESA.

**iii) Every Gram Sabha shall be competent to safeguard and preserve the traditions and customs of the people, their cultural identity, community resources and the customary mode of dispute resolution.**

This segment of PESA gives to Gram Sabhas a degree of self-governance based on their customary practices. However, it has been left to State legislatures to interpret the translation of these provisions. This is one of the most neglected provisions as most state governments have failed to gauge the true potential of this provision. In most states there has been hardly any attempt to document the customary and traditional ways of governance in tribal communities. Nor have there been many attempts to enshrine the same in PESA Rules.

**iv) Approval of Plans and Projects and selection of beneficiaries by Gram Sabhas**

Gram Sabha shall approve plans / programmes and projects before their implementation and shall also be responsible for identification or selection of person as beneficiaries under various programmes. This will ensure that the local communities are able to make the political and administrative systems accountable and transparent, and also ensure effective service delivery in the remote areas where very often the Scheduled Area villages are situated.

**v) Ownership of Gram Sabhas over Minor Forest Produce (MFP)**

Section 4 (m) (ii) of PESA gives to the Panchayats at the appropriate level and the Gram Sabhas the ownership over minor forest produce. This was one of the most radical interventions in Scheduled Area legislations as far as livelihood and cultural issues are concerned. The move, in effect, should have ended all kinds of State (read forest department) monopoly. However, State monopolies still persist in Minor Forest Produce, especially in lucrative MFP like Bamboo and Kendu. It is interesting





to observe here that the Forest Rights Act, 2006 also defines a central role to the Gram Sabha in the management of minor forest produce. Evidently, any state monopolies, in this context, are patently illegal.

**vi) Reservations for Scheduled Tribes in the appropriate Panchayats**

This reservation in local bodies is in proportion to population of the community, but, not less than half; all seats of chairperson of Panchayat at all levels shall be reserved for Scheduled Tribes.

**vii) Power to prevent land alienation and restore illegally alienated land**

In view of the historical fact of massive land alienation from tribal to non-tribal persons the gram sabhas have been given the power of preventing land alienation. In effect, no land can be transferred from a tribal to a non-tribal person. This provision of PESA has a number of implications, including the ones that arose after the delivery of the Samatha judgement by the Supreme Court.

**viii) Power to manage village markets**

PESA gives to the Gram sabhas the power to manage village markets.

**ix) Management of minor water bodies**

PESA gives to the Gram Panchayats the power to manage minor water bodies. Minor Water Bodies are generally water bodies which irrigate up to 100 Hectares of land. The rights to fishery and other riparian rights also accrue to the Gram Panchayats.

**x) Exercising control over money lending**

Money Lending, especially usurious money lending, has been a problem of long-standing in the Scheduled areas. This arises, especially because of lack of institutional credit. PESA allows Gram Sabhas to exercise control over money-lending activities.

**xi) Power of Gram Sabha to exercise control over institutions and functionaries in all social sectors**

The Gram Sabha should have control over local institutions and functionaries. These local level institutions include the Gram Panchayats, the Anganwadis (child nutrition centres), the health sub-centres, schools, ration shops, etc. The Gram sabha is competent to take detailed review of these institutions and their functionaries.

Ideally, the Gram Sabha should also be involved in the budgeting exercise and in ensuring social audit of all schemes.



#### **xii) Control over local plans and resources and the Tribal sub-Plan (TSP)**

The TSP is a part of Central and State Budgets in India which are kept aside specifically for the various schemes and programmes that intend to benefit the tribal communities. It is expected in PESA that the local tribal communities shall have control over the TSP and other local plans and resources. PESA does not make clear whether this control will be direct or indirect. However, on reading this provision with other sub-sections of PESA it can be assumed that the Gram Sabhas and the Panchayats at the appropriate level should be deeply involved in the formulation and execution of the plan.

#### **xiii) Right to be consulted before land acquisition**

Land acquisition, especially in Scheduled Areas has been a vexed question in India for very long. PESA provides that village communities need to be consulted in a meaningful fashion to ensure that the voice of the community is taken into account before decisions about land acquisition are made by the administrative apparatus.

#### **xiv) Consent before auction of minor minerals**

Minor Minerals, in Scheduled Areas to which PESA is applicable, can be auctioned only after the specific permission of the Gram Sabha.

#### **xv) Right to impose prohibition**

The Gram Sabhas and the Panchayats at the appropriate level have the right to enforce prohibition and to regulate the sale of intoxicants.

### **1.2.4 Implementation of PESA**

Great hopes arose in scheduled Areas after the passing of PESA in 1996 as it was viewed to be the panacea for many of the problems that plagued such areas. However, even after two decades since the passing of Act, the implementation of the Act is sketchy at best. PESA relied on the legislatures of the ten scheduled Area states to make necessary changes to State Panchayati law and the state subject laws to bring them in line with PESA. It was assumed that in keeping with the spirit of PESA (especially Section 4 (n)) the higher levels of governance shall not appropriate the powers of the lower levels. However, in reality, the State laws were either not amended in line with PESA or amended only to partially correspond to the letter and



spirit of PESA. Many of the powers that needed to accrue to the Gram Sabhas were only delegated to the Gram Panchayat. This violated the cardinal assumption of PESA of hamlet level villages having their own Gram Sabhas with the rights enshrined in PESA to be available to them.

One of the most severe violations arose in the context of rights over minor forest produce. Section 4 (m) (ii) of PESA gave to the Gram Sabhas the ownership over minor forest produce. However, most of the States retained monopolies over minor forest produce, ostensibly for protecting tribal communities. Control over Tendu and bamboo trade, two of the most lucrative of MFP, remained in the hands of the forest department in most states.

One of the reasons for the states managing to retain monopoly over MFP was the failure of PESA act to define what constituted a MFP. States often took the plea that Minor Forest produce inasmuch as PESA is concerned, is the way MFP is defined in the state laws. In most of the state laws high value MFPs like bamboo and tendu were not in the list of minor forest produce. In fact, in the Indian Forest Act, 1927 in Section 2(7) bamboo has been defined as a tree.

However, the unwillingness of State Governments to implement the provisions of PESA went far deeper. Even after the FRA, 2006 clearly defined MFP included bamboo and kendu as non-timber forest produce, there was hardly any substantial change in the PESA states.

Apart from these issues, PESA remained unworkable because most Scheduled Area states did not publish PESA Rules which could have provided a working template to put this Act into action. The failure of most states to publish rules reflects poorly on the Centre as it has not been able to prevail on the States to implement the mandatory provisions of PESA.

Many people have commented on the non-implementation of PESA. Shri B D Sharma, former civil-servant and former Commissioner for Scheduled Castes and Scheduled Tribes, wrote in his letter to the President of India that the “ruling elite are not prepared to go by the spirit of PESA. It remains virtually unimplemented in all States”. The Planning Commission in a comprehensive study in 2008 commented that “the rudderless implementation of PESA, albeit partial and perfunctory, faces the first estoppels at the level of defining the ‘village’ that comprises the community, and ‘competence’ of Gram Sabha to manage the affairs of the community in terms of its customs and traditions”.



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## 1.3 MGNREG ACT

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### 1.3.1 Introduction

The Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is a path breaking legislation entitling the rural poor, guaranteed employment as a means of sustenance averting hunger and distress, ultimately lifting them from the trap of poverty. This Act provides the necessary safety net for job seeking rural poor and in a way different from the conventional approach as it is based on some non-negotiable rights which empower the people, enforce accountability and transparency in implementation and by creating rural infrastructure of durable nature hastens up economic growth by reducing poverty. It puts the people at centre stage as active participants and not passive recipients, and is a milestone towards realization of right to work.

It guarantees at least 100 days of wage-employment to the rural poor in India. In the first phase, MGNREGA was implemented in 200 most backward districts with effect from February 2, 2006 and was extended subsequently to additional 113 and 17 districts with effect from 1<sup>st</sup> April 2007 and 15<sup>th</sup> May 2007, respectively. The remaining districts were included under the Act with effect from April 1, 2008. Thus, the Act now covers all the rural districts of the country.

### 1.3.2 Background

The provision of gainful ‘employment for all’ is one of the policy goals of India. Accordingly, there have been many programme interventions in this regard particularly since the Sixth Five-year Plan. The major schemes introduced are: National Rural Employment Programme (NREP) 1980-89; Rural Landless Employment Guarantee Programme (RLEGP) 1983-89; Jawahar Rozgar Yojana (JRY) 1989-99; Employment Assurance Scheme (EAS) 1993-99; Jawahar Gram Samridhi Yojana (JGSY) 1999-2002; Sampoorna Grameen Rozgar Yojana (SGRY) 2001-08; and National Food for Work Programme (NFFWP) 2004-08. Although there has been an improvement in employment generation through these programmes in rural areas over the years, some sections of rural population especially those unskilled, casual, manual labourers remained unaffected by these measures. This was mainly because these programmes typically offered only relief-type employment opportunities rather than creating productive, durable assets. Some other limitations of the earlier public wage employment programmes were: poor programme coverage; the majority of beneficiaries did not belong to the neediest group as these programmes had weak self-targeting features; the planning process was top down and there was little community participation in planning; there was no minimum targeted participation of women; there was no ban on contractors in execution of



works or use of machinery. Moreover, there was no guarantee of employment for longer period or payment of the minimum wages, which compelled the government to ensure guaranteed jobs for substantial period of a year and minimum wages. However, at the State level, the Government of Maharashtra had formulated the Maharashtra Employment Guarantee Scheme under the Maharashtra Employment Guarantee Act, 1977 to provide wage-employment to those who demanded it and, thereby, providing a statutory framework to wage employment programmes.

Based on the experience of these programmes, the National Rural Employment Guarantee Act (NREGA) was enacted in 2005 to reinforce the commitment towards livelihood security in rural areas. Accordingly, the National Rural Employment Guarantee Scheme (NREGS) under the NREGA is being implemented with effect from February 2, 2006 in India. Subsequently, this Act was renamed as Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA). This is a unique scheme as compared to the earlier employment programmes launched in the country. In fact, the scheme goes beyond providing a livelihood opportunity towards guaranteeing the right to work.

With the launching of NREGS, hitherto ongoing schemes of the Sampoorna Grameen Rozgar Yojana (SGRY) and National Food for Work Programme (NFFWP) were merged with NREGS. These schemes had been gradually withdrawn since 2006-07 and totally withdrawn w.e.f April 2008. While the primary objective of SGRY was to provide additional and supplementary wage employment, and thereby provide food security and improve nutritional level in all rural areas, besides the creation of durable community, social and economic assets and infrastructural development in rural areas, the objective of NFFWP was to provide additional resources apart from the resources available under SGRY so that the generation of supplementary wage employment and food security through creation of need based economic, social and community assets is further intensified. The above two programmes were open to all rural poor who were in need of wage employment and desired to do manual unskilled work. MGNREGA has only further highlighted these objectives along with wage employment guarantee for 100 days to the rural households.

### **1.3.3 Objectives of MGNREGA**

The basic objective of the Act is to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. The Act is also intended to serve other objectives such as generating productive assets, rejuvenating the natural resource base of the area concerned, empowering rural



women, strengthening grass-root democratic institutions, reducing rural-urban migration and fostering social equity.



### 1.3.4 Key Features of the Scheme

- Any rural household seeking benefit under the act will have to apply for registration to the local Gram Panchayat, in writing, or orally.
- The Gram Panchayat after due verification will issue a Job Card to the household as a whole.
- Job card-holding household(s) may submit a written application for employment to the Gram Panchayat if they are willing to do unskilled manual work.
- Employment should be given within 15 days of application for work by an employment seeker. If a worker who has applied for work under MGNREGA is not provided employment within 15 days from the date on which work is requested, an unemployment allowance shall be payable by the State Government at the rate prescribed in the Act.
- Priority should be given to women in employment so as to ensure that at least one-third of persons to whom work is allotted are women.
- Persons working under the scheme are entitled to wages at the wage rate notified by the Central Government under section 6(1) of the Act.
- Notified wage rates shall also be displayed prominently at the worksites.
- Disbursement of wages has to be done on weekly basis and not beyond a fortnight.
- With a view to infuse transparency & enhancing integrity in the wage payment process, MGNREGA has made a statutory requirement that payment of wages are made through banks or post offices only.
- Panchayat Raj Institutions (PRIs) have a principal role in planning and implementation.
- Each district has to prepare a five year District Perspective Plan, Annual Work Plan, (Development Plan) and shelf of project. The selected works to provide employment are to be selected from the list of permissible work at Schedule I of MGNREGA. The shelf of projects has to be prepared on the basis of priority assigned by Gram Sabha.
- At least 50% of the works have to be taken up by Gram Panchayat for execution.
- A 60:40 wage and material ratio has to be maintained at GP level for all works to be taken up by GPs and works to be taken up by agencies other than GPs, same should be maintained at the Block/intermediate Panchayat levels.
- Contractors and use of labour displacing machinery is prohibited.
- Work should ordinarily be provided within 5 km radius of the village or else extra wages of 10% are payable.



- Social audit has to be done by the Gram Sabha.
- Grievance redressal mechanisms have to be put in place for ensuring a responsive implementation process.
- All accounts relating to the scheme are to be made available to any person desirous of obtaining a copy of such records, on demand and after paying a specified fee.
- The central government bears the entire cost of wages of unskilled manual workers and 75% of the cost of material, wages of skilled and semi-skilled workers.
- Administrative expenses determined by the central government including the salary and allowances of the programme officer, supporting staff and cost of worksites facilities are also borne by the central government.

### 1.3.5 New Initiatives of the Ministry of Rural Development

- i. New works have been added to the existing list of permissible works under MGNREGA with a focus to strengthen synergy between MGNREGA and rural livelihoods, particularly in agriculture. Besides ensuring durable quality assets, the expansion of MGNREGA works is likely to improve the socio-economic condition of marginalised section of the society [viz. SC/ST/Small and Marginal farmers/IAY beneficiaries/Forest Right Act beneficiaries etc.] as most of the new works are now permitted on the land or homestead of specified individual beneficiaries.
- ii. To reduce the gap between Labour Budget projection and achievements of States/UTs, the revised Operational Guidelines have suggested a detailed participatory bottom up planning for preparation of Labour Budget.
- iii. To ensure timely and accurate capture of labour demand, applications for work can now be registered through telephones including mobile phones. To make this system convenient to illiterate workers, provisions have been made to include Interactive Voice Response System (IVRS) and voice-enabled interactions.
- iv. To increase women participation in the Scheme, major initiatives are being suggested including, opening individual bank/post office accounts for all women workers, identifying and providing Job Cards to widowed, deserted and destitute women, who qualify as a household under the Act.
- v. In order to access the entitlements under MGNREGA, the wage seekers need to be made aware of various provisions of the Scheme. Thus, the States have been asked to organize MGNREGA workers into labour groups. This would provide the workers a platform for articulating a collective voice and facilitating registration of wage demand in rural areas.
- vi. Since disabled and other vulnerable persons have specific needs, the States have been advised to create an enabling environment for their inclusion in



- MGNREGA activities. The States are to conduct a Work and Time Motion Study and prepare a separate Schedule of Rates (SoR) for physically challenged and other vulnerable sections of the society.
- vii. To reduce delay in payment of wages, Ministry has initiated “Electronic Fund Management System (e-FMS). This has been successfully initiated in Karnataka, Orissa, Gujarat, Tripura and Rajasthan, for directly crediting wages into beneficiary accounts using Core Banking System. e-FMS captures real time transactions, eliminates delays in wage payments and leakages.
  - viii. e-FMS with Post Offices (Sanchaya Post) are being attempted to ensure real time fund flow to the workers’ post office accounts. The Ministry has encouraged the use of business correspondent model, smartcards and bio-metrics to ensure that payment is made to Mahatma Gandhi NREGA workers at their door-step.
  - ix. Electronic Muster Rolls (e-MRs) are pre-printed muster rolls digitally populated with the names of the workers who demand works under MGNREGA. e-MRs are generated through NREGA Soft. Besides reducing processing time for payment of wages, e-MRs help in eliminating fake muster rolls, reducing ghost workers and improving data entry into NREGA Soft.
  - x. The Ministry has undertaken a number of initiatives with other Ministries/Departments for effective implementation of Mahatma Gandhi NREGA. Some of the major convergence/ collaborations are:
    - a. Construction of Individual Household Latrine (IHHL) under Swachh Bharat Abhiyan.
    - b. Construction of Anganwadi Centres as a convergence project with the Integrated Child Development Services (ICDS) Scheme of M/o of Women and Child Development.
    - c. Ministry of Youth Affairs and MGNREGA convergence for construction of play fields.
    - d. Rubber Board (Ministry of Commerce) and MGNREGA convergence.
    - e. Convergence of MGNREGA with PMGSY.
    - f. Aajeevika Skills aims to skill rural youth who are poor and provide them with jobs having regular monthly wages at or above the minimum wages. Registration of work demand of MGNREGA workers through Anganwadi Sahayakas.
    - g. Convergence with Integrated Watershed Management Programme of Dept. of Land Resources
  - xi. Regular review and discussions with senior officials of Dept. of Financial Services and Dept. of Post for timely payment of wages through banks and Post Offices, respectively.
  - xii. Discussions are being held with Dept. of Telecom to expedite internet connectivity at GP level.



- xiii. Regular review meetings are held with officials of UIDAI for seeding of ADHAAR numbers of MGNREGA workers in NREGASoft.
- xiv. The scope of Rashtriya Swasthya Bima Yojna (RSBY) has been expanded to provide health insurance to Mahatma Gandhi NREGA workers who have worked for fifteen days in the previous financial year with effect from 2011-12.
- xv. A Programme Advisory Group (PAG) on MGNREGA has been constituted to (a) operationalize the revised MGNREGA Operational Guidelines 2013 (b) analyse the policy planning and implementation issues (c) provide support to State Governments for effective implementation of the programme. The PAG identifies policy and implementation issues related to Mahatma Gandhi NREGA at the local, state and national level for focusing entitlements and livelihoods, covering processes and procedures, systems and institutions, techniques and technologies.
- xvi. To strengthen transparency and accountability in the operation of MGNREGA activities, the Mahatma Gandhi NREGA Audits of Schemes Rules have been notified in June 2011. The rules make it necessary to have a social audit conducted by the Gram Sabha according to the prescribed procedure under the Act, at least twice a year.
- xvii. Standard Operating Procedures has been formulated to effectively address issues of concern on implementation of MGNREGA. The new mechanism delineates procedures and timelines for managing various types of complaints including financial and procedural irregularities.
- xviii. To strengthen the grievance redressal mechanisms, States have been advised for the appointment of Ombudsman at the District-level. The Ombudsmen are independent of the jurisdiction of the Central or State Government. The Ombudsman has the powers, inter alia to receive complaints from MGNREGA workers and facilitate their disposal in accordance with law; issue direction for conducting spot investigation; lodge FIRs against the erring parties; initiate proceedings; report his findings to the Chief Secretary of the State and the Secretary, State Nodal Department for appropriate legal action against erring persons.

### 1.3.6 Key Issues

There is no doubt that MGNREGA is the first tangible commitment to the poor that they can expect to earn a living wage, without loss of dignity, and demand this as a right. The guarantee of 100 days of employment per household at minimum wages is possibly the most important feature of the Act. Even though the Act has had a positive impact on the lives of the millions of people across the poorest districts in the country, there are a number of implementation problems. The MGNREGA objective can be fulfilled only if States implement it by ensuring conformity to

processes prescribed under the Act. Therefore, there is a need to address the issues which have become hurdles for its success. The key issues are as follows:

- i. Workers know very little about their entitlements under MGNREGA: work on demand, unemployment allowance, worksite facilities, minimum wages, and so on. If the awareness drives are not conducted properly, most labourers will remain unaware of their entitlements under MGNREGA, and the demand-driven nature of MGNREGA will be weakened.
- ii. It is stated in the Act that work would be provided within 15 days of written application. If the work could not be provided within this period then the applicants would get unemployment allowance. However, it is not followed strictly anywhere.
- iii. As per the Act, disbursement of wages has to be done on weekly basis and not beyond a fortnight. However, in most of the cases there is delay in payment of wages.
- iv. Transparency of muster rolls is essential to prevent corruption in the labour component of MGNREGA.
- v. The convergence of MGNREGS works with other programmes has not been made everywhere.
- vi. The effective quality management mechanism for execution of MGNREGA works has not been enforced in many places.
- vii. There is lack of adequate administrative and technical manpower at the block and GP levels. These have affected the preparation of plans, scrutiny, approval monitoring and measurement of works, and maintenance of stipulated records at the block and GP level. Besides affecting the implementation of the scheme and the provision of employment, this also impacted adversely on transparency, and made it difficult to verify the provision of the legal guarantee of 100 days of employment on demand.
- viii. The GPs are not conducting the social audits regularly.
- ix. One major issue relating to MGNREGA is how, in addition to productive employment, the potential for creation of productive assets that benefit the community can be realized. Sustainability of MGNREGA in the long run hinges on this factor. To the extent that village plans based on recommendations of the Gram Sabha are properly taken into account in preparing the district perspective plan and the district annual plan ('shelf of projects'), and not hijacked by vested interests, the participatory and decentralised planning and implementation process as envisaged under MGNREGA can be sustained. As the rural poor realize the larger and lasting social benefits flowing out of the works undertaken based on the village-level plans, the demand for employment is also likely to go up, besides creating strong incentives for community maintenance of such assets created.







- x. In fact, just as important as the nature of assets created from the point of view of long-term sustainability of MGNREGA, is the issue of effective maintenance of such assets. This needs to be seriously addressed because the MGNREGA framework has no provision-both financial and institutional- to take care of this problem. There is critical evidence that the assets created such as water harvesting structures which are desirable from the point of view of equitable social benefits are precisely the ones which tend to suffer the most due to lack of maintenance. If maintenance of MGNREGA assets is a major issue from the point of view of productivity of, and sustained flow of benefits from, these assets, this would then call into question rigid adherence to the norm of 60:40 ratio of wage cost to material cost. In effect, the nature and purpose of MGNREGA investments vis-a-vis other ongoing water-related programmes such as the watershed mission need to be clarified in this context.

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## 1.4 FOREST RESOURCES ACT

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### 1.4.1 Introduction

To conserve the forests and for matters connected therewith or ancillary or incidental thereto, the Forest (Conservation) Act was enacted in 1980 by the Government of India. The Act is recognised by all as a unique piece of legislation, and a regulatory mechanism that reflects the collective will of the nation to protect its rich biodiversity and natural heritage and that permits only unavoidable use of forest land for various developmental purposes. It embodies the firm commitment of the Government of India to balance the conservation of forests with the sustainable development need of the country contributing to better environment, health and economy. The remarkable feature of this Act is that it is regulatory and not prohibitory. The Act was enacted with the twin objectives of restricting the use of forest land for non-forest purposes, and preventing the de-reservation of forests that have been reserved under the Indian Forest Act, 1927.

### 1.4.2 Application of the Forest (Conservation) Act, 1980

The Forest Conservation Act of 1980 (FCA) is applicable to whole of India except the State of Jammu and Kashmir. It can be seen as a single biggest legislative initiative in Indian history to slow deforestation caused by the conversion of forestlands to non-forest purposes. Under this Act, no State Government can authorise such conversion without securing Central Government's approval. Section 2 of the Act states that notwithstanding anything contained in any other law for the



time being in force in a State, no State Government or other authority shall make, except with the prior approval of the Central Government, any order directing

- i. that any reserved forest or any portion thereof, shall cease to be reserved;
- ii. that any forest land or any portion thereof may be used for any non-forest purpose;
- iii. that any forest land or any portion thereof may be assigned by way of lease or otherwise to any private person or to any authority, corporation, agency or any other organisation not owned, managed or controlled by Government;
- iv. that any forest land or any portion thereof may be cleared of trees which have grown naturally in that land or portion, for the purpose of using it for reafforestation.

For the purpose of this section, "non-forest purpose" means the breaking up or clearing of any forest land or portion thereof for (a) the cultivation of tea, coffee, spices, rubber, palms, oil-bearing plants, horticultural crops or medicinal plants; (b) any purpose other than re-afforestation; but does not include any work relating or ancillary to conservation, development and management of forests and wildlife, namely, the establishment of check-posts, fire lines, wireless communications and construction of fencing, bridges and culverts, dams, waterholes, trench marks, boundary marks, pipelines or other like purposes.

The Hon'ble Supreme Court has expanded the definition of forest to be understood not only in its dictionary sense but also any area recorded as forest in any government record irrespective of its ownership in its orders dated 12<sup>th</sup> December, 1996 in WP No 202/1995. Prior to it the word 'forest' was limited only to government declared forests irrespective of whether it had tree cover or not. Likewise, areas with significant tree cover were not regarded as 'forest' simply because in government records it was not declared as 'forest'. Due to this, large areas under good forest cover were outside the purview of the Forest (Conservation) Act, 1980.

The FCA does not itself ban any non-forest activity or the de-reservation of forest land. What the law says is that any such non-forest activity requires that the permission of the Central Government be secured for such actions. The Act has been given credit by some for slowing the rate of deforestation in India, in part by providing a defence against political pressures –where the State Governments may be particularly vulnerable - for converting forest areas to other uses.

Since 1980, Rules and Guidelines have been framed for diversion of forest land for non-forestry purposes. Since its inception, the Act has facilitated developmental activities like construction of power projects, irrigation projects, roads, railways, schools hospitals, rural electrification, telecommunication, drinking water facilities,



mining etc. on forest lands and checked the indiscriminate diversion of pristine forest areas. Between 1950 and 1980, approximately 4.3 million hectare of forest lands was diverted at the rate of 1.50 lakh hectare per annum by the various State Governments/UT Administrations. This diversion came down significantly after the Forest (Conservation) Act, 1980. However, there has been a steady increase, since 1991 in the area diverted under the Act.

The Act empowers the Central Government to constitute a committee to advise the Government with a grant of approval under Section 2, as also on any other matter connected with the conservation of forest and referred to it by the Central Government. It provides for the punishment of imprisonment, extendable to fifteen days for the contravention of the provisions of the Act. The Act provides for punishment of offenders from the Government Departments, including Head of the Departments and authorities. However, these persons can escape criminal liabilities if they can prove that (1) the offence was committed without their knowledge, and (2) they had exercised all due diligence to prevent the committing of such offence.

## 1.5 Let Us Sum Up

In this unit we discussed legal provisions of rural development relating to Panchayats Extension to Scheduled Areas, Mahatma Gandhi National Rural Employment Guarantee Scheme, and Forest Resources. We discussed background of these Acts, their provisions and implementation.

### Check Your Progress I

Note: a) Use the space provided for your answers.

b) Check your answers with the possible answers provided at the end of this unit.

#### Q.1 What is PESA Act ?

Ans.

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#### Q2: List the important provisions under PESA.



**Ans.**

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**Q3: What are the important objectives of MGNREGA ?**

**Ans.**

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**Q4: What is forest resource act ?**

**Ans.**

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**5) What are the major environmental concerns India is grappling today ?**

**Ans.**

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## 1.6 Key Words

<b>Gram Panchayat:</b>	A gram panchayat is the cornerstone of a local self-government organisation in India. It is the panchayati raj system at the village level and has a sarpanch as its elected head.
<b>Gram Sabha:</b>	Gram Sabha means a body consisting of all persons whose names are included in the electoral rolls for the Panchayat at the village level.
<b>Minor Forest Produce:</b>	It is defined as all non-timber forest produce of plant origin and includes bamboo, brushwood, stumps, canes, Tusser, cocoon, honey, waxes, Lac, tendu/kendu leaves, medicinal plants and herbs, roots and tuber of the plants.
<b>Muster Roll:</b>	A “muster roll” is essentially a labour attendance register, pertaining to a particular worksite and a particular period. It is also used as a receipt, to claim funds from the Programme Officer for the payment of wages.
<b>Panchayati Raj:</b>	The system of decentralized governance in India is also known, popularly, as the Panchayati Raj. Panchayat means an elected village assembly and Raj literally stands for governance. The system operates at three levels: village, block and district, each of which is empowered to look after its own affairs.
<b>Scheduled Areas:</b>	The term Scheduled Areas has been defined in the Indian Constitution as “such areas as the President may by order declare to be Scheduled Areas”. Paragraph 6 of the Fifth Schedule of the Constitution prescribes procedure for scheduling, rescheduling and alternation of Scheduled areas.

## 1.7 Suggested Readings

1. Panchayats (Extension to Scheduled Areas) Act, 1996





[https://en.wikipedia.org/wiki/Panchayats\\_\(Extension\\_to\\_Scheduled\\_Areas\)\\_Act\\_1996](https://en.wikipedia.org/wiki/Panchayats_(Extension_to_Scheduled_Areas)_Act_1996)

2. PESA, 1996  
<http://www.tribal.nic.in/actRules/PESA.pdf>
3. UNDP (2012). Panchayat Raj (Extension to Scheduled Areas) Act of 1996: Policy Brief.
4. The Gazette of India (2005). The National Rural Employment Guarantee Act, 2005, New Delhi. <http://nrega.nic.in/rajaswa.pdf>.
5. The Forest (Conservation) Act, 1980.
6. Govt. of India. Reference Material for National Level Monitoring, Ministry of Rural Development, New Delhi

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## 1.8 Check Your Progress – Possible Answers

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### Check Your Progress I

Q.1 What is PESA Act ?

**Ans :** The 73<sup>rd</sup> Constitutional Amendment Act ushered in a national framework of decentralisation and local self-government through a three-tier Panchayati Raj (PR) system. While all the provisions in the 73rd amendment were not applicable to the Scheduled Areas, the provisions that suited customs / traditions of tribals and recognised their right to protect and manage their resources and livelihoods were extended to these areas in 1996 through an Act of Parliament - the Panchayats (Extension to the Scheduled Areas) Act, 1996 popularly known as PESA. The PESA is a law enacted by the Government of India for ensuring self-governance through traditional Gram Sabhas for people living in the Scheduled Areas of India.

Q2: List the important provisions under PESA.

**Ans:** Various provisions under PESA are :

- i) State legislation to be in conformity with customary law, social and religious practices, and customary modes of dispute resolution:
- ii) Hamlet level villages and Gram Sabhas



- iii) Every Gram Sabha shall be competent to safeguard and preserve the traditions and customs of the people, their cultural identity, community resources and the customary mode of dispute resolution.
- iv) Approval of Plans and Projects and selection of beneficiaries by Gram Sabhas
- v) Ownership of Gram Sabhas over Minor Forest Produce (MFP)
- vi) Reservations for Scheduled Tribes in the appropriate Panchayats
- vii) Power to prevent land alienation and restore illegally alienated land
- viii) Power to manage village markets
- ix) Management of minor water bodies
- x) Exercising control over money lending
- xi) Power of Gram Sabha to exercise control over institutions and functionaries in all social sectors
- xii) Control over local plans and resources and the Tribal sub-Plan (TSP)
- xiii) Right to be consulted before land acquisition
- xiv) Consent before auction of minor minerals
- xv) Right to impose prohibition

**Q3: What are the important objectives of MGNREGA ?**

**Ans :** The basic objective of the Act is to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. The Act is also intended to serve other objectives such as generating productive assets, rejuvenating the natural resource base of the area concerned, empowering rural women, strengthening grass-root democratic institutions, reducing rural-urban migration and fostering social equity.

**Q4: What is forest resource act ?**

**Ans:** To conserve the forests and for matters connected therewith or ancillary or incidental thereto, the Forest (Conservation) Act was enacted in 1980 by the Government of India. The Act is recognised by all as a unique piece of legislation, and a regulatory mechanism that reflects the collective will of the nation to protect its rich biodiversity and natural heritage and that permits only unavoidable use of forest land for various developmental purposes. It embodies the firm commitment of the Government of India to balance the conservation of forests with the sustainable development need of the country contributing to better environment, health and economy. The remarkable feature of this Act is that it is regulatory and not prohibitory. The Act was enacted with the twin objectives of restricting the use of forest land for non-forest purposes, and preventing the de-reservation of forests that have been reserved under the Indian Forest Act, 1927.



## Unit-2

### Programmes – SGSY, NRLM-Odisha, Housing schemes for Rural Poor – Mo Kudia & BPGY

#### Learning Objectives:

After completion of this unit, you should be able to:

- *explain the objectives of SGSY and NRLM*
- *list features of NRLM*
- *explain the objectives of Biju Pucca Ghar Yojana*

#### Structure :

- 2.1 Introduction
- 2.2 SGSY
- 2.3 NRLM-Odisha
- 2.4 Housing Schemes for Rural Poor
- 2.5 Let Us Sum Up
- 2.6 Key Words
- 2.7 Suggested Readings
- 2.8 Check Your Progress-Possible Answers

## 2.1 Introduction

There are a number of development programmes implemented for rural poor in India. While some programmes are implemented across the States in India, there are some state specific programmes. We will discuss here self-employment programmes like Swarnjayanti Gram Swarozgar Yojana (SGSY) and National Rural Livelihoods Mission (NRLM), which are centrally sponsored schemes and are implemented in the State of Odisha. We will also discuss here the state sponsored schemes for housing in Odisha like Mo Kudia and Biju Pucca Ghar Yojana (BPGY). While NRLM is a restructured scheme of SGSY, BPGY has replaced Mo Kudia scheme.

## 2.2 Swarnjayanti Gram Swarozgar Yojana (SGSY)

### 2.2.1 Introduction



Swarnjayanti Gram Swarozgar Yojana (SGSY) was an initiative launched by the Government of India to provide sustainable income to poorest of the poor people living in rural areas of the country. It aimed at providing self-employment to villagers through the establishment of self-help groups. Activity clusters are established based on the aptitude and skill of the people which are nurtured to their maximum potential. Funds are provided by NGOs, banks and financial institutions. It was launched as an integrated programme for self-employment of the rural poor with effect from April 1, 1999.

With the coming into effect of the SGSY, the earlier programmes, viz. Integrated Rural Development Programme (IRDP), Training of Rural Youth for Self Employment (TRYSEM), Development of Women and Children in Rural Areas (DWCRA), the Ganga Kalyan Yojana (GKY) as well as the Million Wells Scheme were no longer in operation.

### **2.2.2 Objectives**

The main purpose of the SGSY programme was to bring the assisted poor families (Swarozgaries) above the Poverty Line by providing them with income generating assets through a mix of bank credit and government subsidy. SGSY aimed at establishing a large number of micro enterprises in the rural areas building upon the potential of rural poor. Below Poverty Line (BPL) families living in rural areas constitute the target group of SGSY and within the target groups and special safeguards have been provided to vulnerable section by way of reserving 50% benefits to SCs/STs, 40% for women and 3% for persons with disabilities. The assisted families may be individual or Self Help Groups (SHGs). However, as per implementing guidelines, SGSY favours the group approach.

### **2.2.3 Working of the Scheme**

The SGSY was intended to provide self-employment to millions of villagers. Poor families living below the poverty line were organised into Self-help groups (SHGs). The main aim of these SHGs was to bring these poor families above the poverty line and concentrate on income generation through combined effort. The scheme recommended the establishment of activity clusters or clusters of villagers grouped together based on their skills and abilities. Each of these activity clusters worked on a specific activity chosen based on the aptitude and skill of the people, availability of resources and market potentiality.

The SHGs are aided, supported and trained by NGOs, CBOs, individuals, banks and self-help promoting institutions. Government-run District Rural Development

Agencies (DRDA) and the respective State governments also provided training and financial aid. The programme focuses on establishing microenterprises in rural areas.



The SHGs created may have a varying number of members based on the terrain and physical abilities of the members. It goes through three stages of creation:

- Group formation,
- Capital formation through the revolving fund and skill development, and
- Taking up of economic activity for skill generation.

The SHGs are usually created by selecting individuals from the below poverty line (BPL) list provided by the Gram Sabha. The SHGs are divided into various blocks and each of these blocks concentrated on 4-5 key activities. The SGSY was mainly run through government-run DRDAs with support from local private institutions, banks and Panchayati raj institutions. The Government also assists villagers in marketing their products by organizing melas or fairs, exhibitions, etc.

#### **i) Strategy:**

The SGSY is different from earlier Programmes, in terms of the strategy envisaged for its implementation. It has been conceived as a holistic Programme of self-employment. It covers all aspects of self-employment of the rural poor, viz. organisation of the poor into Self Help Groups (SHGs) and their capacity building, training, selection of key activities and planning of activity clusters, infrastructure build up, technology and marketing support.

#### **ii) Social Mobilisation of the poor:**

A major shift of the SGSY, from the erstwhile programmes, is its emphasis on the social mobilisation of the poor. The programme focuses on organisation of the poor at grassroots level through a process of social mobilisation for poverty eradication. Social mobilisation enables the poor to build their own organisations (SHGs) in which they fully and directly participate and take decisions on all issues that will help them in coming above the poverty line. A SHG may consist of 10-20 persons belonging to families below the Poverty Line and a person should not be a member of more than one group. In the case of minor irrigation schemes and in the case of disabled persons, this number may be a minimum of five. Efforts have to be made to involve women members in each SHG and 50% of Self-Help Groups in each block should be exclusively of women. Group activities are to be given preference and progressively, majority of the funding should be for Self-Help Groups.

#### **iii) Activity Clusters - Planning and Selection:**





The SGSY also emphasizes assistance to the Swarozgaris only for those activities which have been identified and selected as key activity in terms of their economic viability in the area. Each Block has to concentrate on 4-5 Key Activities based on local resources, occupational skills of the people and availability of markets so that the Swarozgaris can draw sustainable incomes from their investments. The SGSY adopts a Project approach for each Key Activity and Project Reports are to be prepared in respect of each identified Key Activity. The Banks and other financial institutions have to be closely associated and involved in preparing these Project Reports, so as to avoid delays in sanctioning of loans and ensure adequacy of financing. Selection of the activities has to be done with the approval of the Panchayat Samitis at the Block level and District Rural Development Agency/Zilla Parishad at the District level. These Key Activities should preferably be taken up in Activity Clusters so that the backward and forward linkages can be effectively established and economies of large scale production can be reaped. A major share of the assistance to be provided under the SGSY should also be for Activity Clusters.

#### **iv) Target Group:**

Families below Poverty Line (BPL) in rural areas constitute the target group of the SGSY. Within the target group, special safeguards have been provided to vulnerable sections, by way of reserving 50% benefits for SCs/STs, 40% for women and 3% for disabled persons.

#### **v) Financial Assistance:**

Assistance under the SGSY, to individual Swarozgaris or Self Help Groups, is given in the form of subsidy by the Government and credit by the Banks. Credit is the critical component of the SGSY, subsidy being a minor and enabling element. Accordingly, the SGSY envisages greater involvement of the Banks. They are to be closely involved in the Planning and preparation of Project Reports, identification of activity clusters, infrastructure planning as well as capacity building and choice of activity of the SHGs, selection of individual Swarozgaris, preceded activities and post-credit monitoring including loan recovery. SGSY also seeks to promote multiple credits rather than a one-time credit injection. The credit requirements of the Swarozgaris need to be carefully assessed and the Swarozgaris are allowed, in fact encouraged, to increase credit intake, over the years. Subsidy under the SGSY to individuals is uniform at 30% of the Project Cost subject to a maximum of Rs. 7500/-. In respect of SCs/STs, the subsidy is 50% of the Project Cost, subject to a maximum of Rs. 10,000/-. For groups of Swarozgaris, the subsidy is 50% of the cost of the scheme, subject to a ceiling of Rs. 1.25 lakh.

There is no monetary limit on subsidy for Irrigation Projects. Subsidy is back ended, i.e. it is released as part of the loan to be adjusted against last installment on satisfactory utilization of the loan for the micro enterprise. No interest is charged on the subsidy amount.

**vi) Training of Swarozgaris:**

The SGSY seeks to lay emphasis on skill development through well-designed training courses. Those, who have been sanctioned loans, are to be assessed and given necessary training. The design, duration and the training curriculum is tailored to meet the needs of the identified key activities. DRDAs are allowed to set apart up to 10% of the SGSY allocation on training. This may be maintained as “SGSY – Training Fund”.

**vii) Infrastructure Development:**

SGSY provides for review of existing infrastructure for the cluster of activities and identification of gaps. Under SGSY, critical gaps in investments have to be made up, subject to a ceiling of 20% (25% in the case of North Eastern States) of the total allocation made under the SGSY for each District. This amount is maintained by the DRDAs as “SGSY –Infrastructure Fund”.

**viii) Marketing and Technology Support:**

SGSY attempts to ensure upgradation of technology in the identified key activity. The technology intervention seeks to add value to the local resources, including processing of the locally available material from natural and other resources for the local and non-local market. SGSY also provides for promotion of marketing of the goods produced by the Swarozgaris, which involves organization and participation in exhibitions/ melas at District/State/National/International levels to display and sell goods produced by the Swarozgaris, provision of market intelligence, development of markets and consultancy services, as well as institutional arrangements for marketing of the goods including exports.

**ix) Implementing Agencies:**

SGSY is being implemented by the District Rural Development Agencies (DRDAs), with the active involvement of Panchayati Raj Institutions (PRIs), the Banks, the Line Departments and the Non-Government Organisations (NGOs).

**x) Funding Pattern:**

The Swarnjayanti Gram Swarozgar Yojana (SGSY) is financed on 75:25 cost sharing base between Centre and State Governments.

**xi) Monitoring:**

A comprehensive system of monitoring has been adopted under SGSY. The programme is monitored from the Central level down to the grass root level. At the Central level, the Central Level Co-ordination Committee (CLCC) monitors and reviews the implementation of the Programme and lays down Policy Guidelines for all aspects related to credit linkages for the SGSY. The Performance Review



Committee of the Department of Rural Development also reviews the implementation of SGSY. At the State level, a State Level Coordination Committee (SLCC) monitors the Programme. In addition, the progress under SGSY is periodically monitored through Reports and Returns submitted by DRDAs/States. Detailed monitoring formats for reporting progress of the Programme have been circulated to all the DRDAs. Implementation of the Programme is monitored and reviewed through the Project Directors, Workshops and periodic Meetings with the State Secretaries. At the Block/DRDA level, monitoring is done through field visits and physical verification of assets. Efforts are underway to bring all the DRDAs of the country within online networks for smooth flow of information from the Districts to the Centre and the States/UTs

**xii) Special Projects under SGSY:**

To try out new initiatives and for coordinated efforts of different Departments in poverty reduction, 15% of the funds under SGSY are set aside by the Ministry for special projects. The projects can be in any individual district or across the districts. The objective of each special project is to ensure a time bound programme for bringing a specific number of BPL families above the Poverty Line through self-employment programmes. The Projects may involve different strategies to provide long term sustainable self-employment opportunities either in terms of organisation of the rural poor, provision of support infrastructure, technology, marketing, training etc. or a combination of these.

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## **2.3 National Rural Livelihoods Mission - Odisha**

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### **2.3.1 Introduction**

During 1980's, programmes like Integrated Rural Development Programme (IRDP), Training of Rural Youth for Self Employment (TRYSEM), Development of Women and Children in Rural Areas (DWCRA), Supply of Improved Toolkits to Rural Artisans (SITRA), Ganga Kalyan Yojana (GKY), and the Million Wells Scheme (MWS), etc., were the major programmes implemented in the country with the basic objective of alleviating rural poverty. On account of multiplicity poverty alleviation programmes, the desired linkages among the programmes were not established effectively. These programmes were more concerned with achieving individual programme targets rather than focusing on the substantive issue of sustainable income generation. The Planning Commission set up a committee under the chairmanship of Prof S R Hashim in 1997, to review and rationalize various Centrally Sponsored Schemes for Poverty Alleviation and Employment Generation. The Committee recommended the integration of allied programmes with IRDP for better linkages. The report formed the base for shifting from an individual



beneficiary approach to a group approach for poverty alleviation. Based on the recommendations of the Planning Commission, the schemes of TRYSEM, SITRA, GKY, DWCRA and

MWS were merged into a single self-employment programme namely Swarnjayanti Gram Swarozgar Yojana (SGSY), which was implemented by the States, with effect from April, 1999. SGSY had the objective of improving the family incomes of the rural poor while at the same time, providing for a flexibility of design at the grassroots level to suit local needs and resources. The objective of the restructuring was to provide sustainable income generation through micro-enterprise development, both land-based and otherwise. SGSY moved from the individual oriented approach of the earlier programmes like the IRDP, TRYSEM etc. to a group based approach with Self Help Groups (SHG) of rural BPL as the unit of assistance. The cornerstone of the SGSY strategy was that the poor need to be organized and their capacities built up systematically so that they can access self employment opportunities. This restructuring also helped in establishing effective linkages between the various components of the programme, such as capacity building of the poor, credit availability, technology transfer/up gradation, marketing and infrastructure development. Performance of SGSY was assessed through concurrent evaluations, various studies and reports. Prof. Radhakrishna Committee on Credit Related Issues Related to SGSY, set up by the Ministry of Rural Development in April, 2008 reported the shortcomings in the implementation of SGSY like uneven mobilisation of rural poor and formation of SHGs across the States, insufficient capacity building of beneficiaries, low credit mobilization and lack of professionals to implement the programme. Based on the findings of the report, Odisha was the first state in the country to launch National Rural Livelihoods Mission (NRLM) in its bid to bring down rural poverty by promoting diversified and gainful self-employment to the rural poor. NRLM has been launched in the State on 18th April, 2011. It is the restructured scheme of SwarnaJayanti Gram Swarozgar Yojana (SGSY). This scheme was implemented in a mission mode having focus to create sustainable livelihood opportunities for the rural poor households and nurture till they are come out of poverty and lead a quality life. This is a centrally sponsored scheme with a proportionate ratio of 75:25 between Centre & State, subsequently renamed as “Aajeevika”, and implemented it in a mission mode across the country. The programme was formally launched on 3rd June, 2011. It aims at creating efficient and effective institutional platforms of the rural poor enabling them to increase household income through sustainable livelihood enhancements and improved access to financial services. The mission has set out an agenda to cover 7 crore rural poor households, across 600 districts, 6000 blocks, 2.5 lakh Gram Panchayats and 6 lakh villages in the country through self-managed Self Help Groups (SHGs) and federated institutions and support them for livelihoods collectives in a period of 8-10 years. In addition, the poor would be facilitated to achieve increased access to their rights,

entitlements and public services. The scheme was succeeded by Deen Dayal Antyodaya Yojana on 25 September 2015.



NRLM recognizes that the poor people have the potential to come out of poverty with proper handholding, training and capacity building and credit linkage. The handholding support to the SHGs will be in the form of external and internal support. External support structure will consist of dedicated professional institutions at the state level, district level and sub-district level whereas internal support structure will evolve in the form of SHG federations at the village level and block level and later on at district level. NRLM also recognizes that poor people have multiple livelihoods wage employment and self-employment. It will stabilize and enhance incomes from both the livelihoods. It will also promote diversification of livelihoods. These families will be supported to broaden their livelihoods through assets and skill acquisition. This will enhance the quality of their livelihoods significantly. Since the level of development of each state is different so also the availability of local resources and the level of skills of the people, therefore, the state will have the flexibility to develop their own action plans based on their local requirements and availability of resources. It is a demand driven phased implementation approach spanning over 5-7 years. Thus, the NRLM adopting an intensive approach and the SGSY based on a non-intensive approach will co-exist during the transition. Eventually, all blocks and gram panchayats would be brought under the intensive NRLM approach.

### 2.3.2 Features of NRLM

The main features of NRLM are as follows:

- Universal social mobilization through formation of SHGs under NRLM;
- SHG federations will be set up at the levels of villages, cluster of villages, blocks and districts;
- The goal of universal financial inclusion will be furthered by enabling SHGs to be linked to banks and to access credit from them;
- Capacity building and training;
- Rural Self Employment Training Institutes (RSETIs) are being set up with the aim of having at least one such institution in each district of the country;
- Provision of enhanced revolving fund and capital subsidy revolving fund;
- Introduction of interest subsidy;
- Professional support at all levels;



- Involvement of states for state specific action plans; and
- Special projects for skill up-gradation and placement.

### 2.3.3 Mission, Principles and Values

The core belief of National Rural Livelihood Mission (NRLM) is that the poor have innate capabilities and a strong desire to come out of poverty. They are entrepreneurial, an essential coping mechanism to survive under conditions of poverty. The challenge is to unleash their capabilities to generate meaningful livelihoods and enable them to come out of poverty.

#### 2.3.3.1 Mission

To reduce poverty by enabling the poor households to access gainful self-employment and skilled wage employment opportunities resulting in appreciable improvement in their livelihoods on a sustainable basis, through building strong and sustainable grassroots institutions of the poor.

#### 2.3.3.2 Guiding Principles

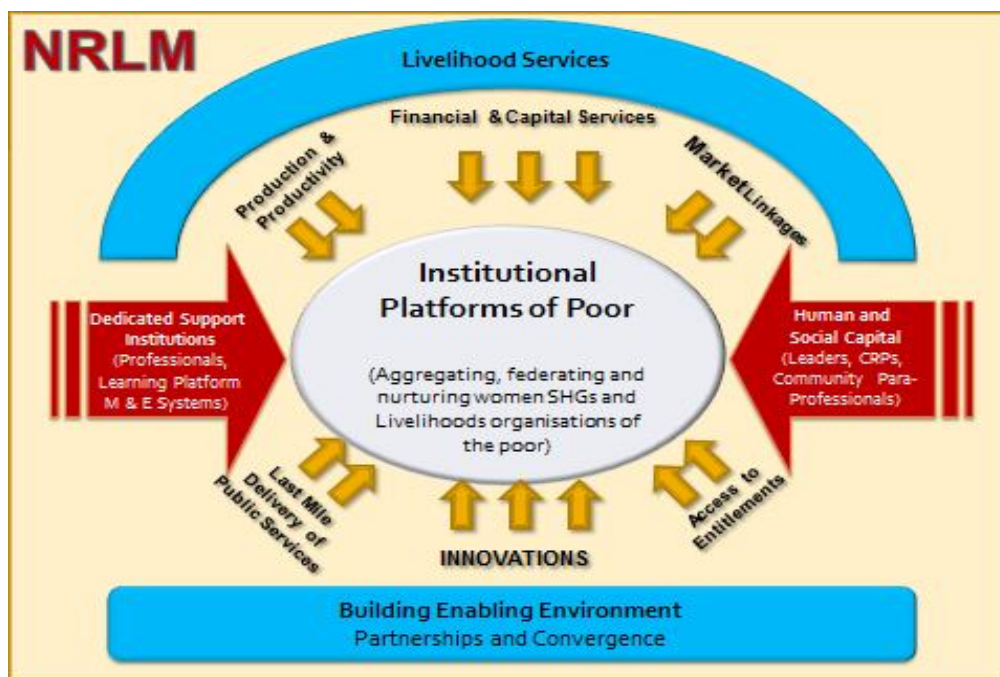
- Poor have a strong desire to come out of poverty, and they have innate capabilities.
- An external dedicated and sensitive support structure is required to induce the social mobilization, institution building and empowerment process.
- Facilitating knowledge dissemination, skill building, access to credit, access to marketing, and access to other livelihoods services enables them to enjoy a portfolio of sustainable livelihoods.

#### 2.3.3.3 Values

The core values which guide all the activities under NRLM are as follows:

- Inclusion of the poorest, and meaningful role to the poorest in all the processes
- Transparency and accountability of all processes and institutions.
- Ownership and key role of the poor and their institutions in all stages – planning, implementation, and, monitoring
- Community self-reliance and self-dependence





Source: NRLM Website

### 2.3.4 Approach of NRLM

In order to build, support and sustain livelihood of the poor, NRLM will harness their capability and complement them with capacities (information, knowledge, skill, tools, finance and collectivization), so that the poor can deal with the external world. NRLM works on three pillars – enhancing and expanding existing livelihoods options of the poor; building skills for the job market outside; and nurturing self-employed and entrepreneurs.

Dedicated support structures build and strengthen the institutional platforms of the poor. These platforms, with the support of their built-up human and social capital, offer a variety of livelihoods services to their members across the value-chains of key products and services of the poor. These services include financial and capital services, production and productivity enhancement services that include technology, knowledge, skills and inputs, market linkages etc. The interested rural BPL youth would be offered skill development after counselling and matching the aptitude with the job requirements, and placed in jobs that are remunerative. Self-employed and entrepreneurial oriented poor would be provided skills and financial linkages and nurtured to establish and grow with micro-enterprises for products and services in demand. These platforms also offer space for convergence and partnerships with a variety of stakeholders, by building an enabling environment for poor to access their rights and entitlements, public services and innovations. The aggregation of the poor, through their institutions, reduces transaction costs to the individual members, makes their livelihoods more viable and accelerates their journey out of poverty.



NRLM is implemented in a mission mode. This enabled:

- a) Shift from the present allocation based strategy to a demand driven strategy, enabling the states to formulate their own livelihoods-based poverty reduction action plans.
- b) Focus on targets, outcomes and time bound delivery.
- c) Continuous capacity building, imparting requisite skills and creating linkages with livelihoods opportunities for the poor, including those emerging in the organized sector.
- d) Monitoring against targets of poverty outcomes.

As NRLM follows a demand driven strategy, the States have the flexibility to develop their own livelihoods-based perspective plans and annual action plans for poverty reduction. The overall plans would be within the allocation for the state based on inter-se poverty ratios.

The second dimension of demand driven strategy implies that the ultimate objective is that the poor will drive the agenda, through participatory planning at grassroots level, implementation of their own plans, reviewing and generating further plans based on their experiences.

### **Support Structure**

NRLM has set up dedicated sensitive support units at the National, State, district and sub-district levels, to catalyze social mobilization, build institutions, capacities and skills, facilitate financial inclusion and access to financial services, support livelihoods and convergence and partnerships with various programmes and stakeholders. These units are staffed with professionally competent and dedicated human resources.

#### **a) At the National Level**

- i) NRLM Advisory Committee (NRLM-AC), chaired by the Union Minister of Rural Development. It is a policy making body which gives direction and set priorities, and also reviews the overall progress.
- ii) NRLM Coordination Committee (NRLM-CC), chaired by Secretary, Rural Development, MoRD, oversees NRLM to ensure that its objectives are achieved in time.
- iii) NRLM Empowered Committee (NRLM-EC) reviews and approves the State Perspective and Implementation Plans and Annual Action Plans and releases the funds to SRLMs.



- iv) National Mission Management Unit (NMMU), is headed by the Joint Secretary/ Additional Secretary, NRLM, MoRD designated as Mission Director. The NMMU is staffed with the personnel from multidisciplinary profession.

**b). At the State Level**

- i) **State Rural Livelihoods Mission (SRLM)**: SRLM is constituted by State Government which oversees the implementation of all NRLM related activities in the state. It is an autonomous body under the State Government, and incorporated as a society, trust or company.
- ii) **State Mission Management Unit (SMMU)**: SRLM implements the NRLM activities in the state through an SMMU. At the state level SRLM is headed by a full-time State Mission Director (SMD). A multidisciplinary SMMU team comprising of experts in Social Inclusion, Financial Inclusion, Livelihoods, Programme Management, Programme Support etc., supports the SMD in implementing NRLM in the state.

The major responsibilities of the SMMU include:

- i) Lead all NRLM activities in the state;
- ii) Drafting policies and implementation guidelines of the mission at the state level;
- iii) Handholding support to district and sub-district implementation / support structures;
- iv) Ensuring quality implementation of different components/thematic interventions;
- v) Ensuring proper linkages with the DRDAs;
- vi) Managing convergence and partnerships; and
- vii) Any other function, as required.

**c). At the District Level**

- i) **District Mission Management Unit (DMMU)**: The DMMU of the SRLM is responsible for meeting NRLM objectives and implementation of NRLM activities in the district. DMMU is a multidisciplinary team which is led by District Mission Manager (DMM).

**d). At the Sub-district level:**

- i) **Block Mission Management Unit (BMMU)**: The BMMU is led by a Block Mission Manager (BMM) and consisting of 3-5 spearhead teams; or a Project Facilitation Team at cluster (sub-block) level

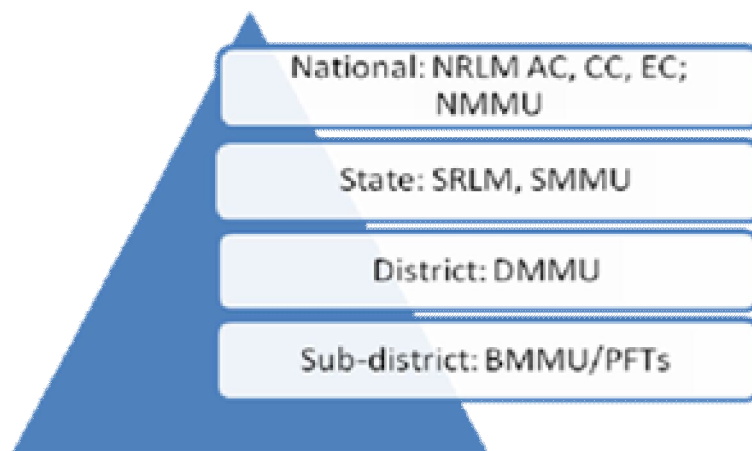
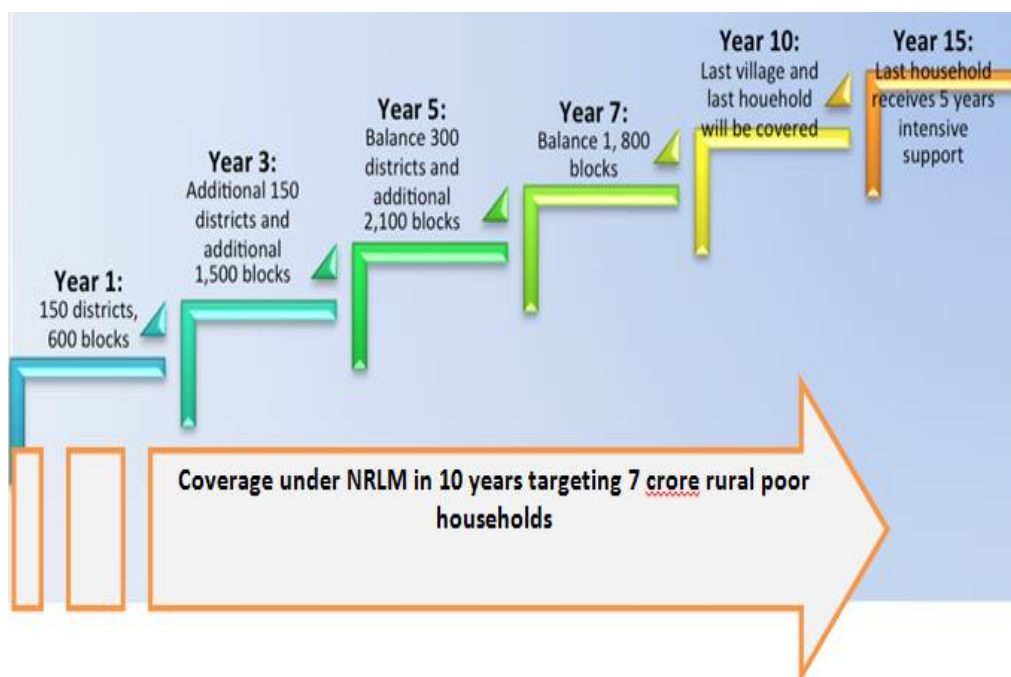


Fig: NRLM Support Structure

### Implementation Phase

Year wise break up in terms of coverage of districts and blocks as envisaged by NRLM:



### Key Features of NRLM

#### i) Universal Social Mobilization

NRLM will ensure that states adopts saturation approach, where at least one member from each identified rural poor household, preferably a woman, is brought under the Self Help Group (SHG) network in a time bound manner. The Mission will adopt differential strategies for social inclusion and mobilisation of all identified BPL households into functionally effective and self-managed institutions, with particular



focus on inclusion of vulnerable sections like scheduled castes, scheduled tribes, disabled, landless, migrant labour, manual scavengers, victims of human trafficking, Particularly Vulnerable Tribal Groups (PVTGs), Persons with Disabilities (PwDs) and bonded labour, isolated communities and communities living in disturbed areas.

### **ii) Participatory Identification of Poor (PIP)**

The target group under NRLM is determined by a well-defined, transparent and equitable process of participatory identification of poor, at the level of the community. All households identified as poor through the PIP process are part of NRLM Target Group and are eligible for all the benefits under the programme. The NRLM Target Group derived through the PIP is de-linked from the BPL list. The PIP exercise is carried out by the primary federation, i.e. at least 6-12 months after village entry. The list of poor identified through the PIP is vetted by the Gram Sabha and approved by the Gram Panchayat.

### **iii) Funds to the community as Resources in Perpetuity**

NRLM provides Revolving Fund and Community Investment Fund (CIF) as Resources in Perpetuity to the institutions of the poor to strengthen their institutional and financial management capacity and build their track record to attract mainstream bank finance. The funds provided to community institutions are based on micro-planning process and it is treated as loans to individual SHG members but it is a grant to the Community institutions. Funds are disbursed to these institutions in multiple tranches based on triggers and milestones achieved and not merely their chronological age and time-period.

### **iv) Universal Financial Inclusion**

NRLM works on both demand and supply sides of financial inclusion. On the demand side, it promotes financial literacy among the poor and provides catalytic capital to the SHGs and their federations. On the supply side, it coordinates with the financial sector and encourages use of business correspondents (and community facilitators like 'Bank Mitras') Information, Communication & Technology (ICT) based financial technologies, business correspondents and community facilitators like 'Bank Mitras'. It also works towards universal coverage of rural poor against loss of life, health and assets.

### **v) Mission Mode Implementation**

NRLM is designed to be implemented in a Mission mode. This implies :

- a.** a shift from allocation based strategy to a demand driven strategy, enabling the States to formulate their own livelihoods based poverty reduction action plans;
- b.** focusing on targets and time bound delivery of outputs/ outcomes;



- c. continuous capacity building, imparting of requisite skills and creating linkages with livelihood sectors including the organized sectors, for the poor; and
- d. close monitoring of outputs and outcomes

#### **vi) Implementation by the Poor**

Mission is designed to mainstream the role of poor in its implementation. Key processes of NRLM are driven by the institutions of rural poor women, especially by women who have come out of poverty and whose lives have been transformed by this very process. Thus, it is a programme for the poor, of the poor and by the poor.

#### **vii) Convergence**

NRLM places a high emphasis on convergence with other programmes of the Ministry of Rural Development and other Central Ministries and programmes of State Governments for developing synergies directly and through the institutions of the poor.

#### **viii) Partnerships with NGOs and other CSOs**

NRLM has been proactively seeking partnership with Non-Governmental Organizations (NGOs) and other Civil Society Organizations (CSOs), at two levels – strategic and implementation. The partnerships are guided by NRLM's core belief and values, and mutual agreement on processes and outcomes.

#### **ix) Linkages with PRIs**

In view of the important roles of Panchayat Raj Institutions (PRIs) in local governance and development, NRLM envisages to establish formal platforms for regular consultations between Community Based Institutions (CBOs) and PRIs, particularly at the level of Village Panchayats for exchange of mutual advice, support and sharing of resources.

#### **x) Exit Strategy**

The Mission has a clear exit strategy. It is expected that after 10 years in a block, women SHG federations take over management of their own affairs entirely and external support structure in the form of Block Mission Management Unit (BMMU) would be taken over by the internal support structure of Cluster and Block level federations supported by community professionals.

### **Key Components of NRLM**

#### **i. Promoting Institutions of the Poor**

Strong, affinity based and quality institutions of poor starting from SHGs at village level would be the primary building block of the NRLM institutional





design. NRLM would promote SHGs with exclusive women membership. The idea is to reach out to all family members through women. Strong quality institutions of the poor such as SHGs and their federations are set up on a priority basis. In addition to generic thrift and credit based community institutions and their federations, Aajeevika promotes specialized institutions like livelihoods collectives, producers' cooperatives/companies for livelihoods promotion through deriving economies of scale, backward and forward linkages. The institutions of the poor empower their members and act as instruments of knowledge and technology dissemination, and hubs of production, collectivization and commerce.

## **ii. Training, Capacity Building and Skill Building**

A multi-pronged approach is adopted for providing continuous capacity building of the targeted families, SHGs, their federations, government functionaries, bankers, NGOs and other key stakeholders. The capacity building is aimed at providing the poor with skills to manage their institutions, link up with markets, manage their existing livelihoods and enhance their credit absorption capacity and credit worthiness. Focus is on developing and engaging community professionals and community resource persons (CRP) for capacity building of SHGs and their federations and other collectives.

## **iii. Revolving Fund**

A Revolving Fund (of Rs. 15,000/SHG) is provided to the SHGs (where more than 70% members are from NRLM Target Group households) as an incentive to inculcate the habit of thrift and accumulation of own corpus funds to meet their small credit needs.

## **iv. Vulnerability Reduction Fund (VRF) and Community Investment support Fund (CIF)**

Vulnerability Reduction Fund (VRF) and Community Investment support Fund (CIF) is routed to SHGs through federations (primary and secondary levels) to support the livelihoods of the members and initiate collective activities for the members. The VRF and CIF are disbursed against Micro Credit Plans (MCP) developed by the institutions. The institutions prioritise the needs of the poorest of the poor members (or SHGs with high concentration of poorest of poor) while preparing their micro credit plan. The institutions fund these micro credit plans either through their own resources or through the Revolving Fund/Community Investment support Fund (CIF) or through bank loans.

## **v. Interest Subvention**

NRLM has a provision for interest subvention to all women SHGs. The districts have been classified as Category I and Category II Districts, according to the modality of interest subvention being provided.



In Category I Districts (including 82 Integrated Action Plan districts and 8 Northeast districts under the World Bank Supported NERLP) all women SHGs can avail loans up to Rs. 3 lakh per SHG at 7% rate per annum. Further, these SHGs are eligible for an additional interest subvention of 3% on prompt repayment of loan, reducing the effective rate to 4%. In the Category II districts (remaining districts), all women SHGs meeting the NRLM eligibility norms can avail loans up to 3 lakh per SHG at a 7% rate per annum.

#### **vi. Mahila Kisan Sashaktikaran Pariyojana (MKSP)**

Mahila Kisan Sashaktikaran Pariyojana (MKSP), launched in 2010-11, is a special programme for livelihood enhancement under NRLM. It is a concerted effort to recognize the role of women in agriculture and an investment is being made to enhance their capacities and increase their income to take lead role in agriculture and allied activities. It aims at ensuring household food and nutrition security of poor and poorest of poor, by securing and strengthening the primary livelihood baskets of poorest of poor households. The primary objective of MKSP is to empower women in agriculture by making systematic investments to enhance their participation and productivity in agriculture based livelihoods.

#### **vii. Infrastructure creation and Marketing support**

NRLM provides support for marketing to the institutions of the poor. The range of activities in marketing support includes market research, market intelligence, technology extension, developing backward and forward linkages, building livelihoods collectives and supporting their business plans. About 20% of the state's program outlay (25% in case of North-Eastern States and Sikkim) is earmarked for this purpose.

#### **viii. Skills and Placement Projects**

For strengthening the existing skills and creating environment for placement of rural youth in jobs, various models of partnerships with public, private, nongovernment and community organizations would be developed. A strong relationship would also be developed with industry associations and sector specific employers' associations. 25% of the central allocation under NRLM is earmarked for this purpose.

#### **ix. Rural Self Employment Training Institutes (RSETIs)**

NRLM encourages public sector banks to set up RSETIs in all districts of the country. RSETIs transform unemployed rural youth in the district into confident self – employed entrepreneurs through need-based experiential training program followed by systematic handholding support and bank linkage. Banks are involved in selection, training and post training follow-up stages. RSETIs partner with others, including the institutions of the poor, to achieve their mandate and agenda. RSETIs core offering includes its free, unique and intensive short-term residential self-



employment training programs with free food and accommodation, designed specifically for rural youth. As on 31st March, 2014, 580 RSETIs were established across the country out of which 570 were functional. They have reached out to 3.39 lakh beneficiaries through their training programmes. Of the 3.39 lakh beneficiaries, 2.92 lakh have set up enterprises.

#### **x. Innovations**

Aajeevika believes that successful innovations can reduce the learning curve for poverty eradication by showing a different pathway out of poverty. 5% of the Central allocation is therefore, earmarked for innovations. Those innovations, which have the potential for reaching out specifically to the poorest or for reaching out to the largest number of poor and having maximum impact with limited resources, would be preferred and supported.

#### **xi. Sensitive Support Structures**

NRLM has set up sensitive and dedicated support structures at the National, State, district and sub-district levels. These support structures are staffed with dedicated professionals. The support structures form and nurture the institutions of the poor. NRLM has earmarked 5% of the allocation as administrative costs. Only the costs of national, state and district support structures are covered in this provision. The costs incurred on professional support costs at the block and sub-block levels are considered as programme costs and not as administrative costs. NRLM is implementing World Bank supported National Rural Livelihoods Project (NRLP) to professionalize NRLM; to provide technical support to States; and to develop large sized proof of concept of NRLM processes in 400 select blocks across 13 States.

#### **Implementation Strategy**

NRLM is a process-intensive community driven large scale poverty reduction program. It has adopted a phased implementation approach for reaching out to all villages in all blocks of the country.

#### **Implementation at Block Level**

NRLM intends to work in a block for a period of ten years till community federations take responsibility of implementation. A typical block having about 13,500 (90% of total poor) mobilisable poor households spread over 100-120 villages is divided into 4 clusters of 30 villages each. In a typical intensive block, the first 3 years are spent in building the organisations of the poor by mobilising them into SHGs, Federations at Village, Cluster level and Block level. Funds flow to the community institutions over the first 4-5 years. The middle years, years 3-6, are invested in deepening the activities and addition of various layers such as health, nutrition, interventions for Persons with Disability (PwD), etc. Last 4 years is essentially a maintenance and withdrawal phase where the community institutions



graduate to self reliance and self-sustainability. Implementation in the blocks is being done in four ways - a) Resource Blocks with the support from National Resource Organization(s) (NRO) [5-6% blocks in a state]; b) Intensive Blocks implemented with SRLM staff and internal community resource persons and the CRPs generated in resource blocks; c) Partnership Blocks with the support from local community federations and NGO partners; and d) Non-intensive Blocks are the remaining blocks in the state which are not taken up for implementation in the initial phase.

**i. Resource Blocks:** It is envisaged that about 5- 6% of the blocks in a state would be taken up as resource blocks. These blocks would be model blocks where all the key strategies of NRLM would be piloted. These blocks would create a ‘proof of concept’ for other blocks to adopt and replicate. The social capital expected to be generated in the resource blocks would support the intensive blocks in implementation. A National Resource Organisation (NRO) supports the states in implementation in the resource blocks. A NRO is a SRLM which has experience in successfully implementing NRLM protocols on a large scale. The NRO deputes a State Anchor Person to SRLM to anchor implementation. A Project Resource Person (PRP) is seconded to each cluster in the resource block to facilitate implementation on the ground. External Community Resource Persons in teams of 5 each from NRO take-up mobilisation, formation of institutions of the poor and train the institutions in the block. NRO also nurtures social capital–active women, internal CRPs, bookkeepers and other community activists from the resource blocks to support the institutions in the resource block as well as other blocks. NRO also implements livelihood promotion and layering activities in the block.

**ii. Intensive Blocks:** SRLMs directly implement in other intensive blocks where they enter with their own staff at block level, and take support of the internal resources from the resource blocks. CRPs are chosen from the resource blocks to accelerate implementation in these blocks. The protocols of implementation followed in the resource blocks would be adopted in these blocks as well.

**iii. Partnership Blocks:** SRLMs take up implementation in blocks where there is pre existing significant mobilization of poor women into SHGs as partnership blocks in partnership with Community Federations and the NGOs working in these blocks. NRLM has developed Partnership Guidelines to identify and work with NGOs and CBOs. NGOs that have significant presence (done 80% mobilization or promoted a SHG federation) in a block are identified as partner NGOs. These NGOs are expected to follow NRLM’s implementing protocols and processes in the blocks.

**iv. Non-intensive Blocks:** The remaining blocks in a state (other than resource, intensive and partnership blocks) are non-intensive blocks. NRLM strengthens

existing SHGs in these blocks with some capacity building and limited financial assistance. No new mobilisation would be done in these blocks. Over time, as NRLM implementation progresses, these blocks also would come into the intensive-fold.



### National Rural Livelihoods Mission

Cumulative Progress up to February, 2014 (since inception of NRLM)

S. No.	States	Intensive Blocks Covered	Villages Covered	SHGs Covered	VOS Formed	Revolving Fund Provided		Community Investment Fund Provided	
						No. of SHGs	(Amount in Rs. Lakh)	No. of SHGs	(Amount in Rs. Lakh)
1	Assam	44	7762	41412	2474	6437	958.8	0	0
2	Bihar	179	9434	117564	7039	70988	10223.5	71455	15461
3	Chhattisgarh	17	2468	12735	173	3742	561.3	629	345.95
4	Gujarat	20	1112	15892	198	6154	437.69	39	19.5
5	Jharkhand	23	1117	7363	126	2997	449.5	2152	1075.9
6	Karnataka	20	500	192	0	2400	360	0	0
7	Madhya Pradesh	98	10154	57174	5322	41153	5709.95	27817	27488
8	Maharashtra	36	1882	10067	424	2950	348.08	365	202.05
9	Odisha	58	9347	93249	1098	9604	1049.49	28738	10502.2
10	Rajasthan	32	3074	18161	870	9585	1344.15	3189	3206.19
11	Tamil Nadu	180	6903	305395	8278	0	0	1782	891
12	Uttar Pradesh	5	0	2502	0	190	11.84	0	0
13	West Bengal	32	3243	46796	729	21533	2584	0	0
14	Andhra Pradesh	326	44055	1060459	44055	516699	45775	219156	97350
15	Kerala	152	1453	223883	19477	0	0	0	0
16	Haryana	4	117	733	6	291	43.8	0	0
17	Himachal Pradesh	0	0	0	0	0	0	0	0
18	Jammu & Kashmir	4	170	1808	179	1271	188.36	0	0
19	Punjab	8	144	395	0	167	22.94	45	0
20	Uttarakhand	0	274	162	0	0	0	0	0
21	Arunachal Pradesh	0	0	0	0	0	0	0	0
22	Meghalaya	0	0	0	0	0	0	0	0
23	Mizoram	0	0	0	0	0	0	0	0
24	Nagaland	9	143	870	17	0	0	0	0
25	Tripura	6	45	300	0	0	0	0	0
	<b>Total</b>	<b>1253</b>	<b>103397</b>	<b>2017112</b>	<b>90465</b>	<b>696161</b>	<b>54603</b>	<b>355367</b>	<b>156542</b>

(Source: Ministry of Rural Development ( MoRD), Government of India , Annual Report 2013-14



## **Aajeevika Skills**

Aajeevika Skills is the skill and placement initiative of the Ministry of Rural development, Government of India (MoRD). It is a part of the National Rural Livelihood Mission (NRLM). It evolved out of the need to diversify incomes of the rural poor and to cater to the occupational aspirations of their youth. It aims to skill rural youth who are poor and provide them with jobs with regular monthly wages at or above the minimum wages. Aajeevika Skills is critical to the national skill agenda and to the 430 million (Census 2011) young people in the country in the age group of 15-35 which is closed to 70% of whom live in rural areas. Aajeevika Skills has its origin in the 'Special Project' component of the Swarnajayanti Gram Swarozgar Yojana (SGSY). The programme was revisited in the light of the new skills framework of the country and restructured under NRLM as 'Aajeevika Skills'.

### **Key Features of Aajeevika Skills**

- i) Placement linked, market driven training for 3 months to 12 months to rural poor youth between the age of 18-35 with 75% assured placement with facility for providing customized residential and non-residential training.
- ii) Social Inclusion through Mandatory 33% candidates to be women in every project. 50% of target candidates from SC / ST families (nationally, in each State it will vary depending on their percentage share in population). 15% to belong to Minorities and 3% may be allotted to differently-abled persons.
- iii) Regional inclusion through: Intensive Blocks of 10 districts under Odisha Livelihood Mission (OLM) in phase wise manner.
- iv) Separate modules on trade specific skills, English, Soft skills, Information Technology (IT), on the job training (OJT) as well as Finishing and work readiness. Certificates given to Trainees on completion of training.
- v) Food, uniform and transport support given to candidates during training.
- vi) Mandatory placement in job with salary above minimum wages. Post Placement Support given to candidates in the form of financial assistance, migration support centre and alumni support.
- vii) Transparency and accountability through:
  - a) Geo-tagged, time-stamped, biometric attendance based on unique ID for trainers and trainees.
  - b) Online check of inventory available for training in every Training Centre.
  - c) CCTV and audio recording of all classroom and lab sessions.





- d) Mapping of Project Implementing Agencies on the Public Financial Management System for tracking payments.
- e) Reporting of performance on real-time basis.

viii) Concurrent monitoring process for reliability and validity of the monitoring process.

ix) Independent mechanisms for project appraisal and project monitoring, apart from State level monitoring, through designated Technical Support Agencies, i.e. the National Institute of Rural Development and Panchayat Raj and the NABCONS.

### **Programme Funding**

Aajeevika Skills is a Centrally Sponsored Scheme (CSS) and follows the funding pattern as given below:

(i) For all States (excluding North-east States) - 75% by Central Government 25% by State Government

(ii) North-east States - 90% by Central Government 10% by State Government

Aajeevika Skills mandates two types of training in every course, i.e. a Generic Training on Soft Skills, English and Information Technology, and Trade Specific Skills. Such training can be structured for different duration, i.e. for 3 months, 6 months, 9 months, and 12 months. The training plan can also provide On-the-Job Training (OJT) as part of the training module, which cannot exceed 30 days for a 3-month course, 60 days for a 6-month course, 90 days for a 9-month course. The training content is currently required to be aligned with National Council for Vocational Training (NCVT) or Sector Skill Council (SSC) Standards. Aajeevika Skills mandates independent third party certification of every trainee to assess the skill, knowledge and attitude of each trainee. Such third party certification shall be undertaken by the PIAs only through those agencies empanelled by NCVT or Sector Skill Councils.

### **Key Performance Highlights**

So far, from the year 2004-05 till 31st March 2014, a total of 10.51 lakh candidates have been trained and a total of 8.15 lakh candidates given placement. A profile of the trades in which training has taken place is given below:



S. No.	Trade	% of total candidates trained
1	IT & ITES sector	21.02
2	Textile and Clothing industry	17.18
3	Facility Management	13.01
4	Organised Retail sector	11.46
5	Building, Construction industry and Real Estate services	5.22
6	Sales & Marketing	5.14
7	Tourism, Travel, Hospitality & Trade sector	4.76
8	Healthcare Services Industry	3.34
9	Information Technology	3.30
10	Construction Materials and Building Hardware sector	2.20
11	Multi Skilled	1.67
12	Auto and Auto component industry	1.14
13	Electronics and IT hardware industry	1.14
14	Banking and Financial Services Insurance industry (BFSI)	1.12
15	Pharmaceutical	0.23
16	Furniture and Furnishings industry	0.161
17	Transportation, Logistics, Warehousing and Packaging sector	0.15
18	Agriculture and Agri business	0.11
19	Telecom	0.00
20	Others	7.62
	<b>Total</b>	<b>100</b>

(Source: Ministry of Rural Development ( MoRD), Government of India , Annual Report 2013-14 )

### 2.3.5 NRLM in Odisha

In the year 2006, Government of Odisha formed a society named ‘Orissa Poverty Reduction Mission (OPRM)’ to implement various poverty reduction programmes in the state, which was reconstituted and renamed as ‘Odisha Livelihoods Mission (OLM)’ an autonomous society under the aegis of Department of Panchayati Raj, Government of Odisha, presently implementing both National Rural Livelihoods Mission and National Rural Livelihoods Project. Odisha was the first state in the country to launch National Rural Livelihoods Mission (NRLM) in its bid to bring down rural poverty by promoting diversified and gainful self-employment to the rural poor. Poverty eradication program runs on a mission mode having focus to create sustainable livelihood opportunities for the rural poor households and nurture till they are come out of poverty and lead a quality life. This is a centrally sponsored scheme with a proportionate ratio of 60:40 between Centre & State. OLM has put in place a dedicated and sensitive support structure, to take the rural poor households



out of poverty line through capacity building, financial assistance and self-reliant institutions. Odisha Livelihoods Mission commenced its functioning in year 2012. Subsequently World Bank aided TRIPTI project has been merged into OLM since the mandate of TRIPTI was very much similar. OLM has reached out to 30 districts in Odisha through both intensive and non-intensive approach. While 24 districts with 88 blocks have been covered under Intensive implementation approach. The rest of the blocks and districts are worked upon through non-intensive mode. A total 2, 65,000 SHGs are NRLM compliant across the state by October 2015.

Odisha Livelihoods Mission aims at :

- Mobilizing all the poor households into functionally effective SHGs and their federations;
- Enhancing their access to bank credit and other financial, technical and marketing services;
- Building their capacities and skills for gainful and sustainable livelihoods development; and
- Converging various schemes for efficient delivery of social and economic support services to poor with optimal results.

### **Vision of OLM**

By 2015, the rural people of Odisha live in a state of wellbeing and free from all forms of poverty and have the capacity to cope with all types of vulnerability.

### **Mission of OLM**

Ensuring sustainable livelihoods for the rural through improved access to financial, livelihood and other support services, with institutions of the poor playing a catalytic intermediating role. OLM implementation is in a Mission Mode. This enables (a) shift from the present allocation based strategy to a demand driven strategy enabling the districts to formulate their own livelihoods-based poverty reduction action plans, (b) focus on targets, outcomes and time bound delivery, (c) continuous capacity building, imparting requisite skills and creating linkages with livelihoods opportunities for the poor, including those emerging in the organized sector, and (d) monitoring against targets of poverty outcomes. .

### **Guiding Principles of OLM**

- Poor have a strong desire to come out of poverty, and they have innate capabilities
- Social mobilization and building strong institutions of the poor is critical for unleashing the innate capabilities of the poor.
- An external dedicated and sensitive support structure is required to induce the social mobilization, institution building and empowerment process.



- Facilitating knowledge dissemination, skill building, access to credit, access to marketing, and access to other livelihoods services underpins this upward mobility.

### **Core Values of OLM**

The core values which guide all the activities under OLM are as follows:

- Inclusion of the poorest, and meaningful role to the poorest in all the processes
- Transparency and accountability of all processes and institutions
- Ownership and key role of the poor and their institutions in all stages – planning, implementation, and, monitoring
- Community self-reliance and self-dependence

### **Goal of OLM**

By 2022-23, the mission's goal is to reach out to 50 lakh poor and extremely poor and vulnerable households by mobilizing them into 5 lakh Self Help Groups (SHGs) in 314 blocks. The specific outcomes that the Mission is striving to accomplish in the next five years are as follows :

- Intensively scale-up from 38 blocks under TRIPTI to all 314 blocks;
- Form, strengthen and directly benefit 500,000 SHGs;
- Facilitate formation and institutional development of 6000 Gram Panchayat Level Federations (GPLF) and 314 Block Level Federations of SHGs;
- Mobilize 1000 Crores internal savings through SHGs; • Leverage bank linkage of 5000 Crores for all SHGs supported by the mission;
- Converge benefits worth 5000 Crores from existing government schemes and programs;
- Promote 200,000 Producers' Groups to ensure sustainable livelihoods and incremental income increase; and Create 80,000 Community Professionals/Resource Persons as social capital that will serve the community with no cost to the State.

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## **2.4 Housing Schemes for Rural Poor**

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### **2.4.1 Mo Kudia**

Mo Kudia is a fully state sponsored scheme by the Government of Odisha which has been implemented w.e.f. 2008-09 financial year. Under this programme, housing support is provided to the homeless poor families. The objective of the scheme is to provide housing support to that family who does not find a place in the 1997 BPL list, 2002 Household Survey and waiting list of IAY prepared during the year 2006.



The beneficiaries are selected by the Panchayati Raj Institutions those who have not been included in the above list but have a genuine housing problem and belong to poor family and living in rural areas. The beneficiaries are usually selected from the categories like poor family, persons with disability (with 40% and above), mentally retarded, widow, destitute woman, woman of domestic violence, woman head of family, adult orphans of government approved orphanages, leprosy and AIDS patient, family affected by naxal and racial violence, homeless due to flood and fire and home destroyed by elephants are selected for government support. Under this scheme, financial assistance of Rs.10,000/- is also granted to the families whose house is completely destroyed either by flood or fire. The government provides an amount of Rs.45,000/- to the beneficiary for construction of his house in normal districts and Rs.48,500 is granted to IAP districts.

## **2.4.2 Biju Pucca Ghar Yojana (BPGY)**

### **2.4.2.1 Introduction**

Odisha Government with a view to convert all the Kutcha houses to Pucca houses in rural areas of the state by the year 2019 in a mission mode approach has launched Biju Pucca Ghar Yojana (BPGY) during 2014. It is a State plan scheme and is designed to provide new houses to the deserving and genuinely poor rural households not having any pucca house. It is a housing scheme specially targeted for the rural masses in the state. According to sources, a large portion of the rural population in Odisha does not have standard living conditions and are forced to live in temporary shelters. So to provide permanent pucca roof and houses to the rural population, BPGY is being launched. Under this scheme, the kutcha houses will be converted into pucca houses and also those houses which were damaged due to natural calamities will also be reconstructed.

The role of intermediary does not find place in the Scheme and beneficiary construct house herself/himself. The financial assistance is provided directly from State account to the beneficiaries' bank accounts in three instalments. During the 2016-17 financial year Government has kept budgetary provision of Rs. 700 Crores and plans to enhance the allocation in coming financial years. It has replaced the "Mo Kudia" scheme of Govt. (introduced in 2008-09) from financial year 2014-15.

### **2.4.2.2 Nature of Beneficiaries**

As per the guidelines of the Biju Pucca Ghar Yojana, the beneficiaries who can apply for may be of two types. The first type of beneficiaries will be those families who are living in kutcha or temporary houses in rural areas of Odisha. For them, the Govt. will sanction housing loan so that they can reconstruct their house and make it



a pucca house. This is the BPGY (normal) scheme. Another class of beneficiaries who will receive this housing development fund is those who had pucca houses earlier but have lost their pucca houses because of natural as well as manmade disasters like flood, earthquake, fire, communal riots, etc.

#### **2.4.2.3 BPGY for Women**

The Govt. is keen to promote its policy for women empowerment. So under the Biju Pucca Ghar Yojana, the families will be sanctioned housing loans under the name of women of the family. The housing loan amount will be transferred directly to the bank accounts of the beneficiaries through auto credit system. This fund can be utilized to buy construction materials and hire labour for building pucca houses. The pucca houses will be registered under the names of the female heads of the family.

#### **2.4.2.4 Fund Allocation**

All funds will be released directly to the bank accounts of the registered beneficiaries under the Biju Pucca Ghar Yojana. The Odisha Govt. has set a standard unit price of pucca house construction in the rural areas of the state. The unit prices of the pucca house are divided into two groups. One is houses in no IAP districts and another for houses in IAP districts.

Government is providing assistance of Rs. 1.30 lakhs & Rs. 1.20 lakhs to eligible stakeholders of IAP and Non-IAP districts respectively for constructing a 25 Sq.mt. pucca house which can withstand wears and tears of nature at least for a period of 30 years. The beneficiary is provided labour component of 95 and 90 person days in IAP & Non-IAP districts respectively and Rs. 12,000/- with 3 days labour component out of Swachh Bharat Mission / MGNREGS towards construction of toilets in addition to the above financial assistance. The total financial assistance comes to Rs 159052/- for IAP beneficiaries and Rs 148182/- for Non-IAP beneficiaries.

#### **2.4.2.5 Implementation of the Scheme**

The beneficiaries of the Biju Pucca Ghar Yojana are free to utilize the funds allocated in their bank accounts to construct the pucca houses. They are the deciders of the design, layout and other factors of the new constructed house. They can hire labours and buy raw construction materials freely. But the Odisha govt. is keen in monitoring and administering the works right from the block level. The Block Development offices and the offices of the District Collectors will be responsible for the implementation and administration works of the Biju Pucca Ghar Yojana. Also a dedicated web portal is also working on it.





## 2.5 Let Us Sum Up

In this unit we discussed two different rural development programmes. One is a self-employment programme, sponsored by the Central Government, while the other is a housing scheme fully sponsored by the State Government. In both the cases, we observed that the schemes are either restructured or replaced for the benefit of the rural poor.

### Check Your Progress I

Note: a) Use the space provided for your answers.

b) Check your answers with the possible answers provided at the end of this unit.

Q1. Expand the following :

- a) SGSY\_\_\_\_\_
- b) IRDP\_\_\_\_\_
- c) DWCRA\_\_\_\_\_
- d) GKY\_\_\_\_\_
- e) BPL\_\_\_\_\_
- f) SHG\_\_\_\_\_
- g) DRDA\_\_\_\_\_
- h) NRLM\_\_\_\_\_
- k) OLM\_\_\_\_\_
- m) BPGY\_\_\_\_\_

Q2 : What was the objective of SGSY ?

Ans.

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Q3: What is the mission statement of NRLM ?

Ans.

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Q4: What is the vision of OLM ?

Ans.

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Q5: What is the objective of Biju Pacca Ghar Yojana ?

Ans.

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## 2.6 Key Words

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**IAP** Integrated Action Plan for selected Tribal and Backward Districts under BRGF programme. The scheme is an additional central assistance (ACA), on 100% grant basis.

**SHG**

Self-help group is a method of organising the poor people and the marginalized to come together to solve their individual problem.



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## **2.7 Suggested Readings**

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1. Government of Odisha (2015). Revised Guidelines of Biju Pucca Ghar Yojana. Panchayati Raj Dept.

[http://www.odishapanchayat.gov.in/English/download/Resolution\\_BPGY.pdf](http://www.odishapanchayat.gov.in/English/download/Resolution_BPGY.pdf)

2. Govt. of India. Swarnjayanti Gram Swarozgar Yojana – Guidelines. Ministry of Rural Development.

3. Govt. of India. Reference Material for National Level Monitoring, Ministry of Rural Development. New Delhi.

4. Mohanty, Rudhi Sundar (2014). Rural Development Programmes in Panchayati Raj Institutions (PRIs): An Overview. Odisha Review, Feb-March.

5. Swarnjayanti Gram Swarozgar Yojana

<http://www.csjgpoa.org/wp-content/uploads/2010/10/sjgsy.pdf>

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## **2.8 Check Your Progress – Possible Answers**

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### **Check Your Progress I**

Note: a) Use the space provided for your answers.

b) Check your answers with the possible answers provided at the end of this unit.

### **Q2 : What was the objective of SGSY ?**

Ans: The main purpose of the SGSY programme was to bring the assisted poor families (Swarozgaris) above the Poverty Line by providing them with income generating assets through a mix of bank credit and government subsidy. SGSY aimed at establishing a large number of micro enterprises in the rural areas building upon the potential of rural poor.

### **Q3: What is the mission statement of NRLM?**

Ans: To reduce poverty by enabling the poor households to access gainful self-employment and skilled wage employment opportunities resulting in appreciable

improvement in their livelihoods on a sustainable basis, through building strong and sustainable grassroots institutions of the poor.



**Q4: What is the vision of OLM ?**

By 2015, the rural people of Odisha live in a state of wellbeing and free from all forms of poverty and have the capacity to cope with all types of vulnerability

**Q5: What is the objective of Biju Pacca Ghar Yojana ?**

Ans: To provide permanent pucca roof and houses to the rural population. Under this scheme, the kutcha houses will be converted into pucca houses and also those houses which were damaged due to natural calamities will also be reconstructed.



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## Unit -3

### Other State Schemes of Rural Development

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#### Learning Objectives:

After completion of this unit, you should be able to:

- *explain the objectives of Backward Regions Grant Fund*
- *explain the objectives of Gopabandhu Gramin Yojana*
- *list the salient features of MGNREGA*
- *explain the importance of Total Sanitation Campaign*

#### Structure :

- 3.1 Introduction
- 3.2 BRGF
- 3.3 GGY
- 3.4 TSC
- 3.5 MGNREGS-Odisha
- 3.6 CC Road
- 3.7 Drinking Water Supply
- 3.8 Let Us Sum Up
- 3.9 Key Words
- 3.10 Suggested Readings
- 3.11 Check Your Progress-Possible Answers

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### 3.1 Introduction

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Besides the rural development programmes exclusively sponsored by the central government, the state government has also some schemes for rural development either exclusively sponsored by the state or shared with the central government in respect of fund, and implemented by the state government. Where the state government sponsored the scheme, it is mainly complementary to the central scheme. Here, we will be discussing some of the state schemes of rural development.




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## 3.2 Backward Regions Grant Fund (BRGF)

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### 3.2.1 Introduction

The Backward Regions Grant Fund (BRGF) is a centrally sponsored program designed to "address regional imbalances in development." The programme was launched on 19 February 2007. It covers 250 districts in 27 States, of which 232 districts fall under the purview of Parts IX and IX-A of the Constitution dealing with the Panchayats and the Municipalities, respectively. The remaining 18 districts are covered by other local government structures, such as Autonomous District and Regional Councils under the Sixth Schedule of the Constitution and state specific arrangements as in the case of Nagaland and the hill areas of Manipur. The program calls for each district to undertake a study to determine the district's problems and then create a plan to address those problems.

District Plans received from the various States indicate that the untied fund allocated to the districts are generally being used for filling infrastructural gaps in drinking water, connectivity, health, education, social sectors, electrification, etc. The basket of works taken up includes construction of school buildings /class rooms, health sub-centres, drinking water facility, sanitation facilities, anganwadi buildings, Panchayat buildings, irrigation tanks/channels, street lights, link roads, culverts, soil and water conservation measures, etc.

This programme has been withdrawn by the Central Government w.e.f. 2015-16.

### 3.2.2 Objectives

The Backward Regions Grant Fund was designed to redress regional imbalances in development by way of providing financial resources for supplementing and converging existing developmental inflows into the identified backward districts, so as to:

- Bridge critical gaps in local infrastructure and other development requirements that were not being adequately met through existing inflows,
- Strengthen Panchayat- and Municipality-level governance with more appropriate capacity building, to facilitate participatory planning, decision making, implementation and monitoring, to reflect local felt needs,
- Provide professional support to local bodies for planning, implementation and monitoring their plans,



- Improve the performance and delivery of critical functions assigned to Panchayats, and counter possible efficiency and equity losses on account of inadequate local capacity.



### 3.2.3 Planning Process

The Panchayati Raj Institutions (PRIs) and urban local bodies (ULBs) are assigned a key role in the planning and implementation of the programme. The Participatory Plan prepared by each Panchayat and Municipalities consolidated into the District Plan by the District Planning Committee. The BRGF aimed to address the poor capacity of local bodies to plan, implement and monitor local level development works and the lack of untied funds for development planning by earmarking a capacity building fund and untied development grants. The capacity building fund has been provided to strengthen the planning and implementing capacities of both the PRIs and urban local bodies, while the untied development fund has been provided to enable these bodies to plan and implement the development grants for bridging critical gaps in the infrastructure. Under the capacity building component, emphasis is laid on training and providing the basic infrastructural facilities. Under development grants, on the other hand, emphasis is laid on filling the prevalent critical infrastructural and other development gaps.

### 3.2.4 BRGF in Odisha

The Backward Regions Grant Fund (BRGF) programme is being implemented in Odisha through Panchayati Raj Institution to address regional imbalances in development. The fund provides financial resources for supplementing and converging existing developmental inflows in 19 identified districts, viz. Balangir, Kalahandi, Phulbani, Boudh, Keonjhar, Rayagada, Deogarh, Koraput, Sambalpur, Dhenkanal, Malkangiri, Sonepur, Gajapati, Ganjam, Mayurbhanj, Sundargarh, Nabarangpur, Jharsuguda and Nuapada.

The fund flows to the state through two funding windows, viz. capacity building fund and substantially untied grants. The capacity building fund is primarily used to build capacity in planning, implementation, monitoring, accounting and improving accountability and transparency. The allocation of substantially untied grants is used by the Panchayats and Urban Local Bodies to address critical gaps in integrated development identified through the participatory planning process. The funds are usually used for construction of Cement Concrete Road in rural areas, construction of Panchayat's own office building if not available, maintenance of Panchayat office with prior approval of Panchayati Raj Department, Government of Odisha, and construction of drainage system by both sides of rural roads in villages etc.



BRGF insists on integrated, decentralized and participatory plans consolidated by District Planning Committees (DPCs) with the funding pattern being 25% for Anganwadis, 16% for schools, classrooms, compound, 14% for drinking water and 10% for Gram Panchayat buildings. The development grant of BRGF is largely untied in nature and the Panchayati Raj Institutions largely decides the actual projects to be taken up. During the financial year 2013-14, as per the financial performance report, out of total expenditure of Rs.16400.97 lakhs, the Department of Panchayati Raj, Government of Odisha, has already spent and submitted utilization certificate of Rs.3051.99 lakhs to Government of India.

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### **3.3 Gopabandhu Gramin Yojana (GGY)**

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A new initiative called Gopabandhu Gramin Yojana (GGY) was launched by the Government of Odisha during 2006-07 with a view to provide additional developmental assistance to the targeted 11 (Eleven) districts of the State not covered under the Backward Regions Grant Fund (BRGF). Due to inclusion of Bargarh district under BRGF Scheme during 2012-13, the number of districts has been reduced to 10. With this Scheme, Rural Connectivity and quality of rural life has undergone tremendous change. Most of rural roads in the targeted districts have been covered. In order to further strengthen rural connectivity, both inter village and intra village, in the targeted districts during the 12<sup>th</sup> Plan Period with due importance to electrification and water supply, the revised comprehensive guidelines are issued. The GGY scheme is being implemented in the 10 districts, which are not covered under the Backward Regions Grant Fund. These are: Angul, Balasore, Bhadrak, Cuttack, Jajapur, Jagatsinghpur, Kendrapara, Khurda, Nayagarh and Puri.

The primary objective of the scheme is to provide additional funds to the targeted districts for development of infrastructure primarily consisting of Bijuli (Electricity), Pani (Water) and Sadak (Road) to every revenue village in the identified districts. The additional development funds provided under this Yojana is of untied nature and supplements the programmes, which are already available in the aforesaid sectors and provide synergy and convergence to the different development programmes. As per the Government instructions, 75% of the fund to be earmarked for the construction of village concrete roads and the rest to be used for Bijuli (electricity) and Pani (water) component. For the transparency and accountability, the programme is being monitored and supervised by a village level Vigilance Committee and by conducting social audit at Panchayat level. The district Collector along with district level officials are also authorized to make field visit to activate the programme.

During the financial year 2016-17, as per the financial performance report up to December 2016, the Department of Panchayati Raj, Government of Odisha, has

spent a total of Rs.3445.33 lakhs for electrification projects (Bijuli), Rs.47036.63 lakhs for construction of roads (Sadak) and Rs.9955.11 lakhs for water supply projects (Pani) respectively under the scheme.



### **3.4 Total Sanitation Campaign (TSC)**

#### **3.4.1 Introduction**

Total sanitation is a part of rural upliftment which cannot be ignored while discussing about rural development programmes in PRIs. The Government of India launched the Central Rural Sanitation Programme in 1986 with the objective of accelerating sanitation coverage in rural areas. It was restructured in 1999, exhibiting a paradigm shift in the approach, and the Total Sanitation Campaign (TSC) was introduced. As per the 73<sup>rd</sup> Constitutional Amendment Act 1992, sanitation is included in 11<sup>th</sup> schedule of our Constitution. Gram Panchayats have been accorded pivotal role in the implementation of sanitation schemes through Total Sanitation Campaign. Panchayati Raj Institutions at all three levels have to implement the total sanitation campaign. Panchayats are to take responsibility of social mobilization for construction of community toilets and for maintenance of clean environment by way of safe disposal of wastes. Panchayati Raj Institutions can also contribute from their own sources for school sanitation over and above the prescribed amount. Panchayats can also encourage opening rural sanitation marts for safe environment and Total Sanitation Campaign.

#### **3.4.2 Objectives**

The broader goal of the TSC is to eradicate the practice of open defecation. In particular, it aims to:

- a. Improve the general quality of life in rural areas;
- b. Accelerate sanitation coverage in rural areas through access to toilets to all;
- c. Motivate communities and Panchayati Raj Institutions through awareness creation and health education;
- d. Cover schools and Anganwadis in rural areas with sanitation facilities, and promote hygiene education and sanitary habits among students;
- e. Encourage cost effective and appropriate technologies for ecologically safe and sustainable sanitation; and
- f. Develop community managed environmental sanitation systems focusing on solid and liquid waste management.

#### **3.4.3 Components of TSC Funding**

In terms of expenditure, funding is released for the following components:



- a. Start-Up Activities such as assessment of needs and preparation of plans
- b. Information, Education and Communication (IEC) activities
- c. Rural Sanitary Marts and Production Centres
- d. Provision of Revolving Fund in the District
- e. Construction of Individual Household Latrines (IHHL)
- f. Construction of Community Sanitary Complexes
- g. Construction of Institutional Toilets
  - School Toilets
  - Anganwadi/Balwadi Toilets
- h. Ecological Sanitation
- i. Solid and Liquid Waste Management
- j. Administrative Charges

### 3.4.4 Implementation of TSC

To better understand the concerns with regard to the implementation of the programme, it is useful to identify the principal actors involved. As per the 73<sup>rd</sup> Amendment Act, 1992 – through which powers and responsibilities were devolved to the Panchayati Raj Institutions –sanitation is included in the 11<sup>th</sup> Schedule of the Constitution and is the responsibility of the Panchayats. At the district level, the Zilla Panchayat implements the project. Similarly, at the block and village levels, the Panchayat Samiti and Gram Panchayat are involved in implementation of the Total Sanitation Campaign. Gram Panchayats play a pivotal role in implementation along with Non-Governmental Organisations (NGOs) to mobilise people for construction of toilets and maintenance of a clean environment by way of safe disposal of waste. They also have the primary responsibility to operate and maintain common facilities constructed. Panchayats can contribute from their own resources for school and Anganwadi Centre's sanitation facilities, apart from opening and operating the Production Centres and Rural Sanitary Marts.

Non-Governmental Organizations primarily undertake Information, Education and Communication activities as well as help in setting up Production Centres or Rural Sanitary Marts. Their services are required not only for bringing about awareness among the rural people on the need for sanitation but also for ensuring that people actually make use of the sanitation facilities. NGOs can also open and operate Production Centres and Rural Sanitary Marts on the condition that they only undertake sanitation related activities and do not branch out into other sectors like education or health.

Expenditure incurred under the TSC is shared between the Union Government, State Governments and beneficiaries in different ratios. While start-up activities are funded completely by the Union Government, IEC funds are shared between the



Union Government and State Governments in ratio of 80:20. For the construction of toilets in households, schools and Anganwadi centres, beneficiaries also have to contribute a predetermined percentage of the costs incurred.

### 3.4.5 TSC in Odisha

The Total Sanitation Campaign was launched in April 1999 in Odisha with emphasis on Information, Education and Communication (IEC) and massive training programme to masons, PRIs as well as government functionaries for demand generation. The purpose of TSC is to bring about improvement in general quality of life in rural areas, since sanitation is one of the basic determinants of quality of life and human development index. Good sanitary practices prevent contamination of water and soil and thereby prevent disease. Besides, hygiene and sanitation is a crosscutting issue across all sectors having direct and indirect impact on health, economic, education, nutrition, environment, women empowerment (dignity, convenience and safety etc.) and community development as well. Total Sanitation Campaign has been launched throughout the state to encourage sanitary practice and for that the government has also made provisions for cash award to three-tier PRIs on individual and institutional capacity for their best activities in this regard.

**Importance of Sanitation is highlighted by these Inspiring Quotes**  
**Sanitation is more important than independence- Mahatma Gandhi**

**The day every one of us gets a toilet to use, I shall know that our country has reached the pinnacle of progress.”- Pandit Jawaharlal Nehru**

**Sanitation is a Noble Mission for the Nation. - Dr A P J Abdul Kalam**

**Good Sanitation should be birthright of all citizens- -Dr. Manmohan Singh**

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## 3.5 MGNREGS – ODISHA

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### Rationale of the Programme



A vast majority of the poor people in rural areas of the country depend mainly on the wages they earn through unskilled labour. They are often on threshold levels of subsistence and are vulnerable to the possibility of sinking from transient to chronic poverty, in the event of inadequate labour demand or in the face of unpredictable crises that may be general in nature like natural disaster or personal like ill-health, all of which adversely impact their employment opportunities. In a context of poverty & unemployment, wage employment programmes provide unskilled manual workers with short-term employment. The wage employment programmes provide income transfers to poor households during critical times and so also enable consumption smoothing specially during slack agricultural seasons or years. Durable assets created under these programmes have the potential to generate sustainable livelihood.

### **History of Rural Wage Employment Programmes in India**

The need to evolve a mechanism to supplement existing livelihood sources in rural areas was recognised early in development planning in India. The Government has implemented wage employment programmes that offered wage employment on public works on minimum wages. The wage employment programmes started as pilot projects in the form of Rural Manpower Programme (RMP) [1960-61], Crash Scheme for Rural employment (CRSE) [1971-72], Drought Prone Area Programme was started as Rural work Programme (RWP)[1972], Small Farmers Development Agency (SFDA), Marginal Farmers & Agricultural Labour Scheme (MF&AL) to the poorest of the poor. These experiments were translated into a full-fledged wage-employment programme in 1977 in the form of Food for Work Programme (FWP). In 1980's this programme was further streamlined into the National Rural Employment Programme (NREP) and Rural Landless Employment Guarantee Programme (RLEGP), Jawahar Rozgar Yojana (JRY1993-94) and Employment Assurance Scheme (EAS). The Jawahar Rozgar Yojana (JRY) was merged with Jawahar Gram Samridhi Yojana (JGSY) from 1999-2000 and was made a rural infrastructure programme. The programme was merged with Sampoorna Grameen Rozgar Yojana during the year 2001-02 and National Food for Work (NFFWP, 2005). These wage employment programmes implemented by State Governments with Central assistance were self-targeting and the objective was to provide enhance livelihood security, specially of those dependent on casual manual labour. At the State Level, the Govt. of Maharashtra formulated the Maharashtra Employment Guarantee Scheme and Maharashtra Employment Guarantee Act, 1977 to provide wage employment to those who demanded it.

Based on the experience of these programmes, National Rural Employment Guarantee Act (NREGA) was enacted on 5th September, 2005 and came into force w.e.f. 2<sup>nd</sup> February, 2006. On 31st December, 2009, the Act was renamed by an





Amendment as the Mahatma Gandhi National Rural Employment Guarantee Act, 2005. It is now commonly referred as MGNREGA.

In the first phase, NREGA was implemented in 200 most backward districts with effect from February 2, 2006 and was extended subsequently to additional 113 and 17 districts with effect from April 1st 2007 and May 15th 2007, respectively. The remaining districts were included under the Act with effect from April 1, 2008. Thus, the Act now covers all the rural districts (644) of the country. The MGNREGA was enacted to reinforce the commitment towards livelihood security in rural areas. This Employment Guarantee Act is the most significant legislation in many ways. For the first time, rural communities have been given not just a development programme but a regime of rights. The MGNREGA is a legal guarantee that people can use to secure their entitlement of wage employment. It holds the Government responsible for making this employment available to the people. It is a legal instrument in the hands of the poor based on the demand of the workers. The Rights-based design of MGNREGA has a genesis in the preceding wage employment programmes. Almost all the rights related features of MGNREGA are inherited from previous wage employment programme launched by Government of India and from the rights based programme of Maharashtra Employment Guarantee Act 1977.

### **Objectives of the Programme**

The core objectives of the programme are:

- i) Providing not less than one hundred days of unskilled manual work as a guaranteed employment in a financial year to every household in rural areas as per demand, resulting in creation of productive assets of prescribed quality and durability.
- ii) Strengthening the livelihood resource base of the poor;
- iii) Proactively ensuring social inclusion and
- iv) Strengthening Panchayati Raj Institutions

### **Salient features of the Act**

- i) Rights based Framework: For adult members of a rural household willing to do unskilled manual work.
- ii) Time bound Guarantee: 15 days for provision of employment, else unemployment allowance to be paid. Upto 100 days of work in a financial year per household, depending on the actual demand.



- iii) Labour Intensive Works: 60:40 wage and material ratio for permissible works at the Gram Panchayat; no contractors/machinery
- iv) Decentralized Planning: Gram Sabhas to recommend works. At least 50% of works by Gram Panchayats for execution Principal role of PRIs in planning, implementation and monitoring
- v) Work site facilities: Crèche, drinking water, first aid and shade provided at worksites
- vi) Women empowerment: At least one-third of beneficiaries should be women
- vii) Transparency & Accountability: Proactive disclosure through wall writings, citizen information boards and MIS and Social Audits
- viii) Funding: 100% cost towards unskilled wages and 75% towards skilled, semi skilled and material is borne by Central Government and 25 % of skilled, semi-skilled and material costs is contributed by States. In addition 6% administrative expenses are borne by the Centre for effective implementation of the Act.

### **Key Achievements since inception**

The key achievements of the programme in the last eight years of its implementation are:

- i) Since its inception in 2006, around Rs1,63,754.41 crores has been disbursed directly as wage payments to rural worker households.
- ii) 1,657.45 crore per son-days of wage employment has been generated.
- iii) On an average, five crore rural households have been provided with wage employment each year since 2008.
- iv) Scheduled Castes and Scheduled Tribes participation has been 48 per cent till 31<sup>st</sup> March, 2014.
- v) Women have accounted for 48 per cent of the total person-days generated. This is well above the mandatory 33 per cent as required under the Act.
- vi) Since the beginning of the programme, 260 lakh works have been taken up under the Act.



vii) Average wage per person-day in the FY 2013-14 was Rs.132.59 which is double the average wage rate paid in FY 2006-07. The notified wage today varies from a minimum of Rs.153 in Meghalaya to Rs. 236 in Haryana.

### **In Odisha**

In Odisha, it was implemented during February 2006 in a few selected districts and from 2008 it has been implemented in all districts of Odisha. With the provisions of NREGA 2005, the Government of Odisha has formulated a National Rural Employment Guarantee Scheme (NREGS-Odisha). The purpose of the scheme is to give effect to the legal guarantee of work, by providing at least 100 days of guaranteed employment to every rural household whose adult members volunteer to do unskilled manual work subject to conditions of the Act. The objective of the scheme is to provide livelihood safety to rural families and to strengthen the economic conditions of rural labour and to give them an opportunity to live with dignity. The unique feature of the scheme is that when a registered job card holder fails to get work within 15 days of his application to the Gram Panchayat, he/she is entitled to get unemployment allowance as per law. The scheme is being implemented through three-tier Panchayati Raj Institutions under the direct control and supervision of Collector of the district, DRDA and Panchayat Samiti. The PRIs being the implementing agency, prepares the annual action plans and monitor and supervise the programme through social audit programme in the Gram Panchayat. The Gram Sabha recommends different works to be undertaken in the Gram Panchayat out of the MGNREGS funds and accordingly the budget and other technical works are being sent to the Panchayat Samiti and Zilla Parishad for administrative and financial approval.

At Gram Panchayat level, the programme is implemented by the Gram Panchayat under the direct control and supervision of Sarpanch and Chief Executive Officer of Gram Panchayat. The Programme is being monitored and supervised through Panchayat level, Block level, district level and State level committees and a Grievance Redressal Mechanism has been developed to redress the grievance of people under the system. During the financial year 2013-14, upto December 2013, a total of Rs.73251.19 lakhs has been spent under the project throughout Odisha covering 30 districts as per the financial performance report of Department of Panchayati Raj, Government of Odisha.

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### **3.6 Cement Concrete (CC) Road**

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The Panchayati Raj Department, Government of Odisha has taken initiative in the past for construction of Cement Concrete Road in the village under various schemes in order to improve the quality of life and hygienic conditions in the rural villages. It



has become a very popular scheme and one of the most sought after schemes in the rural areas. In the past, though Cement Concrete Roads were taken up under different schemes, all the villages have not yet been covered. The State Government has decided to give thrust to the scheme for construction of intra village Cement Concrete Roads in the villages with the objective of attaining saturation in the State with special focus on Vulnerable Groups like STs/SCs habitations. Government has given importance on construction of good quality roads.

The programme is being implemented taking Block as a Unit and Panchayat Samitis are authorized to prepare the plan of action and funds are being provided directly to the Blocks. Under this programme, funds are provided based on population of a village. Rs.3 Lakhs sanctioned to a village having population of 0-500, and population ranging 501 to 1000 gets a grant of Rs.5 lakhs and Rs.7 lakhs provided to the villages where there is a population of more than 1000 people in rural areas. The Panchayat Samiti, i.e. Block, is authorized to work as implementing agency in every district. The programme is monitored and supervised by the district level officers along with district collector through field visit and physical verification of works implemented.

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### **3.7 Drinking Water Supply Scheme**

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Drinking Water Supply Scheme aims at providing sufficient pure and safe drinking water to all rural household on continuous basis for domestic as well as cooking purpose, since providing safe drinking water to all sections of rural population on a continuous basis is of paramount importance. It has been recommended that water be treated not as an 'economic good' but an 'economic resource' which is essential for both growth and development. Accordingly, during February 2005, the State Government took a policy decision to implement all drinking water supply schemes on a participatory mode to improve service delivery system and sustainability. The programme termed as Accelerated Rural Water Supply Programme (ARWSP) is under implementation since 1972-73. In 1986 it was renamed as National Drinking Water Mission. Under the Accelerated Rural Water Supply Programme, a large number of drinking water supply sources such as piped water supply projects, hand pumps, tube-wells and sanitary wells have been installed in the rural areas. Jaldhara is a strategy adopted by the Government of Odisha for the implementation of water facilities for the rural habitations through different projects. In this scheme, the Gram Panchayat is to identify the biggest village and go for the piped water supply and Gram Panchayat is to operate and maintain the existing spot sources.



### 3.8 Let Us Sum Up

In this unit we discussed some schemes of rural development which are not discussed in Unit-II. We have discussed the schemes implemented in the state which are designed to address the regional imbalances in development (BRGF and GGY), wage employment programme (MGNREGS), and water and sanitation programmes (TSC and drinking water supply). All these schemes, except GGY and CC Road, are sponsored by the central government. While under GGY additional developmental assistance is provided to the targeted districts of the State not covered under the Backward Regions Grant Fund, under CC Road thrust is given for construction of intra village CC Roads in the villages with special focus on vulnerable groups like ST/SC habitations.

#### Check Your Progress I

Note: a) Use the space provided for your answers.

b) Check your answers with the possible answers provided at the end of this unit.

Q1: What were the objectives of Backward Regions Grant Fund ?

Ans.

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Q2: What are the objectives of Gopabandhu Gramin Yojana(GGY) ?

Ans.

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Q3: What are the major objectives of Total Sanitation Campaign (TSC) ?

Ans.

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Q4: What are the major components of TCS funding ?

Ans.

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Q5: What are the core objectives of MGNREGA?

Ans.

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### 3.9 Key Words

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**Panchayati Raj :** The system of decentralized governance in India is also known, popularly, as the Panchayati Raj. Panchayat means an elected village assembly and Raj literally stands for governance. The system operates at three levels: village, block





and district, each of which is empowered to look after its own affairs.

**Balwadi :** A Balwadi is a nursery or pre-primary school, run on a door-step model in villages and backward areas of cities in India. The word “bal”, used in several Indian languages, means child and the concept of Balwadi schools is somewhat similar to the government-sponsored Anganwadi for mother and child care.

**Gram Panchayat :** The Gram Panchayat is the lowest tier (at the village level) of self-governance under the Panchayati Raj Institution system, introduced with the 73rd Constitutional Amendment Act, 1992.

**Start-Up Activities:** The start-up activities include conducting of preliminary survey, conducting a Baseline Survey (BLS), preparation of Project Implementation Plan (PIP), initial orientation and training of key programme managers at the district level. The costs of start-up activities are met fully by the Government of India assistance and, should not exceed 5 per cent of the total project costs.

**IEC Activities :** The IEC activities carried out should be area specific and should also involve all sections of the rural population. IEC is not a one-time activity. IEC strategy and plan have to be implemented not just to create demand but also for use, maintenance and up gradation. At the district level, focus should be on inter-personal communication, use of folk media and also outdoor media like wall painting, hoarding etc. IEC funding is split in the ratio of 80:20 between the Union Government and State Governments and the total IEC cost including start up grant is limited to 15 per cent of the total project cost.

**Rural Sanitary Marts and Production Centres :** The Rural Sanitary Mart (RSM) is an outlet dealing with the materials, hardware and designs required for the construction of not only latrines but also other sanitary facilities, such as soakage and compost pits, vermi-composting, washing platforms, certified domestic water filters and other sanitation and hygiene accessories required for individuals, families and communities in the rural areas. Production Centres (PCs) are the means to improve production



of cost effective affordable sanitary materials. The Production Centres/Rural Sanitary Marts can be opened and operated by NGOs/self-help groups/women's organizations/Panchayats. Support of private entrepreneurs may also be taken for ensuring an effective supply chain. Funding for this component is split in the ratio of 80:20 between the Union Government and the State Government. A maximum amount of Rs.3.5 lakh per Rural Sanitary Mart/Production Centre is provided.

**Provision of Revolving Fund in the District:** Based on the successful initiative taken by Self Help Groups and Dairy Cooperative Societies in arranging low/zero interest finance to their members for toilet construction in many parts of the country, a sum of up to Rs 50 lakh (subject to the restriction of 5 per cent funds earmarked for alternate delivery mechanism, which includes the cost for setting up RSMs and PCs) may be given to each TSC project as revolving fund. Households above the poverty line can access this revolving fund as well.

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### 3.10 Suggested Readings

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1. Backward Regions Grant Fund.  
[https://en.wikipedia.org/wiki/Backward\\_Regions\\_Grant\\_Fund](https://en.wikipedia.org/wiki/Backward_Regions_Grant_Fund)
2. Govt. of India. *BRGF Programme Guidelines*. Ministry of Panchayati Raj, New Delhi.
3. Govt. of India (2014). *Evaluation Study of Backward Regions Grant Fund*. Planning Commission, New Delhi.
4. Mohanty, Rudhi Sundar (2014). 'Rural Development Programmes in Panchayati Raj Institutions (PRIs): An Overview'. *Odisha Review*, Feb-March.

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### 3.11 Check Your Progress - Possible Answers

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#### Check Your Progress I

Note: a) Use the space provided for your answers.

b) Check your answers with the possible answers provided at the end of this unit.

**Q1: What were the objectives of Backward Regions Grant Fund ?**

Ans:



- Bridge critical gaps in local infrastructure and other development requirements that were not being adequately met through existing inflows,
- Strengthen Panchayat- and Municipality-level governance with more appropriate capacity building, to facilitate participatory planning, decision making, implementation and monitoring, to reflect local felt needs,
- Provide professional support to local bodies for planning, implementation and monitoring their plans,
- Improve the performance and delivery of critical functions assigned to Panchayats, and counter possible efficiency and equity losses on account of inadequate local capacity.

**Q2: What are the objectives of Gopabandhu Gramin Yojana (GGY) ?**

Ans : The primary objective of the scheme is to provide additional funds to the targeted 11 districts of the state not covered under the BRGS for development of infrastructure primarily consisting of Bijuli (Electricity), Pani (Water) and Sadak (Road) to every revenue village in the identified districts.

**Q3: What are the major objectives of Total Sanitation Campaign (TSC) ?**

1. Improve the general quality of life in rural areas;
2. Accelerate sanitation coverage in rural areas through access to toilets to all;
3. Motivate communities and Panchayati Raj Institutions through awareness creation and health education;
4. Cover schools and Anganwadis in rural areas with sanitation facilities, and promote hygiene education and sanitary habits among students;
5. Encourage cost effective and appropriate technologies for ecologically safe and sustainable sanitation; and
6. Develop community managed environmental sanitation systems focusing on solid and liquid waste management.

**Q4: What are the major components of TCS funding ?**

Ans:

- 1 Start-Up Activities such as assessment of needs and preparation of plans
2. Information, Education and Communication (IEC) activities
3. Rural Sanitary Mats and Production Centres
4. Provision of Revolving Fund in the District
5. Construction of Individual Household Latrines (IHHL)
6. Construction of Community Sanitary Complexes
7. Construction of Institutional Toilets
8. Ecological Sanitation

- 9. Solid and Liquid Waste Management
- 10. Administrative Charges



**Q5: What are the core objectives of MGNREGA ?**

Ans:

- i) Providing not less than one hundred days of unskilled manual work as a guaranteed employment in a financial year to every household in rural areas as per demand, resulting in creation of productive assets of prescribed quality and durability.
- ii) Strengthening the livelihood resource base of the poor;
- iii) Proactively ensuring social inclusion and
- iv) Strengthening Panchayati Raj Institutions.





