

Rural Development Sector Report



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PREFACE

The Government of India (GoI) spends close to Rs. 14 lakh crores annually on development activities, through nearly 750 schemes implemented by Union Ministries. To improve the effectiveness and efficiency of public finance, and the quality of service-delivery to citizens, all schemes have been mandated to undergo third party evaluations, to provide an evidentiary foundation for scheme continuation from 2021-22 to 2025-26. In 2019, the Development Monitoring and Evaluation Office (DMEO), NITI Aayog was assigned the task of evaluating 28 Umbrella Centrally Sponsored Schemes (UCSS), which are schemes/programmes funded jointly by the Centre and the States and implemented by the States. This historic exercise, undertaken between April 2019 and February 2021, evaluated 125 Centrally Sponsored Schemes (CSS), under 10 Sectors, together covering close to 30% of the GoI's development expenditure, amounting to approximately Rs. 3 lakh crore (USD 43 billion) per annum.

In order to fulfil this mandate to the highest standard possible, to optimize both the robustness and the uptake of the evidence generated, DMEO adopted a nationally representative mixed methods evaluation methodology and a consultative review process for the reports. Through qualitative and quantitative analysis of secondary literature, analysis was done at three levels: the sector, the umbrella CSS and the scheme itself. The studies thus produced then underwent a review process involving consultations with NITI Aayog subject matter divisions, concerned Ministries and Departments, and external experts.

The present report is an outcome of this evaluation study and presents an analysis of the Rural Development Sector based on primary and secondary data collection. In this Report, we seek to cover rural development sector in India, identifying the intended and actual contribution of GoI schemes to sector outcomes. This includes areas for more focused effort to achieve national priorities/SDGs. It also identifies opportunities for convergence of the schemes within the sector to other developmental programmes of the Central and the State Governments as well as with private sector, corporate social responsibility (CSR) efforts, international, multilateral and bilateral aid, etc.

We hope that this Report will further our understanding of the Rural Development Sector and help us move towards achieving the Sustainable Development Goals and the National Development Agenda, to promote the well-being of all sovereign citizens of India.

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In accordance with the massive scope and scale of the exercise, this report owes its successful completion to the dedicated efforts of a wide variety of stakeholders.

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List of Acronyms

AAP	Annual Action Plan
ABPO	Assistant Block Programme Officer
ABPS	Aadhaar Based Payment Systems
ACA	Additional Central Assistance
ADB	Asian Development bank
ADIP	Assistance to Disabled Persons for Purchase
ADO	Agriculture Development Office
AGEY	Aajeevika Grameen Express Yojana
AIBP	Accelerated Irrigation Benefit Programme
AIC	Atal Incubation Centres
AIR	All India radio
ALP	Aadhaar Linked Payments
ANPR	Automatic Number Plate Recognition
APL	Above Poverty line
APR	Asia and the Pacific Region
AWC	Anganwadi Centres
BBBP	Beti Bachao Beti Padhao
BCC	Behavioural Change Communication
BDO	Block Development Officer
BDSP	Business Development Service Providers
BMCU	Bulk Milk Cooling Units
BMMU	Block Mission Management Unit
BNV	Bharat Nirman Volunteers
BPL	Below Poverty Lines
BPO	Block Programme Officer
BPT	Block Planning Team
BRC	Block Resource Centres
CAD&WM	Command Area Development & Water Management
CAG	Contemplor Audit General
CAMC	Comprehensive Maintenance Contract
CAPART	Council for Advancement of People's Action and Rural Technology
CB	Capacity Building
CBI	Cantilan Bank Inc
CBO	Community based organisations
CBPWD	Community-based participatory watershed development
CBRI	Central Building Research Institute
CCMA	Citizen-Centric Mobile Application
CDM	Community Development Movement
CDMU	Cluster Development and Management Unit
CEF	Community Enterprise Fund
CEF	Community Enterprise Fund
CEGC	Central Employment Guarantee Council
CEO	Chief Executive Officer
CEPT	Centre for Environmental Planning and Technology

CFR	Community forest right
CFT	Cluster Facilitation Team
CGF	Critical Gap Funds
CGTFS	Credit Guarantee Trust Fund Scheme
CIF	Community Investment Fund
CISF	Community Investment Support Fund
CLF	Cluster Level Federation
CLRP	Community Livelihoods Resource Persons
CMAT	Community Monitors and Auditors Team
CMRD	The Centre for Media and Rural Documentation
CMSPGHS	Chief Minister's Solar Powered Green House Scheme
CNCPL	Comprehensive New Connectivity Priority Lists
CPI	Consumer Price Index
CPI-AL	Consumer Price Index - Agricultural Labour
CPIO	Central Public Information Officer
CPI-R	Consumer Price Index- Rural
CPI-RL	Consumer Price Index - Rural Labour
CPMU	Central Programme Management Unit
CRM	Common Review Mission
CRP	Community Resource Persons
CRRRI	Central Road Research Institute
CSDCI	Construction Skill Development Council of India
CSIR	Council of Scientific and Industrial Research
CSO	Civil Society Organisation
CSP	Customer Service Provider
CSR	Corporate Social Responsibility
CSS	Centrally Sponsored Scheme
CSSC	Community Social Support Committee
CUPL	Comprehensive Upgradation Priority Lists
CWS	Current Weekly Status
CWT	Community Watershed Team
CYSD	Centre for Youth and Social Development
DAY	Deendayal Antyodaya Yojana
DBT	Direct Benefit Transfer
DDP	Desert Development Programme
DDRS	Deendayal Disabled Rehabilitation Scheme
DDUGJY	Deen Dayal Upadhyaya Gram Jyoti Yojana
DDU-GKY	Deen Dayal Upadhaya Grameen Kaushalya Yojana
DFID	Department for International Development
DLP	Defect Liability Period
DMEO	Development Monitoring and Evaluation Office
DMF	District Mineral Foundation
DMMU	District Mission Management Unit
DP	Development Plan
DPAP	Drought Prone Area Programme
DPC	District Programme Coordinator

DPM	District Programme Manager
DPMU	District Project Management Unit
DPO	District Programme Officer
DPR	Detailed Project Report
DRDA	District Rural Development Authority
DRRP	District Rural Roads Plan
DST	Department of Science and Technology
DWCRA	Development of Women and Child in Rural Areas
EAG	Expert Advisory Group
EAS	Employment Assurance Scheme
EC	Executive Committee
ECAI	External Credit Assessment Institutions
EDD	Empowered Deliberative Democracy
EDI	Entrepreneurship Development Institute of India
EGS	Employment Guarantee Scheme
EGS	Employment Guarantee Scheme
EPWP	Expanded Public Works Programme
ER	Elected Representative
ESDP	European Spatial Development Perspective
EU	European Union
FAO	Food and Agriculture Organisation
FC	Finance Commission
FGD	Focus Group Discussion
FMS	Fund Management System
FPC	Farmer Producer Company
FPO	Farmer Producer Organizations
FPS	Fair Price Shops
FRA	Forest Rights Act
FTO	Fund Transfer Order
GAP	Gender Action Plan
GB	Governing Body
GBC	Gender Budget Cells
GDP	Gross Domestic Product
GGGI	Global Green Growth Institute
GHG	Green House Gas
GOI	Government of India
GP	Gram Panchayat
GPDP	Gram Panchayat Development Plan
GPRMP	Gram Panchayat Road Maintenance Plan
GPS	Global Positioning System
GRIMMS	GIS enabled Road Information Management & Monitoring System
GRRIS	Geospatial Rural Road Information System
GRS	GramRozgar Sahayak
GS	Gram Sabha
GST	Goods and Services Tax

HDB	The Housing and Development Board
HP	Himachal Pradesh
HR	Human Resource
HSCAS	House Site-cum Construction Assistance Scheme
HSNP	The Hunger Safety Net Programme
IAP	Integrated Action Plans
IAY	Indira Awaas Yojana
IBS	Individual Beneficiary Scheme
ICAP	Integrated Cluster Action Plan
ICAR	Indian Council of Agricultural Research
ICDS	Integrated Child Development Services
ICT	Information and Communication Technology
IDA	International Development Association
IEC	Information Education Communication
IFAD	International Fund for Agricultural Development
IFR	Individual Forest Right
IGNDPS	Indira Gandhi National Disability Pension Scheme
IGNOAPS	Indira Gandhi National Old Age Pension Scheme
IGNWPS	Indira Gandhi National Widow Pension Scheme
IIFM	Indian Institute of Forest Management
IIPA	Indian Institute of Public Administration
IIT	Indian institute of Technology
ILO	International Labour Organisation
IPC	Interpersonal Communication
IPPE	Integrated Participatory Planning Exercise
IRDP	Integrated Rural Development Programme
IRMA	Institute of Rural Management, Anand
ISRO	Indian Space Research Organisation
IWMP	Integrated Watershed Management Programme
JAM	Jan Dhan Aadhaar Mobile Trinity
JGSY	Jawahar Gram Samridhi Yojana
JRY	Jawahar Rozgar Yojana
KII	Key Informant Interview
KMC	Knowledge Management and Communication
KMU	Knowledge Management Unit
KSS	Kesabchak Srijani Sangh
KVIC	Khadi and Village Industries Commission
LAC	Latin America and the Caribbean
LBI	Livelihood Business Incubator Centers
LFPR	Labour Force Participation Rate
LGD	Local Government Directory
LIFE	Livelihood in Full Employment
LPG	Liquefied Petroleum Gas
LWE	Left Wing Extremism
MB	Measurement Book

MCP	Micro-Credit Plan
MDMS	Mid-Day Meal Scheme
MENA	The Middle East and North Africa
MFI	Micro Finance Institute
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MIP	Micro-investment Plan
MIS	Management Information System
MKSP	Mahila Kisan Sashaktikaran Pariyojna
MKSY	Mahila Kisan Shramasakthi Yojana
MLA	Member of Legislative Assembly
MoA	Ministry of Agriculture
MOOC	Massive Open Online Course
DORD	Ministry of Rural Development
MoWCD	Ministry of Women and Child Development
MPCE	Monthly Per Capita Expenditure
MPRLP	Madhya Pradesh Rural Livelihoods Project
MSC	Migration Support Centre
MSME	Micro, Small and Medium Enterprises
MSP	Minimum Support Price
MUDRA	Micro Units Development and Refinance Agency Ltd
NABARD	National Bank for Agriculture And Rural Development.
NACER	National Centre for Excellence of RSETIs
NBCP	National Bio-Mass Cookstoves Programme
NDDB	National Dairy Development Board
Ne-FMS	National Electronic Fund Management System
NEGF	National Employment Guarantee Fund
NFBS	National Family Benefit Scheme
NFFWP	National Food for Work Programme
NFHS	National Family Health Survey
NGO	Non-Government Organizations
NHAI	National Highways Authority of India
NHB	National Housing Bank
NHM	National Horticulture Mission
NIC	National Informatics Centre
NIC	National Informatics Centre
NIOS	National Institute of Open Schooling
NIPFP	National Institute of Public Finance & Policy
NIRDPR	National Institute of Rural Development & Panchayati Raj
NLEC	National Level Empowered Committee
NLM	National Level Monitors
NMBS	National Maternity Benefit Scheme
NMMU	National Mission Management Unit
NPM	Non-Chemical Pest Management
NQM	National Quality Monitors
NRDC	National Research Development Corporation

NRDWP	National Rural Drinking Water Programme
NREP	National Rural Employment Programme
NRETP	National Rural Economic Transformation Project
NRIDA	National Rural Infrastructure Development Agency
NRLM	National Rural Livelihood Mission
NRLP	National Rural Livelihoods Project
NRM	Natural Resource Management
NRO	National Resource Organisations
NRRDC	National Rural Road Development Committee
NSAAC	National Social Assistance Advisory Committee
NSAP	National Social Assistance Plan
NSDC	National Social Assistance Advisory Committee
NSS	National Sample Survey
NSSO	National Sample Survey Organisation
NSQF	National Skill Qualification Framework
NTFP	Non-timber forest products
NTFS	Non-Timber Forest Products
NTSA	National Technical Support Agency
NU	National Unit
OBC	Other Backward Caste
ODR	Other District Roads
OECD	Organization for Economic Cooperation and Development
OFWM	On Farm Water Management
OJT	On-the-Job Training
OLM	Odisha Livelihoods Mission
OMMAS	Online Management, Monitoring and Accounting System
OOMF	Output-Outcome Monitoring Framework
OPM	Oxford Policy Management
PBF	Programa Bolsa Família
PC	Producer Companies
PCCBP	Plastic cell-filled concrete block pavement
PCI	Pavement Condition Index
PD	Programme Division
PDO	project development objectives
PDS	Public Distribution System
PF	Programme Fund
PFMS	Public Fund Management System
PHC	Primary Healthcare Centre
PIA	Programme Implementing Agency
PIB	Press Information Bureau
PIN	Professional Institutional Network
PIO	Public Information Officer
PIU	Project Implementation Unit
PLFS	Periodic Labour Force Survey
PMAY	Pradhan Mantri Awaas Yojana

PMAYG	Pradhan Mantri Awaas Yojana-Gramin
PMGKYP	Pradhan Mantri Garib Kalyan Yojana Package
PMGSY	Pradhan Mantri Gram Sadak Yojana
PMKKKY	Pradhan Mantri Khanij Kshetra Kalyan Yojana
PMKSY	Pradhan Mantri Krishi Sinchayi Yojana
PMU	Project Management Unit
PMUY	Pradhan Mantri Ujjwala Yojana
PO	Programme Officer
PPP	Public Private Partnership
PRC	Performance Review Committee
PREM	People's Rural Education Movement
PRI	Panchayati Raj Institute
PSNP	Productive Safety Net Programme
PSS	Panchayat Swayam Sevak
PSU	Public Sector Undertaking
PTG	Primitive Tribal Group
PTR	Pupil Teacher Ratio
PURA	Provision of Urban Amenities In Rural Areas
PVTG	Particularly Vulnerable Tribal Groups
PwD	Person with Disability
PWL	Permanent Waiting List
QR	Quick Response
RBI	Reserve Bank of India
RBS	Resource Block Strategy
RBV	Resource Based Views
RCIP	Rural Connectivity Investment Programme
RCPLWEA	Rural Connectivity Projects for Left Wing Extremism Affected Areas
RD	Rural Development
RF	Revolving Fund
RFIP	Rural Financial Institutions Programme
RHKN	Rural Housing Knowledge Network
RKVY	Rashtriya Krishi Vikas Yojana
RLEGP	Rural Landless Employment Guarantee Programme
RPD	The Rights of Persons with Disabilities Act
RS	Rozgar Sahayak
RSBY	Rashtriya Swastha Bima Yojana
RSETI	Rural Self Employment Training Institutes
RTI	Right to Information
RUDA	Rural Urban Disparity Analysis
SAC	Social Audit Committee
SAGY	Sansad Aadarsh Gram Yojana
SAPCC	State Action Plans on Climate Change
SARAS	Sales of Articles of Rural Artisans Society
SAU	Social Audit Unit
SBD	Standard Bidding Document
SBM	Swacch Bharat Mission

SCC	Scheduled Castes Component
SCM	Smart Cities Mission
SCs	Scheduled Castes
SCSP	Scheduled Caste Sub-Plan
SCTS	Social Cash Transfer Scheme
SDG	Sustainable Development Goals
SDP	Skill Development Plan
SECC	Socio Economic Caste Census
SECURE	Software for Estimate Calculation Using Rural Rates for Employment
SEGC	State Employment Guarantee Council
SEGF	State Employment Guarantee Fund
SGA	The Selling, General and Administrative expenses
SGRY	Sampoorna Grameen Rozgar Yojana
SGSY	Swarn Jayanti Gramswarozgar Yojana
SHGs	Self Help Groups
SLACC	Sustainable Livelihoods and Adaptation to Climate Change
SLBC	State Level Bankers Committees
SLC	State Level Empowered Committed
SLSC	State Level Standing Committee
SMF	The Social Management Framework
SMMU	State Mission Management Unit
SNA	State Nodal Agency
SOC	Soil Organic Carbon
SoR	Schedule of Rates
SPMRM	Shyama Prasad Mukherji Rurban Mission
SPMU	State Project Management Unit
SPV	Solar Photo Voltaic
SQC	State Quality Control
SQM	State Quality Monitor
SRLM	State Rural livelihood Mission
SSA	Sub-Saharan Africa
SSM	State Skill Missions
STC	Scheduled Tribe Component
STs	Scheduled Tribes
STSA	State Technical Support Agencies
SVEP	Start-up Village Entrepreneurship Programme
SVYM	Swamy Vivekananda Youth Movement
TA	Technical Assistant
TAG	Technical Advisory Group
TCE	Thiagarajar College of Engineering
TCPO	Town and Country Planning Organisation
TEDA	Tamil Nadu Energy Development Agency
TISS	Tata Institute of Social Sciences
TRYSEM	Training of Rural Youth for Self-Employment
TSP	Tribal Sub Plan

TSPL	Talandi Sabo Power Plant Limited
UCSS	Umbrella Centrally sponsored scheme
UIF	Unemployment Insurance Fund
UN	United Nations
UNDP	United Nations Development Programme
UNESCAP	United Nations Economic & Social Commission for Asia & The Pacific
UNICEF	United Nations Children Fund
UR	Unemployment Rate
USAID	United States Agency for International Development
VC	Village Clusters
VMC	Vigilance and Monitoring Committee
VO	Village Organizations
VPPC	Village Poverty Reduction Committee
VRF	Vulnerability Reduction Fund
VRP	Village Resource Persons
WHA	World Health Assembly
WHO	World Health Organisation
WPR	Work Population Ratio
YSD	Youth for Social Development

1. Sector Level Analysis

1.1. Background of the Sector

The rural economy of India represents a domain of opportunity for India's growth and development within the current policy discourse. This perception of rural opportunity also bundles together ideas about the propensity for innovation¹, technology, mechanisation, and entrepreneurship and value chains. The current push for inclusiveness and investing in collectives for rural and national development rests squarely upon this set of intertwined ideas. DoRD has played a key role in steering rural India's development agenda through implementation of various programmes. It has been a catalyst in affecting change in the rural panorama through poverty alleviation, employment generation, infrastructure development and extending social security net to the rural population.

Evolution of the Sector

Rural development as a sector has had a chequered journey of evolution. Since Independence there have been four phases in which the approach towards addressing issues in rural development has undergone changes in emphasis. An overview of these phases is given below:

First Phase: Structural Reform

The early phase of rural development lasted for almost a quarter of a century, from the First to the Fifth plan period, which focused on establishment of Community Development Blocks, piloted in the first plan and later extended to cover the entire country. The Second plan brought in the need for the establishment of village Panchayats and formulation of District Plans and hence brought the need for strong District Development Administration to function as *an agency of change towards a new social order*².

The approach during the Third to Fifth plan was an extension of the principle of community development laid down in the previous plans with an added dimension of technology adoption and mobilization of resources by local institutions so that they are able to decrease their dependency on schematic assistance from the centre and become *self-reliant and locally rooted*³.

Rural development was largely subsumed within agriculture within the Third, Fourth and Fifth plans. There was neither a separate ministry nor a department to deal with issues in rural development for the first four plans. It was towards the beginning of Fifth plan period that a separate department of Rural Development was constituted within the confines of Ministry of Agriculture.

Second Phase: Targeted Approach

The Sixth Plan was an important milestone in defining the rural development as a sector for three major reasons: **First**, for the first time in the plan documents, rural development emerged as a separate sector and a chapter was devoted to it. **Second**, the plan brought the element of special area approach through launch of programmes like the Drought Prone Area Programme (DPAP), and Desert Development Programme (DDP). **Third**, special employment programmes were formulated and launched during this period, namely the Integrated Rural Development Programme (IRDP) for self-employment and the National Rural Employment Programme (NREP) for wage employment.

¹Sumberg, J. and Hunt, S. (2018). Rural areas and Innovations: Claims, Evidence and Implications. Unpublished background paper produced for IFAD's Rural Development Report 2019, "Investing in Rural areas".

² Planning Commission. (1956). Second Five Year Plan. Government of India.

³ Planning Commission. (1969). Fourth Five Year Plan. Government of India.

This phase was instrumental in initiating a move away from growth oriented public investment towards a targeted approach to address poverty and disparities. The approach continued and was expanded during the Seventh and Eighth plan periods with launching of Training of Rural Youth for Self-Employment (TRYSEM) and Development of Women and Child in Rural Areas (DWCRA). This added to IRDP, Rural Landless Employment Guarantee Programme (RLEGP) and Jawahar Rojgar Yojana (JRY) as subsets of NREP.

The phase experienced organisational changes in dealing with the business of rural development at the Central level. The separate department of Rural Department was upgraded to a full-fledged ministry in 1979 as Ministry of Rural Reconstruction and later rechristened as Ministry of Rural Development in 1982. There was a short period when rural development was merged with agriculture and the ministry was reconstituted as Ministry of Agriculture and Rural Development (1985). However, since 1991 the Ministry of Rural Development has been a separate ministry at the central level.

Third Phase: Entitlement Based Approach

The seeds of entitlement approach were sown with the introduction of NSAP and Employment Assurance Scheme (EAS) during the Ninth Plan period. The former created an eligibility framework that made specific households entitled to benefit under the scheme. EAS, influenced by Employment Guarantee Scheme (EGS) of Maharashtra, assured guaranteed employment at minimum wages for 100 days in designated areas in the country.

The Ninth Plan also saw introduction of Swarn Jayanti Gram Swarozgar Yojana (SGSY) programme that was further expanded in the Tenth Plan as a major livelihood diversification programme through promotion of micro enterprises using the instrumentality of Self Help Groups (SHGs).

The dominant perspective for rural development during this phase was on strengthening the productive potential of rural economy and providing more opportunities to the rural poor in economic processes.

Fourth Phase: Empowerment Approach

Recognising multiple deprivations faced by the poor, and the socio-economic inequalities faced by different social groups, the Eleventh Plan underwent a paradigm shift to design interventions that empower the poor who in turn will create demand and institutions to directly address poverty in all its manifestations. Wage employment programmes were merged in to MGNREGS (Mahatma Gandhi National Rural Employment Guarantee Scheme) to guarantee 100 days of unskilled work all over the country. This became a demand-based wage employment seeking programme that was self-targeting the poor. SGSY programme was expanded in scope and further deepened in the Twelfth Plan as National Rural Livelihood Programme, which aims at creating a network of institutions of poor and becoming the vehicle for diversification of livelihoods away from agriculture.

Moving away from the Below Poverty Line (BPL) approach to deprivation-based approach, this phase used SECC data to target the poor with inclusion as the operating principle for intervention for poverty alleviation.

National Priorities

The India Three Year Action Agenda⁴ recognised the appearance of an integrated economy with blurring of distinction between rural and urban areas in the rural landscape. The challenge has been the inability of 'job creation to keep pace with the shift from agriculture to non-farm-based sector'. Thus, the primary focus was on increasing efficiencies in implementation, a greater emphasis on boosting skill and

⁴ NITI Aayog. (2017). Three Year Action Agenda, 2017-18 to 2019-20. Government of India.

employment generation and ensuring basic service to all villages. With strengthening of Panchayats, enabling them to respond to local needs, the need for convergence between programmes was underlined as a strategic concern to create synergetic impact at the rural level.

The CSS in key identified sectors are being taken up in the National Development Agenda. The formation of Shivraj Singh Chouhan Committee (2015) is a testimony to the efforts of the Union and States/UTs to work as Team India in the spirit of Cooperative Federalism towards realization of the goals of Vision 2022⁵. The objectives include the provision of basic amenities to all citizens equitably for ensuring quality of life, with self-respect and dignity. It also includes the provision of appropriate opportunities to citizens so they can realize their potential. Since, a significant amount of Plan Transfers to States/UTs are routed through CSS, and since many CSS interventions are in the social sectors, the Committee has provided recommendations on the design of CSS to be effective and outcome-oriented. Moreover, it suggests for adequate funding and implementation of CSS to be sufficiently flexible to enable the States to efficiently implement them according to local requirements and conditions.

The Strategy for New India @ 75⁶ disaggregated 41 sectors into four sections - drivers, infrastructure, inclusion and governance. The drivers, as engines to boost economic performance, have laid emphasis on creation of good quality jobs. The aim is to absorb out-migration of labour from agriculture and to increase women's participation in workforce. Creation of modern rural infrastructure and integrated value chain is expected to bring in transformative impact in rural areas as last mile connectivity will be provided to all villages and all Gram Panchayats will be digitally connected. Inclusivity will be ensured by improving living conditions through housing for all that includes a pucca house with connection to drinking water, toilet, twenty-four-hour electric supply and access. Recognising the regional imbalance, 117 aspirational districts have been identified which will be provided with improvement in health and nutrition, education, agriculture and water resources, financial inclusion, skill development and basic infrastructure.

Centrally Sponsored Schemes in Rural Development

DoRD envisages social and inclusive growth of the rural sector through multi-dimensional strategies such as using rural infrastructure as the engine of development and facilitating the growth of agricultural and allied activities to improve the overall quality of life of the masses. Roads are one of the key drivers of development upon which almost every other form of infrastructure depends. They are the catalysts in bringing development to the areas of health, education, sanitation, and telecommunication. With this view, the Government of India (GoI) in the year 2000 came up with a nationwide plan under the PMGSY. Housing is another social infrastructure that affects the rural masses. Housing for poor is seen as a necessary, public entitlement which is required to keep the poor from becoming even more vulnerable either through unemployment, ill-health or political unrest. PMAY-G is the flagship programme contributing to DoRD's fulfilment of this vision.

A key aspect that comes to mind while talking about rural development is how people can be partners in this journey to bring sustainable growth in such a way that meaningful and sustainable livelihoods are provided. MGNREGS is a flagship programme of DoRD and has become a frontrunner in providing jobs to the masses. The component of direct employment to the rural people helps in eradication of poverty as the wages earned enhance the income of the households while the word "guaranteed" in itself provides assurance of giving social security to rural households and covering them against economic as well as agricultural shocks. Another scheme that covers the domain of poverty eradication and employment is

⁵ Report of the Sub-group of chief Ministers on Rationalization of CSS (October 2015)

⁶ NITI Aayog. (2018). Strategy for New India @ 75. Government of India.

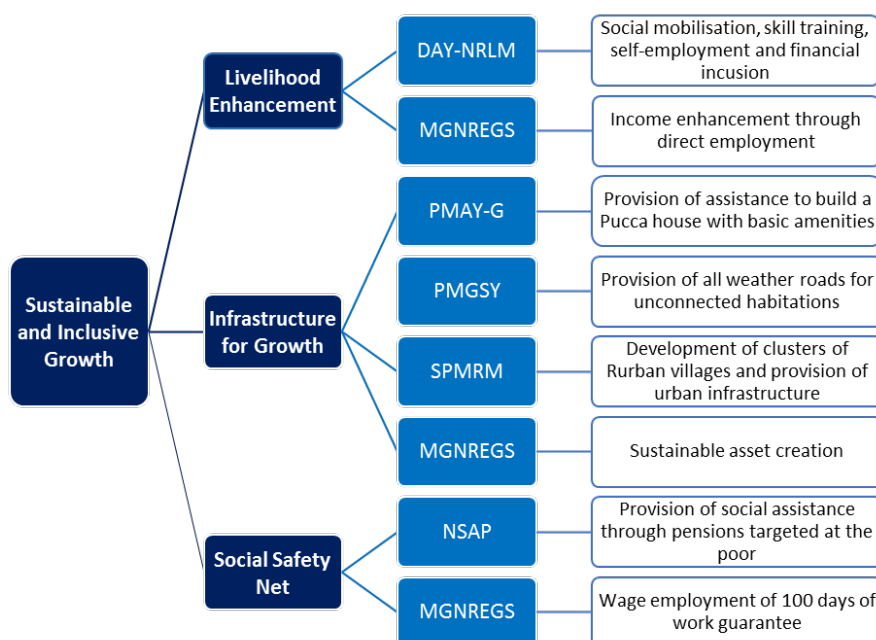
DAY-NRLM. This scheme has its mandate in reaching out to the poorest of the poor families in rural areas instead of just BPL households. The programme federates needy individuals into community based organisations (CBOs), namely women based Self Help Groups (SHGs) and its federations, linking them to sustainable livelihoods opportunities and nurturing them until they become self-sustainable. The programme seeks to empower the women of the household, inculcate micro-saving habits and provide them with financial assistance via banks for taking up entrepreneurial livelihood activities.

While able-bodied and willing people are taken care of by the above mentioned schemes, there remain certain sections of society who are predisposed to risks such as poor health, unemployment and loss of earning member of a family. National Social Assistance Programme provides social assistance to the most needy and vulnerable groups – elderly, widows, people with disability and those households whose primary breadwinner has passed away.

All these programmes have synergies pointing towards better inclusivity and sustainable growth of the sector, as envisioned by DoRD. PMAY-G allows for the convergence with MGNREGS to compensate the beneficiary for the employment foregone while constructing his or her own house. Similarly, convergence of DAY - NRLM and MGNREGS works (Category C works under MGNREGS) promote agricultural productivity by creating durable infrastructure required for bio-fertilizers (NADEP and Vermi-composting pits) and post-harvest facilities, including pucca storage facilities for agricultural produce. Considering the vulnerability of beneficiaries in NSAP, the scheme converges with DAY - NRLM for enrolment of NSAP women in SHGs and collection and convergence of SHG network data to NSAP.

A detailed scheme analysis of how each CSS contributes to DoRD's goals and visions is provided below.

Figure 1: Contribution of Umbrella Schemes to the Sector



Source: Analysis by evaluators

The next section provides a detailed overview of the contribution of the CSS to the three themes identified above – Infrastructure, Livelihoods and Social Safety Net.

(A) INFRASTRUCTURE

DoRD is contributing to development of rural infrastructure through CSS schemes – PMGSY for roadways; PMAY-G for housing; MGNREGS through assets creation; and SPMRM by providing urban amenities in rural India.

PMGSY

Launched in 2000, PMGSY aims to provide all-weather roads to all unconnected habitations in rural areas with a population of 500 and above in plain areas and 250 and above in hilly, desert, tribal and backward districts. The programme draws on the model of decentralised network planning for rural roads that have been carried out with full involvement of Panchayat institutions.

PMGSY-II was launched in 2013 to consolidate existing rural road network by upgrading existing selected roads based on their economic potential and role in facilitating growth of rural markets and hubs. PMGSY-III was launched in 2019 as a separate vertical of road connectivity in LWE, initially affecting 44 districts of the country.

PMAY-G

Restructuring the erstwhile IAY programme, the PMAY-G was launched in 2016 to fulfil the objective of Housing For all by 2022. The programme aims to provide a pucca house with basic amenities to all rural houseless households and households living in kutcha and/or dilapidated houses. The programme provides assistance of Rs. 1.2 lakhs in plain and Rs. 1.3 lakhs in Hilly States, North Eastern States, difficult areas and IAP districts for construction of a house of 25 sq. m. The beneficiary is linked to SBM for assistance of Rs 12,000 for construction of toilet and 90/95 person days of employment under MGNREGS as financial support for unskilled wages.

MGNREGS

MGNREGS has bearing on rural infrastructure by way of creation of sustainable assets. The aspect of natural resource management under the scheme contributes to enhancing the national resource base (through water conservation, drought proofing, renovating water bodies, rural connectivity and so forth) and furthering sustainable development⁷.

Eligible works under MGNREGS are reviewed regularly and the list of permissible works has expanded from its original menu. The emphasis is on works that aim for soil and water conservation; enhancement of assets for agriculture, livestock and fisheries; infrastructure that promotes rural drinking water and sanitation; drought proofing and flood control works; and development of structures that expand the scope for irrigation and/or enhance availability of water for agriculture and allied activities. The guidelines of MGNREGS allow the Panchayats to select particular works from the framework of permissible works for implementation as part of MGNREGS.

SPMRM

Launched in 2016 the SPMRM programme is designed for economies in transition from predominantly rural in character towards urban economy in structure and content. The programme identifies a rural cluster as a cluster of geographically contiguous villages with a population of about 25,000 to 50,000 in plain and coastal areas and with a population of 5,000 to 15,000 in desert, hilly or tribal areas.

Programme entails a project-based approach for intervention that will attract funds from different

⁷ Ministry of Rural Development. (2018). Annual Report.

schemes to converge resources and linkages for giving impetus to thematic based growth of economic activity. The programme is comprehensive as it encompasses provisioning of urban service in the cluster so that the cluster improves in terms of ease of living as well as ease of doing business. To overcome shortcoming in resources there is provision of gap funding up to Rs 30 crores based on the DPR prepared for the cluster. The first phase of the programme targets intervention in 300 rural clusters at the national level.

(B) RURAL LIVELIHOODS AND EMPLOYMENT GENERATION PERFORMANCE

The two main programmes which provide necessary connect to the rural livelihoods building blocks are DAY - NRLM and MGNREGS. While MGNREGS aims at enhancing the livelihood security of people living in rural areas by guaranteeing hundred days of wage-employment in a financial year to a rural household whose adult members volunteer to do unskilled manual work, DAY- NRLM aims at eliminating rural poverty through promotion of multiple livelihoods for each rural poor household and enhancing self-employment and skilled-wage employment opportunities.

MGNREGS

India has a long history of implementing workfare programmes to provide unskilled workers with short-term employment on public works that becomes the basis for income transfer to poor households during periods of absence of employment opportunities. These programmes have used this workforce to create durable assets that are consequently expected to generate a second round of employment benefits to the labour force. The experiences of wage employment programmes implemented by State Governments with Central assistance led to the enactment of MGNREGA in September 2005. Apart from providing employment guarantee, MGNREGA also aimed at creating durable assets to strengthen the livelihood resource base of the rural poor so that in the long run, if successful, the programme will self-eliminate itself.

The implementation process of MGNREGS utilises a bottom-up approach based on demand driven, self-selecting, and rights based architecture programme. Restrictions on the use of machines to ensure employment of labour, regulating labour, material ratio, mandating female labour force participation rate (33 percent), giving preference to vulnerable groups for wage employment opportunities (women in special circumstances, persons belonging to particularly vulnerable tribal groups, etc.), task based wage determination, provisions of unemployment allowances are aspects that distinguish it from the earlier similar attempts at workfare programmes. Direct income transfer lays the foundation for expansion of bank linkages and bank transfer of wages for a large section of the rural population that was hitherto financially excluded from the formal banking institutions.

DAY-NRLM

DAY- NRLM seeks to reach out to all rural poor households and impact their livelihoods significantly by 2024–25. This is envisaged to be achieved through universal social mobilisation of rural poor women, their institution and capacity building, financial inclusion, creating an enabling environment for sustainable livelihoods and rural self-employment. It emphasises convergence with other programmes of the DoRD and other Central Ministries, programmes of State governments, with Non-Governmental Organisations (NGOs), Civil Society Organisations (CSOs) and the private sector. Conceived initially for 13 States⁸, that accounted for almost 85 percent of the poor in India, DAY-NRLM seeks to establish efficient and effective institutional platforms for rural poor that will enable them to increase household income through sustainable livelihood enhancements and improved access to financial and public services. It has attempted to leverage resources (capital and service delivery) for the poor from private

⁸Assam, Bihar, Chhattisgarh, Jharkhand, Gujarat, Maharashtra, Madhya Pradesh, Odisha, Rajasthan, Uttar Pradesh, West Bengal, Karnataka and Tamil Nadu.

commercial banks and other government programmes.

(C) SOCIAL SAFETY NETS

India has started conceptualising Social Safety Nets as a crucial and critical tool to fight poverty and achieve desired development interventions since 1950. Driven by the rights-based initiative, Article 41 of the Indian constitution has clearly emphasized the role of State in providing public assistance to its citizens in case of unemployment, old age, sickness, and disability or “other cases of undeserved want”. The principle of fundamental rights of the citizen in ensuring social safety nets is also in conformity with the global mandates on ensuring Social Safety Nets. “Minimum social protection floor” has been widely acknowledged and accepted by United Nations (part of Sustainable Development Goals) and its various agencies, including the International Labour Organization (ILO) and the World Health Organization (WHO).

The five main programmes which provide a platform to the social security architecture in India are Public Distribution System (PDS), Integrated Child Development Services (ICDS), Mid-Day Meal Scheme (MDMS), MGNREGS and pensions for widows, disabled and elderly as part of NSAP. They have been conceptualised to address structural roots of poverty through combining safety nets (food and non-food) with structural reforms and long-term interventions with the aim of increasing human capabilities and addressing structural poverty through them.

There are five schemes under NSAP that are presently being implemented by DoRD. These schemes target BPL beneficiaries who also fall under the following eligibility criteria:

Indira Gandhi Old Age Pension Scheme: The scheme provides pension to persons belonging to BPL families who are above 60 years-old. A sum of Rs. 200 per month is provided monthly by the Central Government to persons in the age group of 60 to 79 years-old and Rs. 500 to persons above 80 years.

Indira Gandhi National Widow Pension Scheme: Targets widows above 40 years-old. Monthly assistance is given in the amount of Rs. 300 per month by the Central Government and raised to Rs. 500 for widows above 80 years-old.

Indira Gandhi Disability Pension Scheme: Persons with at least 80 percent of disability who are above 18 years-old are provided monthly cash assistance of Rs. 300 per month by the Central Government. The amount is raised to Rs 500 after completing 80 years.

National Family Benefit Scheme: A sum of Rs. 20,000 is provided as one-time assistance in the event of death of the household’s primary bread winner by the Central Government. The deceased needs to be in the age group of 18-59 years.

Annapurna Scheme: The scheme targets senior citizens who, though eligible under IGOAPS, are not receiving pension. They are entitled to receive 10 kg of food grain per month as assistance by the Central Government.

The States not only top up the amount of assistance provided by the Central Government but have also extended the scheme to other beneficiaries for which they utilise their own sources of funds.

The rural development sector has always been at the forefront of India’s priorities in terms of putting greater emphasis on increasing the beneficiary coverage and budget outlay on these CSSs over the years. Besides, older safety nets’ disbursement like in-kind subsidy mechanism (PDS) have been supplemented by cash transfers or Direct Benefits Transfer (DBT) in the form of pensions for elderly, widows and disabled (NSAP) and MGNREGS payment.

Rural Development and 73rd Amendment

The 73rd Amendment to the Constitution provides constitutional status and institutional framework to Panchayats to strengthen grass-root democracy through elected local self-governing bodies in the rural areas of the country. The Amendment envisages that the Panchayats be endowed with such power and authority that will enable them to plan and implement schemes for *economic development and social justice* (Article 243, Constitution of India). To facilitate functional decentralization, the amendment listed 29 subjects in the Eleventh Schedule that can be entrusted to Panchayats in the country.

The rural development sector engages with Panchayats at three critical levels: to bring functional coherence between the programmes of the sector and the functional role assigned to Panchayats under the constitution; to remove dissonance in planning so the Panchayats can fulfil their constitutional mandate; and to bring about convergence between programmes at district and sub-district levels.

(a) Functional coherence

Among the subjects entrusted to Panchayats, there are specific ones directly related to the rural development sector. These subjects include land improvement including soil conservation; minor irrigation, water management and watershed development; social forestry and farm forestry; rural housing; poverty alleviation programmes; social welfare, including the welfare of the handicapped and mentally retarded; welfare of weaker section, particularly Scheduled Castes and Scheduled Tribes; and maintenance of community assets⁹.

The importance of the subjects devolved to Panchayats was reinforced by the Sub-Group of Chief Minister for Rationalisation of CSS. The priority sub-sectors within rural development identified by the Sub-Group included, among others: poverty elimination-livelihood, jobs and skill development; rural connectivity-electricity, access roads and communication; and housing for all- rural and urban¹⁰. The Sub-Group reiterated that the list of RD sector flagship schemes was to include MGNREGS, NSAP, PMGSY, IAY (reformulated as PMAY-G), and DAY-NRLM. Within these schemes, the Sub-Group identified MGNREGS and NSAP as the “Core of the Core schemes” (along with other 5 other schemes) implying that these schemes will have the first charge on funds available under the National Development Agenda.

(b) Dissonance in Planning

Since the enactment of the 73rd amendment, the State governments have been creating enabling provisions and environment for the Panchayats so that they can fulfil their constitutional mandate to plan for economic development and social justice. There were serious shortcomings that were restricting the process and scope of planning by Panchayats. The devolution report of the Ministry of Panchayat Raj¹¹ noted that the normative formula-based grants have been “overshadowed by the discretionary window of grant-in-aid for public purpose by CSS and State scheme involving parastatals and parallel structures bypassing local governments”. The net result was that the local government focused a lot of their time and effort in performing the agency function rather than on strengthening their own systems for revenue collection, improving governance, and delivery of local services.

The Gram Panchayats Development Plan Guidelines 2018 listed institutional challenges and opportunities which have the potential to enable Panchayats to plan for sustainable development and social justice. These challenges included the need to enhance the degree and level of people’s participation in the Gram Sabhas; harnessing social capital in the form of PRI-SHG convergence; bringing about convergence of funds, schemes, and initiatives; creating a robust MIS and e-enablement of Panchayats; and integrating spatial and sectoral planning.

⁹ The subjects mentioned are as they are listed in Eleventh schedule of the Constitution of India

¹⁰ Same as Footnote 21.

¹¹ T.I.S.S. (2016). Devolution Report - Where Local Democracy and Devolution in India is heading towards?

(c) Convergence

The 14th Finance Commission recommended that each Gram Panchayat have one Development Plan (DP) that will encompass plans for all the 29 subjects listed in the Eleventh Schedule of the Constitution. A single DP provides an opportunity for generating synergies in benefits and impacting the individual, group and village level. These synergies are only possible if a framework for convergence is used and implemented for the development of GPDPs (Gram Panchayat Development Plans).

1.2. Performance of the Sector

Winds of Change

In history, rural India stands at the cusp of golden era of growth and prosperity. The evidence is all there to see: rural demographic advantage - education rather than just the age¹², propensity of economic mobility¹³, tele-density¹⁴, transition from a predominantly rural to quasi-urban society¹⁵, renewed vigour of coping strategies adopted by the rural households under shocks – internal, external and price related¹⁶, propitious appreciation for circular economy particularly among the youths and the maturing gig ecosystem¹⁷.

The demographic advantage transition offers opportunities and challenges. They include an increased labour supply, increasing savings, investment of relatively more resources per capita leading to better health and educational outcomes, and increasing domestic demand, with increase in consumption levels, leading to increasing GDP per capita, and decreasing dependency ratio.

With all its diversity and plurality the rural landscapes are weaving a new paradigm of an inclusive rural transformation that is characterised by: increasing the growth rate of climate adaptive agriculture; increase commercialization and marketable surpluses by recognising strong interdependencies between rural and urban settlements; diversification in production patterns and livelihoods; expansion of decent non-farm employment and entrepreneurial opportunities; improvement in rural wages and access to services and infrastructure; and greater access to rights and entitlements through enhanced social capital. These changes have made rural spaces multi-layered with in-built complexities that demand nuanced public policies that are able to create synergetic impacts to:

1. Deliver improved well-being for rural population (across economic, social and environmental dimensions);
2. Growth dynamics for rural economy across various regions;
3. Deploy range of policy instruments (infrastructure, investments, addressing market failures, and support sustainable innovations);
4. Foster multi-sectoral approach that engages public agencies, the private sector and non-government organization, and is inclusive of different population groups and geographies;
5. Integrate delivery to enable sectoral policies that match the needs and circumstances of different rural regions;
6. Understand the spectrum of rural regions ranging from those in an urban area to remote representing different policy opportunities and challenges.

Panchayats: Institutional architecture for change

The 73rd Amendment to the Constitution provides constitutional status and institutional framework to Panchayats. It aims to strengthen grass-root democracy through a system of elected local self-governing bodies in the rural India. The Amendment has endowed Panchayats with power and authority to plan and implement schemes for economic development and social justice (Article 243, Constitution of India). The

¹²Lutz et. al. (2019). Education rather than age structure brings demographic dividend, PNAS, June 25, 2019, vol. 116, no. 26, 12803.

¹³Li, Millimet, Roychowdhury (2019). Economic Mobility in India: estimation using noisy data.

¹⁴ Government of India. (2019). Economic Survey. (Vol. 2) 2018-2019. Ministry of Finance, Department of Economic Affairs, Economic Division. New Delhi.

¹⁵ I.I.P.S. (2018). IIPS estimates.

¹⁶ Shah, A. (2017). Patterns, processes of reproduction and policy imperatives for poverty in remote rural areas of India, paper presented at international workshop “Understanding and addressing spatial poverty traps: an international workshop”. Spier Estate, Stellenbosch, South Africa; Chronic Poverty Research Centre and the Overseas Development Institute.

¹⁷ Bhandari and Dubey. (2018). Let’s think afresh about how to govern India’s gig workforce. Retrieved at <https://www.livemint.com/opinion/columns/let-s-think-afresh-about-how-to-govern-india-s-gig-workforce-11581874414509.html>. Accessed on 17/02/2020.

strengthening of democratic governance paved the way for the citizenship paradigm-based safety net, which gives the citizen a sense of entitlement¹⁸.

India's citizenship paradigm-based safety net is founded on principles of rights-based approach and displays a pattern that reduces the likelihood of class-based conflict¹⁹. For rural India, the transition has been a movement from social citizenship that entails civil rights (such as freedom of speech, faith and others), towards political rights and finally resting on social rights which is the driver of welfare state expansion²⁰. Regardless of the directions and design, rural India is a combination of democratic needs, competitive politics, rising economic insecurity and genuine concerns for the poor. The effort is to break new ground by deploying solutions for rapid, sustainable and resource-efficient growth both at the household and individual level.

Qualitative interviews have highlighted the importance of local institutions in the implementation of Rural Development schemes. Gram Panchayats were mentioned as the first important institution for implementation of schemes. Block and District level officials in Jharkhand, Rajasthan, Himachal Pradesh, Uttar Pradesh, Andhra Pradesh and Meghalaya have confirmed that the roles and responsibilities of Gram Panchayats are key in awareness generation, identification of beneficiaries and coordination with other departments.

"All State government schemes are implemented via Rural Development Department, Zillah Parishad and Panchayat Raj, department which is a three-tier Panchayat Raj system. (...) With proper coordination with the Panchayat Committee and Zillah Parishad, we implement all the schemes introduced by the State as well as Central government. Our objective behind all this is that every eligible person should get benefitted from the schemes" - DRDA, Rajasthan

"For public participation, there is the Gram Panchayats, the Panchayat functionaries, the people living in that area and the departmental functionaries, like Panchayat secretary, ADO, BDO and nodal officers" - DRDA, Uttar Pradesh

In fact, J-PAL evidence on rural development from the finance and governance sectors show the relevant contribution of awareness generation and information dissemination efforts to social welfare programmes across the country.

Box 1: Case Study on Information and Application Assistance in Social Welfare Programmes

Information and Application Assistance in Social Welfare Programmes

Simpler enrolment procedures and assistance with bureaucratic mediation can help increase take up of social programmes, especially for the most vulnerable. Eligible citizens may lack information regarding the programme or demonstrate confusion about the application process, leading them to select out of these programmes.

- In a randomized evaluation in the context of the Widow Pension Scheme in Delhi, groups of women were provided with information, basic assistance to fill out applications and intensive assistance to mediate with bureaucrats.
- Providing information alone increased application rates, but only among literate women.
- Application rates increased in groups of women who received basic and intensive mediation assistance with the impact being greater for vulnerable women, including those who were illiterate, politically disconnected or lacked autonomy in the household.

¹⁸ Daigneault, Pierre-Marc (2014). Three Paradigms of Social Assistance. SAGE Open. École Nationale D'administration Publique (ÉNAP), Québec, Canada.

¹⁹ Pingali et al. (2019). Reimagining safety net programs, transforming food systems for a rising India. Pp. 135-164. Retrieved at https://link.springer.com/content/pdf/10.1007_per cent2F978-3-030-14409-8_6.pdf. Accessed on 15/02/2020.

²⁰ Kapur, D, Nangia, P. (2015). Social Protection in India: A Welfare State Sans Public Goods? India Review, 14:1, 73-90, DOI: 10.1080/14736489.2015.1001275.

Source: Gupta, S. (2017). Perils of the Paperwork: The Impact of Information and Application Assistance on Welfare Program Take-Up in India. Job Market Paper.

Rural Transformation

Rural transformation refers to the metamorphosis of the economic, social and spatial structure of the rural India through multiple processes which include changes in the structure of the production system, livelihood diversification, rural–urban linkages, infrastructure development, educational attainment and changes in the aspiration and way of life and many more²¹. Exogenous and endogenous factors influence these processes. It includes land reforms, infrastructure development, innovations in agriculture, rural-industrialization, access to water for cultivation, method of cultivation, cropping pattern, pattern of land ownership, etc²². The heterogeneous nature of rural transformation shows that in the wake of transformation of the rural economy, the importance of agriculture is declining, aided by multiple “distress-push” and “demand pull” diversification, thereby leading to occupational diversification owing to structural transformation. This has varied implications for households in rural areas. The situation demands a strategy of consolidation and a strategy of survival²³.

The ensuing paragraphs present the evidence of transformation that rural India faces at present.

(a) Declining share of agriculture in rural income

In the last four decades, Indian rural output has increased by almost seven times—Rs. 3,199 billion to Rs. 21,107 billion at 2004–05 prices—but the share of agriculture in rural income has reduced from 72.4 percent to 39.2 percent²⁴. Nationally representative data suggests that 88 percent of farming households rely on some form of non-farm income sources to sustain their livelihoods²⁵. Non-farm income is becoming an important source of food security and dietary diversity²⁶. As the central agrarian question in India remains the availability of productive land, non-farm sector helps maintain income for the landless and the smallholder. It is well established that Indian agriculture is dominated by smallholders, and fragmentation of land is the root cause of poverty and inequality in rural areas²⁷. Income from the non-farm sector is potentially a major poverty-reducing strategy and often picks up the slack when agriculture is not doing well²⁸.

(b) Movement towards rural non-farm sector

The transformation of the workforce in India away from low-productivity agricultural sector into manufacturing and other tertiary activities has been slow. More than 60 percent of the rural workforce continues to be employed in agriculture-based livelihoods, despite the share of agriculture output being

²¹ Guin, Debarshi (2018). From Large Villages to Small Towns: A Study of Rural Transformation in New Census Towns, India. International Journal of Rural Management, 14(2) 87–109, Institute of Rural Management; SAGE Publications.

²² Rao, Nair (2003). Change and Transformation in Rural South India: Findings from Village Studies. Economic and Political Weekly Vol. 38, No. 32 (Aug. 9-15, 2003), pp. 3349-3354.

²³ Nagaraj, Bantilan. (2014); Dynamics of rural labor markets in India: Implications for inclusive development strategy; working paper series No. 57; ICRISAT research program; Markets, Institutions and Policies;

²⁴ Chand, Srivastava, Singh (2017); Changing structure of Rural economy of India: Implications for employment and growth; Discussion paper, NITI Aayog.

²⁵ Chandrasekhar, Mehrotra, (2016); What would it take? Doubling Farmers’ income by 2022; EPW Commentary, vol. 51, Issue no; 18; 30th April 2016

²⁶ Mishra & Rahman (2018); Does non-farm income affect food security? Evidence from India; IGIDR, Mumbai and Tata-Cornell Institute (TCI); Dyson School of applied economics and management, Cornell University, Ithaca, NY.

²⁷ Chakravorty, Chandrasekhar, Naraparaju (2016); Income generation and Inequality in India’s Agriculture sector; the consequences of land fragmentation, IGIDR, November 2016 <http://www.igidr.ac.in/pdf/publication/WP-2016-028.pdf> accessed on Feb 10, 2020

²⁸ Haggblade, S., Hazell, P., & Reardon, T. (2010). The rural non-farm economy: Prospects for growth and poverty reduction. World Development, 38(10), 1429–1441. <https://doi.org/10.1016/j.worlddev.2009.06.008>

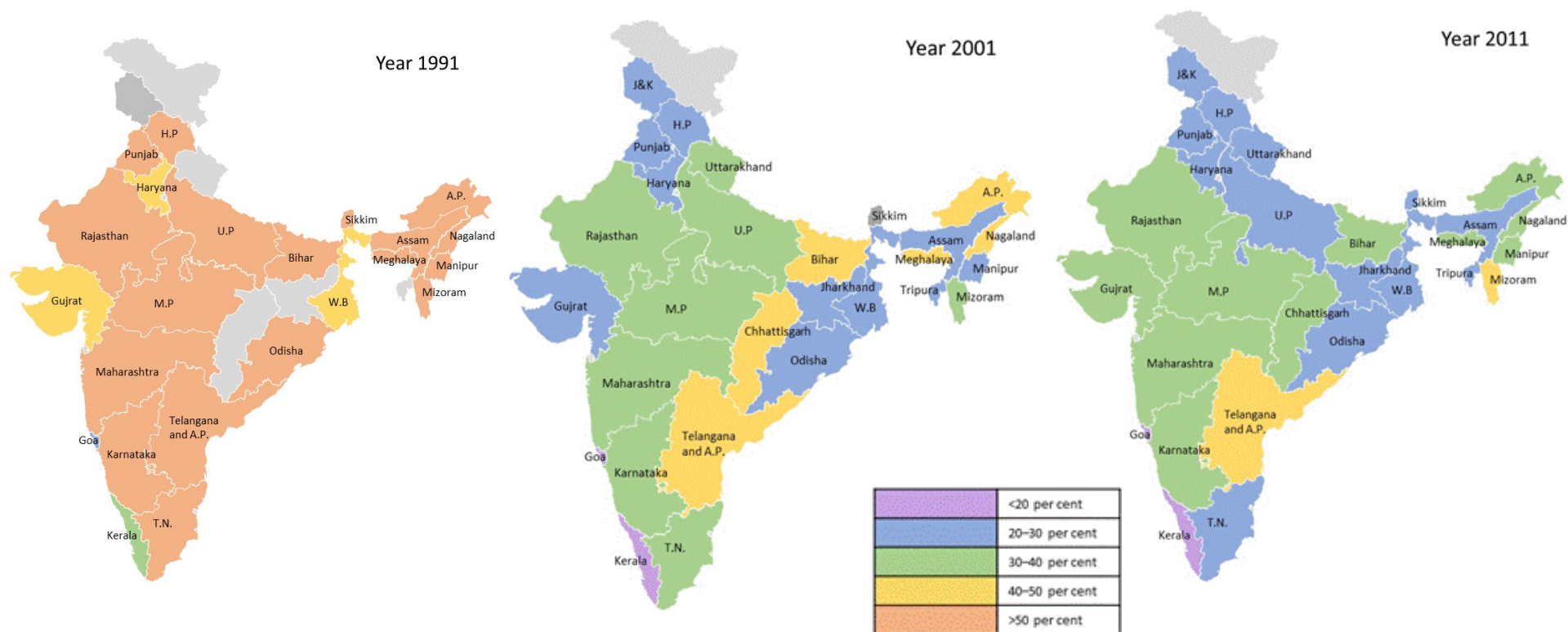
around 17 percent. There has been a decline in the share of cultivators, but the share of agricultural labour has increased; the desired transition from rural to urban occupation has not taken place.

With overall economic growth, better rural infrastructure and declining rural-urban travel time distances, the composition of the rural non-farm sector in India has changed; construction and manufacturing sectors have become major employment sources. According to the estimates based on the National Sample Survey (NSS), construction sector employs 30.1 percent of the total non-agricultural employment²⁹. Manufacturing employment, on the other hand, stands at 22.1 percent, while services employ 45.1 percent of the labour force. Unprecedented growth in the construction and the service sector over the last decade has led to a greater number of jobs but also led to greater casualization of the labour force. Lack of formal written contracts between the construction workers and their employers raises the issue of job quality. Even among the formal sector employees in the non-farm economy, such as manufacturing or services, only 60 percent have a formal contract, depriving a majority of social security benefits³⁰.

²⁹ National Sample Survey

³⁰Saha, P., &Verick, S. (2017). Casualization and shift of rural workers to non-farm activities. In Rural labour mobility in times of structural transformation (pp. 127–150). Singapore: Springer Singapore. https://doi.org/10.1007/978-981-10-5628-4_7

Figure 2: Employment Transition Trend (agricultural share in total employment)



Source: Census Data (1991, 2001 and 2011)

The agricultural share in total employment has nearly halved from 1991 to 2011, decreasing from 57 percent to 28 percent (Figure-2 above). However, States have been transitioning at different paces. Less than 20 percent of the population remains engaged in agriculture in Goa and Kerala, but in States like Mizoram and Andhra Pradesh, slightly more than 40 percent of employment still comes from the agricultural sector.

Despite urban wages growing faster than rural wages³¹, census records indicate that rural to rural migration patterns dominate migration streams and many individuals continue to work as agricultural labourers. Also, labour markets have not been able to employ excess underemployed labour from the agricultural sector and agricultural labour productivity continues to remain low with vast differences by region.

(c) Migration: a fact of life

Regional comparative advantages (or the lack of it) in resource availability benefit some regions over others. In addition to the growth of local and global demand for goods and services, these comparative advantages in inputs have intensified regional disparities in growth rates. Secondly, various labour market resistances have inhibited a smooth transition of labour from agricultural to the non-agricultural sectors³².

The rural to rural migration in the agricultural sector is largely owing to the difference in agricultural productivity across States. Low rural to urban migration, more characteristic of the agricultural to non-agricultural migration, has been slower due to poor access to appropriate skills, in addition to geographical challenges that migration poses. The physical geographical distance has a robust negative association with internal migration across Indian districts and States³³. The stock of “rural-rural” migrants is also negatively correlated with per capita Net State Domestic Product, and its pattern across States mirrors “intrastate” migration flows, with Uttar Pradesh and Madhya Pradesh characterized by a disproportionately high stock of rural-rural migrants³⁴.

The findings of the Government of India’s recent Economic Survey reinforce the importance of cultural similarities through a strong contiguity effect; controlling for distance, States that share common borders see about 65 percent more migration between them than States that do not share such a border. Also, because of the migration of productive male labour, an increase in the feminization of agriculture is taking place³⁵. In view of its trends of migration, India can look to borrow some learnings from other countries who have instituted mechanisms to reduce rural to urban migration. Some of these learnings are presented below:

Box 2: Case Study on Reducing rural to urban migration

Reducing rural to urban migration

Migration affects the lives of hundreds of millions of people worldwide. In the next decades, demographic trends, globalization, inequality, and climate change are likely to further increase migration pressures both within and across countries. It is often seen that as a result of migration, rural areas lose a vital and potentially dynamic

³¹Bhagat, R. B. (2017). Migration and urban transition in India: Implications for development. United Nations expert group meeting on Sustainable Cities, Human Mobility and International Migration. Retrieved from <http://www.un.org/en/development/desa/population/events/pdf/expert/27/papers/V/paper-Bhagat-final.pdf>

³²Kone, et. al (2016). Internal Borders and Migration in India, Mimeo, The World Bank, Washington D.C.

³³Same as Footnote 43.

³⁴Nayyar & Kim (2018); India’s Internal Labor Migration Paradox: The Statistical and the Real; Policy research working paper (8356), World Bank Group – Finance, competitiveness and innovation global practice (February 2018)

³⁵ Pattnaik, I., Lahiri-Dutt, K., Lockie, S., Pritchard, B. (2017): The feminization of agriculture or the feminization of agrarian distress? Tracking the trajectory of women in agriculture in India, Journal of the Asia Pacific Economy, DOI: 10.1080/13547860.2017.1394569

share of their workforce. This raises questions regarding the future of agriculture given that, worldwide, farmers are ageing while deep-seated changes in agricultural practices are needed to step up food productivity and make agricultural production sustainable³⁶. FAO, in its information note on rural transformations, highlighted challenges and opportunities for rural areas in terms of migration. This is presented below:

Challenges	Opportunities
<ul style="list-style-type: none"> • Loss of human capital, highly skilled workers and agricultural labour may affect crop production and food availability. • Migration of young men may cause ageing and feminization of rural populations and increased work burdens on those left behind. • Remittances may be used towards consumption rather than productive investments. • Remittances may lead to changes in land use and titling. Conversion of agricultural land to land for housing may lead to rising land prices and falling agricultural production, which may affect food security. • Irregular or distress migration may be dangerous for the migrants themselves. Low-skilled migrants are more vulnerable to precarious jobs, unsafe working conditions, and weak access to social protection. 	<ul style="list-style-type: none"> • Migration can reduce pressures on local labour markets and resources, as migrants find employment opportunities elsewhere. • Female migration and women's control over remittances can contribute to rural women's empowerment. • Remittances reduce liquidity constraints. They can cover for basic needs, provide insurance in case of crisis and shocks, or be invested in agriculture. Remittances can improve the stability of access to quality food and support food production. • Migrants can increase local human capital, through skills and technology transfers, knowhow, and social networks.

FAO also identified some learnings from countries to address issues around migration. Some of them have been outlined below³⁷:

- **Conducting a situation analysis in Ghana and addressing data gaps for policy formulation:** Ghana is witnessing increasing internal migration, emigration, transit migration and immigration involving regular, irregular, seasonal, temporary and voluntary and forced dimensions of migration. *Data gaps* were identified as a significant issue in understanding and addressing the variable components of migration and resulting impacts on food security and nutrition. To address this, Ghana first undertook a situation analysis of the existing data sources and current practices among data collection agencies and ministries, resulting in the formulation of the strategy for the National Migration Database for Ghana. Part of the strategy also included coordination among government ministries. Ghana has used this information to develop Migration Profiles – or characteristics of various migrants – in order to target policies to address their needs.
- **Zimbabwe established a dedicated Migration and Development Unit:** Within the Ministry of Economic Planning and Investment Promotion, this unit acts as a focal point for all migration and development issues, including food security and nutrition. The aim is to have a dedicated unit that could map the range of policies and coordinate with all the entities involved without creating competing priorities or responsibilities. The unit intends to: (i) formulate/implement/monitor national migration and development policy, legal and institutional frameworks; (ii) facilitate mainstreaming of migration policy and practice in national and sectoral development plans such as national budgets, youth policies and national censuses and surveys; (iii) identify and commission research on migration and development; (iv) identify and engage with diasporas for investment and development initiatives; (v) formalize and harness the positive impacts of labour migration for national socio-economic development; (vi) ensure enforcement of measures to protect and promote the human rights and well-being of migrants; (vii) identify and initiate skills retention programmes

³⁶ FAO, Reducing distress migration through decent rural employment. Rural Transformations - Information Note #4, 2015

³⁷ FAO, Strengthening Sector Policies for Better Food Security and Nutrition Results, 2017

and measures to mitigate brain drain; and (viii) identify and initiate economic and community development for migration programmes to address root causes of migration.

- In Vietnam, studies have shown that migration is a key strategy for households in economic difficulty and searching for better livelihood opportunities; at the same time, they face considerable risks as a result of a lack of adequate social protection coverage. Current schemes are residence- based, which reduces migrants' ability to take benefits with them as they move. The policy framework is not very responsive to "spontaneous migration" from rural to urban areas or to the increasing amount of circular and temporary migration. This has resulted in a two-fold problem: (i) vulnerabilities of migrant workers as a result of poor enforcement of labour laws in the formal sector; and (ii) lack of awareness of migrants of their rights or avenues to express concerns or problems. Addressing these issues can help to ensure that rural-to-urban migrants in Vietnam become agents of development and diminish the risks they face in terms of food insecurity and malnutrition.

In conclusion, FAO identifies specific obstacles to policy change and potential solutions as given below³⁸:

Obstacle	How to address
Competing interests among migration and food security and nutrition authorities and lack of inter-sectoral coordination	Create multi-ministry/inter-sectoral coordination group(s) and incorporate food security and nutrition actors in migration policy-making and vice versa
Lack of understanding of food security and nutrition issues	Conduct training/workshops on food security and nutrition for migration authorities
Lack of understanding of migration, labour, social protection and youth issues among agricultural stakeholders	Conduct training/workshops for agricultural stakeholders
Policies and programmes not addressing the most vulnerable/those who require the most assistance	Incorporate the most vulnerable into policy dialogue
Lack of funding for policy and programme implementation	Identify potential resources within the government and externally among partners, as well as explore innovative financing mechanisms (e.g. diaspora support; migrant investments and contributions)
Lack of monitoring and evaluation of policy impact to make the case that change is needed	Create a monitoring and evaluation framework, including impact assessments, with dedicated roles and resources

(d) Emergence of rural urban continuums

The trends of migration have led to blurring of urban-rural distinction. It is becoming increasingly hard to distinguish between census towns and towns with urban administrative status. Villages proximate to census towns are not very different from those proximate to statutory towns³⁹. Hence, instead of a rural-urban binary, we now have a rural-urban continuum which is expanding along with structural transformation of the economy. Villages have begun to exhibit urban characteristics - peri-urbanization. Peri-urban regions have become important hubs helping the diversification of economic activity through

³⁸ Same as Footnote 54.

³⁹Chandrasekhar, S., & Mukhopadhyay, A. (2017). The changing nature of rurality: Reframing the discourse on migration and commuting. In Rural labour mobility in times of structural transformation (pp. 183–207). Singapore: Springer Singapore. https://doi.org/10.1007/978-981-10-5628-4_9

creating agglomeration effects, and access to amenities and generation of employment beyond farms. In villages located closer to towns, the share of non-farm activities could be as large as 70 percent ⁴⁰.

(e) Declining labour force participation

Table 1: Sector-Wise Growth rates during FY 2014-15 to 2018-19

Sector	Real Growth between FY 2016-17 to FY 2019-20
Agriculture, Forestry and Fishing	2.8%
Industry	2.5%
Services	6.9%
Gross Value Added	3.9%

Source: Economic survey 2019-20, Vol.2 Government of India, Ministry of Finance⁴¹

The growth rates reflect the changing contours of the sector at large. The growth in agriculture sector has been fluctuating. It increased from -0.2 percent in FY 2014-15 to 6.3 percent in FY 2016-17, and then declined to 2.8 percent in FY 2019-20. The overall industrial sector growth is estimated to be 2.5 percent in FY 2019-20 as compared to 6.9 percent growth in FY 2018-19. The industrial growth was subdued due to decrease in domestic demand for key sectors such as automotive and pharmaceuticals and underperformance of exports and liquidity crunch owing to reduced lending by NBFCs. The services sector growth rate also had a deceleration trend during FY 2019-20. It is expected to grow at 6.9 percent in FY 2019-20 as compared to 7.5 percent in FY 2018-19. The gross value added for FY 2019-20 (estimates) exhibits a weakening momentum owing to downward growth rate of the key sectors.

As per Periodic labour Force Survey (PLFS) estimates, Labour Force Participation Rate (LFPR) in India has declined to 36.9 percent in 2017-18 from 39.5 percent in 2011-12 (NSSO) as per usual status. In rural areas, it has declined by 3.6 percentage points. The Worker Population Ratio (WPR) has declined to 34.7 percent in 2017-18 from 38.6 percent in 2011-12 (NSSO). The WPR has declined by 4.9 percentage points in rural areas. The unemployment rate (UR) in India stood at 6.1 percent with 5.3 percent in rural areas as per usual status. As per Current Weekly Status Approach (CWS), the UR was 8.9 percent with 8.5 percent in rural areas. Further, as per PLFS 2018-19 estimates, labour force participation is noted to be 55.1 percent for males and 19.7 percent for females.

Table 2: Key Labour Market indicators for all Age Groups in FY 2017-18 (in percent)

Indicators	Rural
Usual Status: activity determined on the reference period of 365 days preceding the date of the survey.	
LFPR (Labour Force Participation Rate)	37.0
Work Participation Rate (WPR)	35.0
Unemployment Rate (UR)	5.3
CWS: person who is unable to get work even for an hour in the last seven days of reference week despite available and seeking for work is considered as unemployed	
LFPR	35.7
WPR	32.6
UR	8.5

Source: Annual report, PLFS (2017-18)

(f) Consumption picking up

Consumption has always been a strong and major driver of growth in the economy. Within total final consumption, it is the private final consumption expenditure that has a major share (close to 60 percent) in the economy's GDP. The share of food in total consumption has gone down by around 6.5 percentage

⁴⁰Sharma, A. (2016). Urban proximity and spatial pattern of land use and development in rural India. The Journal of Development Studies, 52(11), 1593-1611.

⁴¹Growth rates at basic prices for 2016-17 to 2019-20 (estimated).

points in rural areas. Rural wages growth which was declining seems to have bottomed out and has started to increase since mid-2018⁴².

(g) Access to banking services

Access to banking services towards enabling financial inclusion to promote economic growth and reducing poverty and inequality is essential. The data on the penetration of banking infrastructure in rural India in terms of percentage of banks located in the rural regions shows that 34.2 percent of the total bank branches are located in rural areas of the country. The coverage in the central region is the highest (23.6 percent) followed by eastern and southern regions (21.5 and 21.1 percent, respectively)⁴³ and lowest being in the north eastern region (4.1 percent). Considering the operational cost per transaction for the bank to operate in a rural region, a digital channels / platform offers potential solutions including creating low-cost service models that offer incentives to multiple industry participants (such as telecom providers, banks, and payment providers), improving digital literacy, and expanding broadband and digital banking infrastructure within the country. The Philippines experience of improving financial inclusion provides valuable lessons in the box below:

Box 3: Case Study on improving access to banking services in Philippines

Improving access to banking services in Philippines

In Philippines Caraga region, the average family poverty incidence is 30.8 percent, compared to the national average of 16.5 percent. Only around 24 percent of families in this region have bank deposits. Further, it is estimated that 7 out of 10 adult savers keep their savings at home, and borrowers tap informal sources for funds such as family, relatives, or friends (62 percent) or informal lenders (10 percent). Better inclusion of this large unbanked or under-served part of the Philippine population into the formal financial system will help reduce vulnerability and risk for the individuals and is likely to have a positive effect on economic development.

Philippines' National Strategy for Financial Inclusion propagates that the financial system also reaches the underserved or marginalized sectors of the population through the *use of technology and other innovations to reach the financially excluded*. With this background, Asian Development Bank (ADB) and Cantilan Bank Inc. (CBI) signed an agreement to conduct a pilot study on cloud-based core banking technology. Under the project, CBI moved from a conventional on-site core banking system to the cloud-based SaaS Instafin. In January 2019, CBI turned off its legacy system leading to a more efficient and flexible way of doing business leading to cutting costs, improving client convenience, and, in turn, drawing more people into the formal financial system. The outline of the project is given below⁴⁴:

⁴² Same as Footnote 31.

⁴³ Retrieved at <https://m.rbi.org.in/Scripts/PublicationsView.aspx?id=19374>. Accessed on 19/02/2020.

⁴⁴ ADB. (2019). Cloud-Based Core Banking in the Philippines.

Stage 1 Migration to the cloud

2017 – Piloting

Between June and August 2017, the first three pilot branches were migrated to the new cloud system. This included substantial business process assessments and testing of data capture and migration procedures. Adjustments were made as needed. Training was provided to the “Instafin Champions” at CBI headquarters and to all staff at the pilot branches.

2018 – Roll-out with old system in parallel

During 2018, full migration to the cloud of all branches across 12 provinces was completed in batches, and staff training was rolled out. Business process assessments of individual branch data continued. By September 2018, all branches had successfully migrated and were “live” on the new system, albeit still in parallel with the old system. In December 2018, the BSP conducted its annual on-site examination, a risk assessment of the new system was conducted, and final adjustments were made.

2019 - Legacy system discontinued

On 21 January 2019, CBI received the green light from the BSP to move forward: The legacy system was switched off and CBI became the first BSP-regulated bank in the Philippines to rely on a cloud-based SaaS for its core banking system.

Stage 2 Field mobility

By end 2018, account officers were using tablets to complete a broad range of transactions in the field in “off-line” mode. Data were transferred and transactions completed once officers were reconnected to the system in the office. A decision on adjustments of full data access in the field was made based on a data security risk assessment. However, as knowledge and understanding of data security features deepen, changes are likely to be made in the future to increase field-level system access. Field mobility is key for financial inclusion of unbanked and underserved populations in remote areas.

Stage 3 Third party integration

ATM integration with the new system was technically straightforward and completed in July 2018. The ATM system was, however, provided in a bundle agreement with the legacy core banking system and a contract adjustment to complete integration was necessary. Integration of remittances and mobile money is expected to be completed in 2019.

Stage 4 End-user digital access

The fourth and final stage of the pilot will be implemented in 2019, following thorough data security risk assessments.

Learnings

- Building in time allowance for “the unknown” into the implementation schedule may lead to a more realistic timeline.
- Working with a cloud-based SaaS and a service provider in a different time zone can be challenging, especially during technically intense periods.
- The longer-than-expected transition process—operating old and new system in parallel for more than a year.
- Continuous training to ensure effective use of the system is necessary, but traditional forms—bringing branch level staff to headquarters—is costly and time consuming. Using new communications technologies would reduce costs and save time.

Government interventions

With rural India being home to 65.97 percent⁴⁵ of the population, having an annual growth rate of 0.4 percent, and being endowed with vast majority of the land, water and other natural resources, complementary to cities through connections related to the flow of people, goods and services, diversified economies beyond agriculture and other natural resource based sectors, structural challenges and above all with a huge potential for significant contribution to the national productivity growth, DoRD has embarked on a vision of an *all-inclusive and sustainable growth model*⁴⁶.

The focus is to deliver a level of well-being, a quality of life that has economic, social and environmental dimensions. Economically, the need is to make local employment productive and competitive. Socially, the need of households is to have access to a broad set of services and a community that is cohesive and supportive. Environmentally, the need is to provide a pleasant place to live.

The policy focus evolves away from short-term and sectoral support towards helping to build conditions favourable for the long-term growth of rural economies. It focuses on investing in human capital, infrastructure, innovation which are enabling factors for growth, rather than short-term responses that seek to protect existing economic activities. In effect, the present rural policies involve:

⁴⁵Retrieved at <https://data.worldbank.org/indicator/SP.RUR.TOTL?locations=IN>. Accessed on 19/02/2020.

⁴⁶Retrieved at <https://rural.nic.in/sites/default/files/Visiion%20and%20Mission%20of%20the%20Ministry.pdf>. Accessed on 09/10/2020.

- i) *An engagement of a broad array of actors and multi-level governance mechanisms.* This necessitates collaboration and engagement of governments (both Central and the State) at multiple levels and involvement of the private sector and the third sector.
- ii) *Building capacities for the implementation of all the rural programs.* The attempt is for long term capacity building that makes rural communities more engaged in processes of development and more resilient to shocks.
- iii) *Focus on integrated investments and delivering services* that are adapted to and meet the needs of rural community / areas. There is strong interconnectedness to make better use of investments and more efficiently deliver services.
- iv) *Coordinated and mutually reinforcing sectoral policies* and the mix between them that are rebalanced to meet differing local needs. Shift has been on framing of policy interventions that do not target administrative boundaries in silos to harness synergies that are present between rural and urban areas.

Qualitative evidence described the context of implementation of Rural Development programmes in terms of administrative capacity to achieve such objectives. On the one hand, officials from Uttar Pradesh, Jharkhand, Andhra Pradesh, and Rajasthan pointed out the current shortage and limited capacity of staff to implement schemes in the Rural Development sector. On the other hand, coordination among implementing bodies at different levels was perceived positively by District and Block officials.

"We have a very good coordination with the state as well as with the local bodies. We share a good coordination with our rural local bodies and also a good coordination with the state administration. We don't face any kind of problems at the time of release of the state components or at the time of reporting etc"- District Magistrate, Haryana

"We have great coordination with the District level. The coordination is at the District level. The DC is also involved in some schemes. We have monthly review meetings where all the centrally sponsored schemes are reviewed. We take action and we keep getting directions from the District level" - BDO, Himachal Pradesh

"The manpower structure at the District and Block levels face challenges. They do not have sufficient number of BDOs which is required. The Panchayat Secretaries, who run the entire system on the field, are not in adequate numbers. They are less, due to which there is double load on a single manpower" - DRDA, Uttar Pradesh

"Skill development should be done and staff should be increased" - District Magistrate, Andhra Pradesh

"There is a lack of human resources in some departments"- District Magistrate, Jharkhand

"If 100 posts are there, then only 50 percent is filled. The rest 50 percent is always unfulfilled. Lack of human resources is an issue here" - ADF, Rajasthan

CSS Programmes in Rural Development

The interventions undertaken by DoRD comprise three-pronged strategies, which include strengthening institutions to be drivers of change to bring about **transformation** in the life and livelihoods of beneficiaries; creating an **enabling environment** for building social capital; and making **convergence** between schemes and programmes a reality to generate synergies in implementation and impacts. This evaluation attempts to answer how rural development as a sector contributes towards (a) *bringing transformation* in the way things are planned and executed with a focus on infrastructure, livelihoods and social safety net as a critical enabler of growth and prosperity in rural areas (b) *creating an enabling environment* for the people and systems, with a focus on mainstreaming the population through various institutions and ensuring inclusiveness and (c) *facilitating convergence* among and between institutions,

systems, and communities⁴⁷ to come together at the input, process and output levels. These aspects have been elaborated below for the three themes of *Infrastructure, Livelihoods and Social Safety Net*:

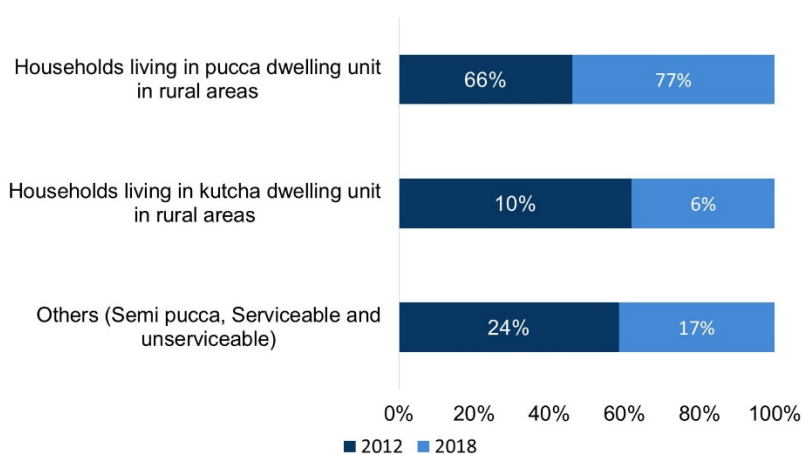
1.2.1. Infrastructure

Transformation

Development of rural infrastructure promotes economic growth, improves the standard of living of the population and reduces the incidence of poverty by generating both farm and non-farm employment. According to a World Bank estimate, a 1 percent increase in the stock of infrastructure leads to proportionate increase in the GDP of a country⁴⁸. In spite of the importance of infrastructure, significant deficiencies have persisted in rural infrastructure. The quantity and quality of infrastructure facilities are substantially lower in rural areas than in urban areas.

For example, as per the 76th Round of the NSS (2018), 96 percent of the households in rural areas have own dwelling unit and among these 76.7 percent have a house of pucca structure. However, 56.6 percent households in rural areas had access to a bathroom. Out of these 48.4 percent used bathroom attached to the dwelling unit.

Figure 3: Percentage of households by type of house in rural areas



Source: NSS 76th Round, 2018

The NSS further notes that among households living in houses in rural areas, 93.9 percent had electricity for domestic use. However, 48.6 percent of households in rural areas had exclusive access to principal source of drinking water.

The need for rural infrastructure is met through various schemes of the DoRD. Roads, Housing and Public Works are among some of the key basic infrastructures, which have a direct bearing on livelihood generation, rural to urban migration and overall quality of life. All three are a part of DoRD's schemes for asset creation in rural areas through PMGSY, PMAY-G and MGNREGS.

Till 2000, around 30 percent of India's population lacked access to all-weather roads even though India has one of the largest and densest road networks in the world, with a total of 3.3 million km. Moreover, a

⁴⁷Evidence based and outcome focused convergence with institutions such as IIT, IRMA, NIRD, NIPFP, IEG etc. and creation of various other advisory groups for human resources towards outcome-based staffing (in Panchayats) information technology (creation of DISHA platform for assessment of all flagship programmes), financial inclusion (flow of bank credit to SHGs), markets and value chain (to create an institutional framework for taking rural products to scale, nationally and internationally) and internal audit for risk analysis.

⁴⁸ Ghosh, Madhusudan. (2017). Infrastructure and Development in Rural India. Margin. The Journal of Applied Economic Research.

large part of rural roads was in poor condition⁴⁹. In late 2000, GoI launched the National Rural Roads Programme (PMGSY) to improve rural connectivity in a systematic manner.

Along with roads, public housing programmes have been present for a long time in India. They started with the rehabilitation of refugees immediately after Independence and since then, it has been a major focus area of the government as an instrument of poverty alleviation. Rural housing, as an independent programme, started with Indira Awaas Yojana (IAY) in January 1996. Although IAY addressed the housing needs in the rural areas, there were certain gaps in the scheme, such as lack of transparency in the selection of beneficiaries, non-assessment of housing shortage and weak mechanism for scheme monitoring. To address these gaps and in view of the Government's commitment to providing "Housing for All" by the year 2022, IAY was re-structured into Pradhan Mantri Awaas Yojana – Gramin (PMAY-G) w.e.f. 1st April 2016⁵⁰.

Along with a focus on roads and housing, India has engaged in several Public Works programmes, particularly in times of famine. The largest experiment was the Maharashtra Employment Guarantee Scheme (EGS), which began as a drought relief programme in the 1970s and continued as an anti-poverty programme. The EGS served as a model for the advocacy of rural employment programmes in the early 2000s. Following the 2000 drought in Rajasthan, a strong people's movement emerged with a demand for jobs to provide relief from drought. In a separate yet related development, the Supreme Court of India also expressed an opinion in response to Public Interest Litigation linking the *Right to Food* with *Right to Work* and asked for speedy implementation as well as expansion of Sampoorna Gramin Rozgar Yojana (Total Rural Employment Scheme), the precursor of Mahatma Gandhi National Rural Employment Guarantee Act. A growing economy combined with rising inequality made it desirable to implement a programme with broad appeal, giving rise to MGNREGS⁵¹.

Despite creating opportunities for employment, infrastructure facilities available in urban areas remain a pull factor for rural to urban migration. Against this backdrop, the Rurban Mission aims to bring urban amenities to rural India by building 300 rural clusters of growth across the country to bridge the rural–urban divide related to infrastructure and services; act as a vehicle of regional development; and attract investment in rural areas⁵². The current Rurban Mission has its genesis in the idea of former President Dr. APJ Kalam, who proposed a policy called Provision of Urban Amenities in Rural Areas (PURA). He emphasized the need for greater connectivity — physical, electronic and knowledge-related — in rural areas. When introduced in 2004, PURA was critiqued for challenges related to inadequate institutional capacity and lack of convergence among existing rural development programmes⁵³. In its remodelled form as PURA 2.0, water supply, sanitation and physical infrastructure gained prominence over connectivity as the basic tenets of reducing urban–rural disparity⁵⁴. In 2016, PURA 2.0 gave way to SPMRM with added provisioning of economic activities, developing skills and local entrepreneurship.

Apart from fulfilling national priorities, the rural development CSS schemes are essential to achieve internationally committed Sustainable Development Goals (SDGs)⁵⁵. Rural Infrastructure development through these schemes is contributing in the achievement of *SDG 1 (No Poverty)* by providing rural population with access to resources; equal opportunity to fulfil basic needs (house, water, sanitation and

⁴⁹ World Bank (2011). India Rural Roads.

⁵⁰ Retrieved from <https://rural.nic.in/>. Accessed on 09/12/19.

⁵¹ Desai, S., Vashishtha, P., & Joshi, O. (2015). A Catalyst for Rural Transformation.

⁵² Same as Footnote 14.

⁵³ Likhi A (2014) Growth Centered Approach under PURA: The Way Forward for the World Bank India Country Partnership Strategy 2013–2017. World Bank Blog.

⁵⁴ Chatterjee S (2014) The 'Rurban' Society in India: New Facets of Urbanism and its Challenges. IOSR Journal of Humanities and Social Science 19(8), 14–18.

⁵⁵ NITI Aayog. (2018). SDG India Index: Baseline Report 2018. New Delhi: NITI Aayog.

energy) and earn a livelihood, by creating public works assets. They also contribute in the achievement of SDG 9 (*Industry, Innovation and Resilient Infrastructure*), SDG 10 (*Reduce Inequality*) and SDG 11 (*Sustainable Cities and Communities*)⁵⁶.

From the rough, mountainous terrain of Himachal Pradesh to the dry, rugged landscape of Rajasthan, roads constructed in rural areas are now revitalizing local economy, raising incomes, and improving the quality of rural life⁵⁷. With improved access to raw materials due to construction of roads, small industries located in rural areas have been able to reap the benefits of economies of scale. Apart from the economic impact, the social impact of improved connectivity in rural areas is also noteworthy. Construction of PMGSY roads has contributed to regular teacher attendance of schools. Further, there is improvement in the access to preventive and curative health facilities, which in turn has improved the quality of life of people living in rural areas⁵⁸. On the other hand, rural roads also face significant challenges. Rural road networks consist predominantly of roads of gravel or earth construction. The problem with gravel roads is that, due to erosion and wear, its life span is reduced significantly. The roads constructed under PMGSY also face quality issues, considering that only 28 percent of roads constructed under the scheme are within the 5 year maintenance period. The remaining 72 percent have outpaced the timeline of maintenance, which should occur at least once within 5 years of construction⁵⁹.

Although PMGSY focuses on providing new feeder roads to localities that did not have paved roads, in practice - many projects upgrade pre-existing roads⁶⁰. Since the scheme's objective was to connect greater number of locations to the external road network at the lowest possible price, routes terminating in habitations were prioritised over routes passing through habitations and linked to larger roads. The prioritisation originally aimed to connect all habitations with populations greater than 1,000 people by 2003, all habitations with population greater than 500 people by 2007, and all habitations with population over 250 people after that. The thresholds were lower in desert and tribal areas, as well as hilly States and districts affected by left-wing extremism. Roads constructed in rural areas have a bearing on houses located within the habitations. The cost of materials used in house construction reduces due to improved connectivity. Further drainage facilities to be provided in the houses improve due to availability of pucca roads and proper sewerage. Impact Assessment study on PMGSY in Uttar Pradesh suggests that drainage systems in communities must be considered in the designing and construction of roads⁶¹, as there is a significant correlation between improved road infrastructure and improved residential infrastructure.

Moving further, the discussions surrounding the idea of affordable housing in rural India have come a long way from IAY to PMAY-G. With a higher unit cost, PMAY-G allows for the construction of larger houses (min 25 sq. m) using local materials and local house designs. Amenities include a cooking area, toilet, LPG connection, electricity connection and water supply through convergence, and beneficiaries can plan their homes as per their need. The use of SECC data for the selection of beneficiaries in PMAY-G instead of BPL population as per IAY is also a relevant step. This filter has ensured that genuinely poor homeless and those living in dilapidated houses were selected. Further, a large number of households from vulnerable groups and also women have been selected as beneficiaries⁶².

PMAY-G has also leveraged the benefit of technology. The use of technology through geo-tagging of assets and payment directly into the account of beneficiary through IT-DBT platform have ensured transparent,

⁵⁶Kumar. (2019) Discussion Paper on Rural Roads and SDGs: TERI.

⁵⁷Same as Footnote 66.

⁵⁸Retrieved from <http://pmgsy.nic.in/pmgi112.asp#4>. Accessed on 9/12/2019.

⁵⁹Retrieved from https://rural.nic.in/sites/default/files/PMAYG_0.pdf. Accessed on 12/11/2019.

⁶⁰ Asher S, Novosad P, The Employment Effects of Road Construction in Rural India, 2014

⁶¹Retrieved from <http://pmgsy.nic.in/pmgi112.asp#4>. Accessed on 9/12/2019.

⁶² Retrieved from <https://pib.gov.in/newsite/PrintRelease.aspx?relid=160647>. Accessed on 9/12/2019.

hassle-free and quality programme implementation⁶³. In the first phase of PMAY-G, 98.27 lakh houses were sanctioned, of which 89.78 lakh have been reported to be completed, against the target of 1 crore houses in rural areas. However, the scheme is facing the challenge of providing houses to landless beneficiaries as it approaches its target completion. In addition, the full implementation of AwaasPlus would push for a revision of the existing list of beneficiaries.

MGNREGS has a bearing on rural infrastructure by way of creation of sustainable assets. The aspect of natural resource management under the scheme contributes to enhancing the national resource base (through water conservation, drought proofing, renovating water bodies, rural connectivity and so forth) and furthering sustainable development⁶⁴. It has been found that MGNREGS has helped in crop intensification and diversification and has also led to an increase in household income. For example, improved management of natural resources has increased the potential of irrigation in agriculture and has further led to an increase in groundwater table. The benefit of improved assets creation (such as farm ponds, vermi/Nadep pits, soak pits, wells, rural housing, goat sheds, cattle sheds) provides a thrust on livelihood security.

The Ministry went further from improving different facets of rural infrastructure to develop entire clusters whose population can leverage urban amenities. Such clusters have 21 desirable amenities, which are all encompassing in nature⁶⁵. A 'Rurban cluster', is a cluster of geographically contiguous villages with a population of about 25,000 to 50,000 in plain and coastal areas and with a population of 5,000 to 15,000 in desert, hilly or tribal areas. The amenities to be provided are further classified into three heads:⁶⁶

Basic Amenities: Sanitation, Piped Water Supply, Solid Liquid Waste management, Street lights and electrification, access to village streets with drains, inter-village roads connectivity, public transport, LPG gas connection and allied.

Social and Digital Amenities: Health, Education, Digital Literacy, Citizen Services Centres, Environment Conservation, Housing, Sports Infrastructure, Social Infrastructure, and Social Welfare.

Economic Amenities: Skill development linked to economic activities of cluster, Agri-Services, processing, and allied activities, MSMEs strengthening & SHG formation, Tourism Promotion⁶⁷.

Enabling Ecosystem

The benefits generated due to development of infrastructure facilities in rural areas enable the rural population to raise their standards of living. Rural road connectivity is a key component of rural development as it creates an ecosystem that enables access to economic and social services and hence generates increased agricultural incomes and productive employment opportunities in India⁶⁸. Specifically, greater market integration and thereby enabling ecosystems results from the implications on prices of goods imported from outside the village, variety in the household consumption basket, technology adoption in agriculture, human capital investments in children and adolescents, and occupation choices of adolescents as well as adults, labour force participation rate of prime-aged women having a direct bearing on profitability, such as selling perishable goods⁶⁹.

⁶³ Retrieved from <https://pib.gov.in/PressReleaseIframePage.aspx?PRID=1510200>. Accessed on 9/12/2019.

⁶⁴ Same as Footnote 23.

⁶⁵ Ministry of Rural Development. (2019). Presentation on SPMRM-Mission Brief. Programme Division.

⁶⁶ Retrieved from <http://rurban.gov.in/cluster.html>. Accessed on 7/12/2019.

⁶⁷ Same as footnote 83.

⁶⁸ Retrieved from <http://vikaspedia.in/social-welfare/rural-poverty-alleviation-1/schemes/pradhan-mantri-gram-sadak-vojana>. Accessed on 11/12/2019

⁶⁹ Agrawal, Shilpa (2018); Do Rural Roads create pathways out of poverty – evidences from India. Journal of Development Economics 133 (2018) 375–395

In a similar manner, affordable housing enables the use of houses as units of consumption and production. This is especially relevant in the context of rural areas as people use their houses for the purpose of livestock shelter, which in turn contributes as their additional source of income.

MGNREGS has multiple layers of enablement attached to it. The scheme's planning process starts at village level with Gram Sabhas, where individuals and households register their interest in obtaining work. This step strengthens the Panchayati Raj institutions of local self-governance. Further, enablement at the implementation stage of MGNREGS mandates involves compulsory wage-employment for women. 45 percent of women workers under the scheme stated that it was their first cash earning activity. Secondary literature has identified access to paid work as a key enabling factor for a rise in women's bargaining power within the household⁷⁰. The "Support Modules" in MGNREGS - Social Audit, Cost Estimation, Grievance, Staffing & Training - capture information required for enabling processes and thus help in effective decision making⁷¹. SPMRM as a scheme is conceptualised around the idea of providing an ecosystem in rural areas that enables transformation of rural areas into urban.

Qualitative interviews across the country have raised some of the positive impacts of Rural Development infrastructure initiatives in the lives of scheme beneficiaries. Officials from District and Block levels of administration have pointed out the spillover effects of infrastructure advancements in the well-being of rural citizens.

"There have been many changes in rural infrastructure. Earlier, the villages were not having any connecting roads. The streets in villages were also not clean and proper. The roads have been now improved to the extent of 60 and 70 percent. In the villages at present, there are Anganwadi buildings, Panchayati buildings. All these have been constructed" - District Magistrate, Andhra Pradesh

"At many places, there were no roads. Now, we have constructed the roads and we are joining the last mile connectivity. Especially because there are hilly areas, there was a trouble in transportation and there are a lot of canals and rivers and all in this area. So we have made small bridges also on those water bodies so that the land masses can be joined" - District Magistrate, Jharkhand

"Before 2.5 years, the scenario of Godda was lacking in infrastructure so much in the sense of production, preservation, quality of work etc. This area was lacking in all these things. Since we started implementation of schemes, we are seeing huge change in these things. (...) Total 328 kilometres of roads have been built till now, 201 Panchayat Bhavans have been built, and electrification is done in all of them. There are 171 Panchayats currently where SCE establishment is done. We have made drinking water facilities available at all common places in saturation mode. We have achieved 61 percent of our goal in housing" - Aspirational District Fellowship, Jharkhand

"Huge investment is gone into all kinds of infrastructure. In roads connectivity, bridges. (...) There is significant improvement in harbour facilities and there is recent improvement in agricultural warehouses" - District Magistrate, Tamil Nadu

"If we are talking about development, I have noticed it in all the 3 levels. One is infrastructure and development, the livelihood and their standard living and also social and financial. 80 percent of the constructed roads and the interlocking roads have got connected. And these are connected to villages and cities around. There are proper drains, and because of these facilities proper housing facility has developed. So because of all these, there have been changes in the cleanliness of the village and the livelihood of the rural areas. Similarly, there are facilities for toilets, grocery market, community Panchayat centre is there. So this has brought changes in their mind set of the society also and when the people acquire social and financial stability, their mind set and their livelihood and also in their actions you can notice a development. This leads to further development as a whole" - BDO, Uttar Pradesh

⁷⁰Same as Footnote 68.

⁷¹Retrieved from https://nrega.nic.in/Circular_Archive/archive/Operational_guidelines_4thEdition_eng_2013.pdf Accessed 5/12/2019

“The biggest changes that can be seen are in road connectivity. Earlier it was less, but now almost every village has road connectivity, and there have been changes in construction of houses also. The quality of work is better than before” - BDO, Jharkhand

Convergence

The current convergence efforts **occurring within DoRD** for development of rural infrastructure are presented below:

- **PMAY-G and MGNREGS** – The beneficiaries of PMAY-G receive 90-95 person days of wage employment for the construction of their respective houses through MGNREGS.
- **MGNREGS and DAY-NRLM** – Synergy between DAY-NRLM and MGNREGS is utilized by facilitating the farmers identified under Mahila Kisan Sashaktikaran Pariyojna (MKSP) and other sustainable agriculture-based interventions, taken up under DAY-NRLM to create and access these assets under MGNREGS⁷².
- **PMGSY and MGNREGS** - Schedule-I of MGNREGS reads as: “Providing all-weather rural road connectivity to unconnected villages and to connect identified rural production centres”. The Ministry has standardized its specifications for all non-Pradhan Mantri Gram Sadak Yojana (non-PMGSY) roads to be taken up under MGNREGS programme⁷³.
- **DAY-NRLM and MGNREGS**- Category C Works under MGNREGS are classified as ‘Common Infrastructure for NRLM Compliant Self-Help Groups’. These include works for promoting agricultural productivity by creating durable infrastructure required for bio-fertilisers and post-harvest facilities including pucca storage facilities for agricultural produce, and common work sheds for livelihood activities of self-help groups.⁷⁴
- **NSAP and DAY-NRLM** - The State Livelihood Missions have been directed to proactively enrol all the women beneficiaries of NSAP in the SHGs of DAY - NRLM. At the micro-level, using the SHG network, data on the needs of each family should be collected and converged⁷⁵. NSAP guidelines also suggest the use of DAY-NRLM in the process of identification of beneficiaries and gives priority to NSAP beneficiaries and/or their children in trainings under Aajeevika Skills Programme.
- **NSAP and MGNREGS** - MGNREGS guidelines provide for proactively seeking and providing job cards and employment to NSAP beneficiaries of rural areas and/or their family members under the programme.⁷⁶
- **NSAP and PMAY-G** - PMAY-G implementing agencies have been directed to undertake special efforts to provide housing under the programme to eligible beneficiaries under NSAP⁷⁷.

Apart from within DoRD, the Ministry creates synergies with other Ministries to bring harmony in rural development. For instance, in order to build toilets and provide electricity in Awaas houses, PMAY-G converges with SBM-G of Ministry of Jal Shakti⁷⁸ and Saubhagya of Ministry of Power, respectively⁷⁹. The

⁷² Same as Footnote 88.

⁷³Department of Rural Development. (2018). MGNREGA Master Circular- A guide programme implementation.

⁷⁴ Same as Footnote 88.

⁷⁵Department of Rural Development. (2014). NSAP - Programme Guidelines

⁷⁶Same as Footnote 92.

⁷⁷Same as Footnote 92.

⁷⁸ Previously part of Ministry of Drinking Water & Sanitation. In May,2019 Ministry of Jal Shakti was formed by merging of two ministries; [Ministry of Water Resources, River Development & Ganga Rejuvenation](#) and [Ministry of Drinking Water and Sanitation](#).

⁷⁹Department of Rural Development. (2018). MGNREGA Master Circular- A guide programme implementation. Ministry of Rural Development.

above convergence takes place at the level of financial resources, as Rs.12, 000 from SBM-G is provided to Awaas beneficiary for construction of toilets. Further, construction of Anganwadi centres is at times taken up under MGNREGS using appropriate labour intensive and cost-effective technologies. Expenditure up to Rs. 5 lakhs under MGNREGS is allowed and the balance cost as per the State-specific estimate may be mobilised from the ICDS scheme of the Ministry of Women and Child Development⁸⁰. Convergence with multiple ministries is also witnessed. For example, a component of Natural Resource Management (hereafter, NRM) within MGNREGS convergences with Pradhan Mantri Krishi Sinchayee Yojana (PMKSY), IWMP and Command Area Development and Water Management⁸¹. Here, PMKSY falls under the Ministry of Agriculture & Farmer's Welfare, IWMP falls under the DoRD and CAD&WM falls under the Ministry of Jal Shakti.

1.2.2. Livelihoods

Transformation

Rural livelihoods are the set of activities in which the socio-economic systems constitute to determine the income generation in rural areas. In a country like India, where agriculture mostly depends on the advent of the monsoon, the farmer is always exposed to the vagaries of weather and economic shocks and vulnerabilities. In many parts of the country, the farmers get to work on their farms for only one season, i.e. kharif which provides around 80-100 days of employment, leaving them unemployed for most of the time in a year. In line with this, the Economy Survey (2018) noted that weather patterns can impact farm incomes in the range of 15 percent to 18 percent on average, and up to 20 percent to 25 percent for un-irrigated areas.

Although agriculture is still the primary income-generating activity and farmers produce food crops for their subsistence in order to address their food security, thus the income generated from the sale of the crops is not the only source of income they rely on. A poor household in rural areas is also dependent on other self-employed work (for instance, collection of forest produce, animal husbandry etc.) or as casual wage labour. In fact, in the non-agricultural sector, wage employment constitutes around 62 percent of total employment⁸². In 2011-12, out of 195 million wage employees, 74 million (or 38 percent) were regular/salaried employees and 121 million (or 62 percent) were casual wage workers. 41 percent of the males were in regular/salaried employment and 59 percent in casual employment and women were even less prevalent than men in regular/ salaried employment. Their share in regular/salaried employment and in casual work was 30 percent and 70 percent respectively, indicating higher casualization of wage labour amongst women.⁸³

The Government of India took cognizance of the need and importance of uninterrupted access to livelihood of the poor and the need for ensuring livelihood security with a minimum and equal pay. MGNREGS was thus launched to provide employment in lean agricultural season and also to address the exploitation of casual workers in terms of depressed wages and to promote a higher share of women in wage labour. The scheme aims at enhancing livelihood security of the rural poor by providing at least one hundred days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work.

Agriculture and other sources of employment in the farm and non-farm sectors in rural areas are unorganised. DAY- NRLM, with its network of primary and federating institutions, aims at creating an ecosystem that organizes the unorganized. Sub-schemes within the programme, such as MKSP and the

⁸⁰Same as Footnote 96.

⁸¹Same as Footnote 96.

⁸²International Labour Organization. (2018). India Wage Report, wage policies for decent wage and inclusive growth.

⁸³Same as Footnote 99.

concept of Krishi Sakhi and Pashu Sakhi, address various agricultural segments. Non-farm sector potential and demand is catered to by RSETIs established at each of the Lead Districts to conduct training for rural unemployed youth to take up self-employment ventures. RSETIs offer a need-based experiential training programme followed by systematic handholding support and bank linkage. Banks are involved in selection, training and post-training follow-up stages. Further, Start-up Village Entrepreneurship Programme (SVEP) initiated in 2014, follows a strategic approach of knowledge, incubation and entrepreneur ecosystem, capacity building, directed financial products (community enterprise fund) through federated institutions (cluster level federations) and community monitoring (with performance tracking system by community resource persons).

In the post-reform era, the rural sector too has been transforming, keeping in mind the open market and competitive nature of businesses. The farmers are transforming into entrepreneurs and heading towards value chain development. They are more than agriculturalists who work in the fields and gets money for the produce. They are using substances, materials and/or commodities to sell in the market e.g., Non-Timber Forest Products (NTFPs) and processing of agriculture and horticulture produce⁸⁴.

With creation of infrastructure, the private and public core banking services have penetrated in the dynamically changing rural market and customer needs. Payment banks are fanning out into the rural, remote areas of the country, offering limited but critical services such as money transfers, loans and deposit collection⁸⁵. Other agencies have added their own programmes to further concretise financial inclusion of the rural poor with initiatives like JAM trinity and MUDRA loans for livelihood ventures and entrepreneurship.

The rural regions are already covered by the vast telecommunication services and with the augmentation of smartphone telephony. People are digitally connected even in the remotest of the regions. Through its the Digital Village project, GoI provided high-speed internet connectivity and installed Wi-Fi hotspots at more than 1,000 Gram Panchayats across India and the Common Service Centres are becoming hubs for providing basic digital services at the doorstep of the poor. According to TRAI estimates, currently there are 32.24 Internet subscribers in rural areas per 100 population in 2020 as opposed to 25.46 in 2018. Internet has become a cost-effective means for the poor as well, overcoming geographical barriers and broadening their reach. Projects like Government e-marketplace (GeM) are trying to bring the rural poor into the e-commerce fold wherein they are now able to sell their products online.

Enabling ecosystem

Government of India seeks to create an enabling environment for livelihood generation through an emphasis on rights-based approach to development through MGNREGS, and on social capital for the poor through DAY-NRLM and MGNREGS. This, apart from generating livelihood opportunities for the rural population to live with dignity, also indirectly enables households to break the cycle of debt trap from local money lenders and its associated miseries. Financial inclusion has been ensured as current payments under the scheme are mostly done by way of direct transfer into beneficiary accounts. These accounts have aided access to bank credit for the households.

Apart from employment, MGNREGS has taken measures for skill enhancement of workers through initiatives like Bare Foot Technicians and Project LIFE (Livelihood in Full Employment)⁸⁶. Project LIFE targeted persons who have completed 100 working days under MGNREGS and do not have further sources of employment. The strategy of the project was to catalyse a shift within poor households, from

⁸⁴Ministry of Rural Development. (2019). Farm Livelihoods Interventions under DAY-NRLM: Strategy, Convergence Framework, Models.

⁸⁵Reserve Bank of India. (2018). Annual Report-Credit Delivery and Financial Inclusion.

⁸⁶ Retrieved from <https://pib.gov.in/newsite/printrelease.aspx?relid=159668>. Accessed on 10 December 2019.

unskilled to skilled labour, from partial employment to full employment through capacity building and skill training⁸⁷. Currently, Project Unnati seeks to train one adult member (between 18 and 45 years) per household, who has completed 100 days of work under Mahatma Gandhi NREGA in the previous financial year.

DAY-NRLM contributes by creating an ecosystem and an institutional platform for inclusive pro-poor growth and a favourable investment climate in otherwise underserved regions and for poorer households. Responsible clients for financial sector are formed and informed and aware users of public and private services are developed. These individuals are trained to assert and ensure accountability from service providers. The scheme is designed to create opportunities for small producers to participate in commodity markets and also provide youth from poor household access to labour markets and job opportunities.

Both MGNREGS and DAY-NRLM have significantly contributed to the creation of gender centric ecosystems by providing them with opportunities for non-domestic work and gain recognition as productive members of the household by contributing towards income. This increases their autonomous space within the family and adds to their self-esteem. Among the sub-components of DAY-NRLM, MKSP aims to improve the status of women farmers through increasing their participation and productivity in sustainable agricultural livelihood opportunities. However, informed literature has pointed out that gender-responsive livelihoods focus under DAY-NRLM requires a design of livelihood strategies that recognises women as economic actors, and ensures their enhanced income security and economic empowerment, rather than targeting household level poverty⁸⁸.

Convergence

At the sector level, DoRD adopts a multi-dimensional approach to enhance rural livelihood opportunities. The intent is to create a self-sustaining eco-system of livelihoods, one supported by the convergence of efforts by other schemes, Ministries, development partners and community based organisations. Within the rural development sector, convergence is undertaken at three levels: between and among schemes of DoRD; institutionally at inter-Ministerial programmatic level; and through partnerships between public, private and community institutions.

The generation of employment envisioned through *scheme level convergence* across the two major livelihood enhancement schemes of the DoRD, MGNREGS and DAY-NRLM has been made functional through their scheme guidelines. For instance, the federations formed under DAY-NRLM participate in preparing work plans and labour budget for MGNREGS through an Integrated Participatory Planning Exercise (IPPE). SHG members participate in Gram Sabha to facilitate suitable works identification (for livelihoods assets and wage employment) and for provision of job cards and work to the needy. Similarly, individual and collective assets for SHG members can be developed through MGNREGS, which can further be used for livelihood generation by the groups.⁸⁹

Other DoRD schemes whose efforts converge in livelihood creation include DDU-GKY, which seeks to diversify the incomes of rural poor families and advance the careers of rural youth through skill development, training and the Rural Self Employment Training Institutes, which provide training and skill up gradation to rural youth so as to further the entrepreneurship development agenda.

Inter-Ministerial convergence plays a role in securing rural livelihoods holistically. The goal of rural livelihood creation is met by many schemes aligned with different Ministries. The DoRD's livelihood

⁸⁷Roy, T. S. (2017). Project Life- A New Way of Sustainable Livelihoods. Journal of Rural Development Review.

⁸⁸Tanka, R. (2014). Engendering Rural Livelihoods: Supporting Gender Responsive Implementation of the National Rural Livelihood Mission. UN Women.

⁸⁹ National Institute of Rural Development and Panchayati Raj. (2016). The Handbook on Convergence. NRLM Resource Cell.

interventions are complemented by the national skilling agenda of the Pradhan Mantri Kaushal Yojana (implemented by the Ministry of Skill Development & Entrepreneurship). While the former is geared towards guaranteed rural employment and creation of people's institutions, the latter promotes skill development for the youth throughout the country, thereby creating a well-equipped workforce. Similarly, the schemes and programmes of Department of Rural Development and Ministry of Agriculture (MoA), both operate in rural India and primarily target the same population. In particular, the SPMRM ensures inter-Ministerial convergence of schemes within a cluster, thereby ensuring multi-dimensional benefits for the beneficiaries. According to the SPMRM Framework of Implementation, some of the schemes that can converge within a sector include DDU-GKY (for skill development training linked to economic activities); Pradhan Mantri Krishi Sinchai Yojana and Paramparagat Krishi Vikas Yojana (for agri-services and farm productivity). The convergence of such schemes, alongside the provision of infrastructure support, helps create a vibrant eco-system of livelihood opportunities under SPMRM.

The new permissible works under MGNREGS issued in May 2012 (which include NADEP composting, Vermi composting, Poultry shelter, Goat Shelter, Fisheries in seasonal water bodies on public land) present ways to strengthen the synergy with agriculture to enhance rural livelihoods⁹⁰. This inter-sectoral approach opens up opportunities for convergence with various MoA schemes geared towards agricultural livelihoods such as Rashtriya Krishi Vikas Yojana (RKVY) and National Horticulture Mission (NHM).

Convergence presents opportunities to unlock positive externalities. A study across 5 States - Rajasthan, Madhya Pradesh, Andhra Pradesh, Karnataka, and Sikkim - showed that, wherever MGNREGS is being implemented, it is generating multiple environmental benefits, leading to improved water availability, soil fertility and increased crop production, thereby creating synergies with agriculture based livelihoods⁹¹.

DoRD has a sharp focus on developing *Public-Public, Public-Private, and Public-Private-Community Partnerships* to build synergies in livelihood programming. For instance, DAY-NRLM works closely with RBI, NABARD, Banks and other Financial Institutions, and Insurance Companies, to build platforms for Public-Private-Community Partnerships in key livelihoods sectors, such as agriculture, livestock, and non-farm sectors. The purpose of these partnerships is to develop selected value chains or product clusters, and market linkages. They are also directed towards strengthening the access of the rural poor to their rights and entitlements, public services, expertise and other services⁹².

1.2.3. Social Safety Net

Transformation

As articulated by Jean Dreze and Amartya Sen, social safety nets are paramount to 'protect and promote' the standards of living in a society. Driven by the rights-based initiative, which recognises basic entitlements to work, food and education as a fundamental right of the citizen, safety net programmes have been enshrined in India's constitution.⁹³ Vulnerabilities are present in all stages of human life, but they are most pronounced for the disabled, the elderly and widows. Debilitated health and the incapability of being economically productive augment the dependency of these groups⁹⁴. The problem is more persistent among the poor as constant deprivation prevents them from making any safety

⁹⁰ Ministry of Rural Development. (2013). Convergence of MGNREGA and Programmes of Ministry of Agriculture

⁹¹ Indian Institute of Science. (2013). Environmental Benefits and Vulnerability Reduction through Mahatma Gandhi National Rural Employment Guarantee Scheme. Bangalore.

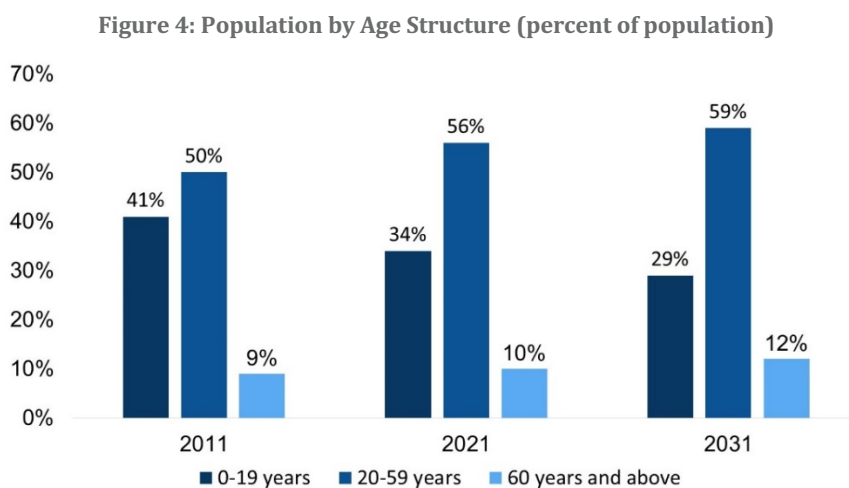
⁹² Retrieved from <https://aajeevika.gov.in/content/convergence-partnerships>. Accessed on 10/12/2019.

⁹³ Dreze, J., Hills, J., & Sen, A. (1991). Social security in developing countries. E. Ahmad (Ed.). Oxford: Clarendon.

⁹⁴ Gupta, A. (2013). Old-age pension scheme in Jharkhand and Chhattisgarh. Economic and Political Weekly, 54-59.

arrangements. Further, even the healthy population of rural India faces challenges with an increase in seasonal hunger during the lean agricultural season⁹⁵.

Increasing dependency ratio and divyang population highlights the need for comprehensive social protection in India, as shown in the figure below:



Source: Economic Survey 2018-19

In its commitment to the achievement of SDGs, India aims at reducing inequality, eradicating extreme poverty by 2030 *for all people everywhere* and reducing at least half the proportion of men, women and children of *all ages* living in poverty in all its dimensions. Further, Article 41 of the Constitution of India directs the States to provide public assistance to its citizens in case of unemployment, old age, sickness and disablement and in other cases of undeserved want, within the limit of its economic capacity and development. By providing public assistance to its citizens in case of old age, widowhood, disablement and death of the bread winner, NSAP is securing adequate means of livelihood to citizens and raising the standard of living by alleviating poverty. Likewise, MGNREGS *guarantees* 100 days of employment to all households willing to undertake unskilled manual labour to safeguard against seasonal or periodic deprivation. The guidelines of MGNREGS also instruct States to take special care of vulnerable groups such as Scheduled Castes (SC), Scheduled Tribes (ST), women, Divyang, single women and other minority groups⁹⁶.

GoI has increasingly realised the important role that social policy can play in building a strong and resilient economy⁹⁷. It recognised that social protection schemes also play a valuable promotional role, helping strengthen human capital in the country, improving productivity, and reducing damaging social costs. The 2013 Task Force, which reviews and suggests more comprehensive social assistance, has recommended further increase of monthly pensions and the expansion of coverage, the reduction of minimum age requirement for IGWPS from 40 years to 18 years, additional focus to divorced, separated and abandoned women in IGWPS, provision of assistance in the event of the death of any adult member (and not just male members) to the bereaved family under NFBS, an index of pension amounts to inflation, and a proactive identification of beneficiaries, without demanding elaborate documentary proof. The DoRD has revised programme guidelines for NSAP in October 2014, reflecting above suggestions made by the Task Force.

⁹⁵ Same as Footnote 36.

⁹⁶ UNDP. (2016). Sustainable Development Goals and Gram Panchayats: Handbook for Trainers and Gram Panchayats. UNDP.

⁹⁷ Dutta, P., Howes, S., Murgai, R. (2010). Small but effective: India's targeted unconditional cash transfers

MGNREGS has been shown to not only provide a safety net for workers who cannot find work elsewhere but has also been shown to have significant impacts on rural wages beyond the programme, as well as on the propensity of rural inhabitants to migrate looking for work⁹⁸. NSAP is an equally important central government scheme of India's minimum social protection floor, which has been widely acknowledged and accepted by agencies such as International Labour Organisation (ILO) and World Health Organisation (WHO). Unlike MGNREGS, which is a statutory livelihood security scheme mandated by law, NSAP is not governed by legislation. Instead, it is a government initiative aimed at fulfilling India's obligations to its citizens under the Indian Constitution's Directive Principles.

NSAP extends its benefits only to the population which falls below poverty line to supplement or provide additional assistance to the especially vulnerable population. In the Estimates Committee Report Summary Report on NSAP, the current method of identification of BPL has been criticised for being inaccurate and recommends that the selection of beneficiaries be done using the Socio-Economic Caste Census (SECC)⁹⁹. Although budget estimates for NSAP have been in a constant rise since FY 2015-16, the actual expenditure has been declining since FY 2016-17. Actual expenditure under NSAP dropped from Rs 8,854 crore in FY 2016-17 to Rs 8,418 crore in FY 2018-19¹⁰⁰. Resource gap remains high for almost all schemes under NSAP and budgetary allocation is insufficient even at the current mandated pension amounts¹⁰¹.

Social safety nets within the rural development sector are aimed at preventing or alleviating poverty, vulnerability and social exclusion. Majority of older persons, particularly in rural areas, suffer from lack of access to money and poor financial status is a major factor, responsible for their miserable condition in old age¹⁰². Financial assistance to the elderly empowers them and improves their social status, independence, self-esteem and overall quality of life¹⁰³. It is presumable that people with disabilities and widows – groups which are as vulnerable as the elderly - will have similar impacts to

financial assistance. It is also observed that, in spite of availability of several social security schemes and social protection floors at different levels, most elderly people, particularly older people above 80, are not capable of availing the benefits due to many hindrances, including lack of transportation facilities, lack of caregivers and also lack of awareness about the schemes being run for the wellbeing of older persons¹⁰⁴. Doorstep banking and social audit mechanisms through digital footprint tracking are some mechanisms which are being piloted in certain areas.

Through MGNREGS, the rural population gets wages during distress situations such as droughts to help the people tide over vulnerable times and thereby reduce migration to cities. The success of MGNREGS comes from its demand-side design, which guarantees wage income¹⁰⁵. An emerging challenge for India in view of vast geographic spread and population is that there is no uniform social protection floor. Instead, there are many kinds of social protection floors in place in different stages and for different sets

⁹⁸Imbert, C., Papp, J. (2012). Equilibrium Distributional Impacts of Government. Employment Programmes: Evidence from India's Employment Guarantee.

⁹⁹ Ghosh J (2014) Estimates Committee Report Summary NSAP, PSR India

¹⁰⁰Retrieved from <https://rural.nic.in/finance/budget>. Accessed on 7/12/2019

¹⁰¹Vij, S. (2017). Resource Gap Analysis of NSAP. Centre for Budget and Governance Accountability

¹⁰²Agewell Foundation. (2019). Status of Social Security and Social Security Floors in India. Agewell Research & Advocacy Centre.

¹⁰³Jothi, S., Lakshmi Narayanan, S., Ramakrishnan, J., & Selvaraj, R. (2016). Beneficiary satisfaction regarding old age pension scheme and its utilization pattern in urban Puducherry: A mixed methods study. *Journal of clinical and diagnostic research: JCDR*, 10(9), LC01

¹⁰⁴ Same as footnote 120.

¹⁰⁵Pandey, R. (2017). MGNREGA and its role in rural development. *International Journal of Scientific and Research Publications*, 7(11), 198-202.

of people¹⁰⁶. Further, many State governments have their own social pension schemes with vast variance in guidelines creating differences in the level of social assistance among different States/UTs¹⁰⁷.

Enabling Ecosystem

Safety nets are a part of the broader strategy of poverty reduction. They interact with and work alongside programmes in areas such as health, education and financial services and provision of infrastructures like roads and various other policies which aim at reducing poverty and managing risks. Safety nets aim at redistributing income to the poorest with an immediate impact on poverty and inequality reduction¹⁰⁸. Programmes such as NSAP and MGNREGS provide beneficiaries with access to employment and durable assets, thus creating demand for goods and services, which improves the quality of life for the rural population. The latest edition of the World Bank's annual report credits MGNREGS for unleashing a "revolution in rural India" as well as establishing a model of inclusive development. "India's MGNREGS illustrates how good governance and social mobilization go hand-in-hand," the Bank's report states.

While these social protection programmes under DoRD provide direct benefit transfer to the beneficiaries to enable them with the choice of their consumption basket, the success of cash transfers critically relies upon the enabling environment and availability of local markets. The most vulnerable populations of rural India live in remote parts and their market accessibility is limited. Cash transfers require financial infrastructures, such as the presence of banks and post offices. India lacks such rural infrastructure, without which a sudden move towards cash could increase distress, at least in the short term. Also, open market prices exhibit cyclic fluctuations. If cash transfers are not indexed to inflation, the benefits are likely to be eroded¹⁰⁹

An example of a step towards creating an enabling environment is the use of Aadhaar universal identification number scheme, which is a key recent government initiative aimed at improving the targeted uptake of a wide variety of schemes by making eligibility requirements subject to a single universal database for social protection schemes. Such advances hint at the increasingly comprehensive nature of social protection systems in India, in line with international standards on what constitutes a minimum social protection floor¹¹⁰.

Convergence

Rural development programmes aim at addressing the issue of multi-faceted deprivation. In order to achieve the macro SDG goals of ending poverty, zero hunger, sustainable growth, consumption and production, greater emphasis needs to be given to addressing the issue of convergence. One way that convergence is being used to achieve holistic rural development is converging direct benefit programmes with Aadhaar and Jan-Dhan Yojana, a financial inclusion programme, under which every citizen would have a bank account, and with the expansion of the coverage of mobile phones – resulting in the JAM (Jan Dhan-Aadhaar-Mobile) trinity¹¹¹.

Convergence between schemes serving the same beneficiaries is another significant requirement. For instance, for Divyang, monthly assistance was extended to the tune of Rs. 300 to 500 per month under National Disability Pension Scheme. Also, priority is given for handicapped persons under MGNREGS work and they can appoint a worker as mate. Disabled workers are paid wages equivalent to other workers. Other priorities set for disabled persons are special discount in rates, selection of suitable work

¹⁰⁶ Same as Footnote 122.

¹⁰⁷ Ministry of Rural Development. (2014). National Social Assistance Programme - Guidelines.

¹⁰⁸ Grosh, M. E., Del Ninno, C., Tesliuc, E., & Ouerghi, A. (2008). For protection and promotion: The design and implementation of effective safety nets. The World Bank.

¹⁰⁹ Same as Footnote 36.

¹¹⁰ Srivastava, R. S. (2013). A social protection floor for India. International Labour Office, Sub regional Office for South Asia.

¹¹¹ Same as Footnote 127.

for them and organization of groups for disabled persons. Under MGNREGS in FY 2017-18, around 4.7 lakh disabled workers were provided employment; thereby generating 1.57 crore person days.¹¹² However, further effort is needed to increase convergence between sub-schemes of NSAP to address multiple divestitures such as in the case of a disabled elderly widow.

1.2.4. Global Benchmarking

Our planet faces enormous economic, social and environmental challenges and despite important progress, few countries are on-track to achieve all SDGs by 2030. The need for transformational change to achieve truly socially inclusive and sustainable economies and societies requires a system-based approach. Achieving the system change is highly complex and it requires a large scale and fundamental transformations of the societal systems driving the current structural changes. Such transformations will require changes in current institutions, practices, technologies, policies and approach. Also, these deep and long changes require a roadmap. Global benchmarking translates societal expectations into matrices, thus providing a clear path forward. The benchmark provides where the individual economies stand in their journey thereby equipping financial institutions, governments, civil society and individuals to exert their full influence and help the country move from aspiration to action to achievement.

Poverty: Relative Position of India

The key linkages between rural growth and the real incomes of rural poor takes into account, direct reductions in income from lower productivity growth; changes or fluctuations in wage rates / earnings of unskilled workers; changes in key commodity prices for incomes, and changes in the cost of living. On the basis of such estimates, global poverty line¹¹³ of \$1.90 has been established by the World Bank based on household surveys¹¹⁴ from 164 different countries.

Poverty reduction across regions has been very uneven. As evident in the Table 3 below, in 2015, more than half of the global poor resided in Sub-Saharan Africa and more than 85 percent of the poor lived in either Sub-Saharan Africa or South Asia. The remaining 15 percent of the global poor, or about 106 million poor people lived in the remaining four regions.

Table 3: Poverty at the International Poverty Line of \$1.90/day

Region	Headcount ratio (percent)		No. poor (millions)	
	2013	2015	2013	2015
East Asia and Pacific	3.6	2.3	73.1	47.2
Europe and Central Asia	1.6	1.5	7.7	7.1
Latin America and the Caribbean	4.6	4.1	28.0	25.9
Middle East and North Africa	2.6	5.0	9.5	18.6
South Asia	16.2	12.4	274.5	216.4
Sub-Saharan Africa	42.5	41.1	405.1	413.3
World Total	11.2	10.0	804.2	735.9

Source: PPP, 2011

In all regions except Sub-Saharan Africa, the regional average rates range from 1.5 percent to 12.4 percent, while in Sub-Saharan Africa, around 41 percent live below the international poverty line. The

¹¹²Retrieved from <https://pib.gov.in/newsite/PrintRelease.aspx?relid=178358>. Accessed on 10/12/2019

¹¹³World Bank (2017) Poverty lines from 15 poorest countries converted to common currency by using purchasing power parity (PPP) exchange rates, reflects the amount of money needed to meet a person's minimum nutritional, clothing, and shelter needs.

¹¹⁴Household surveys are carried out independently, typically by national statistical offices or national planning ministries. Most countries implement household surveys, which are complex and lengthy, about every three to five years. In addition, it takes time to gather, process, and analyze the data. Due to the infrequency and time lags, 2015 is the most recent year for which there is sufficient data to estimate poverty at a global level. Given these gaps and the fact that extreme poverty does not generally change much from year to year, the World Bank Group produces global poverty estimates every two years.

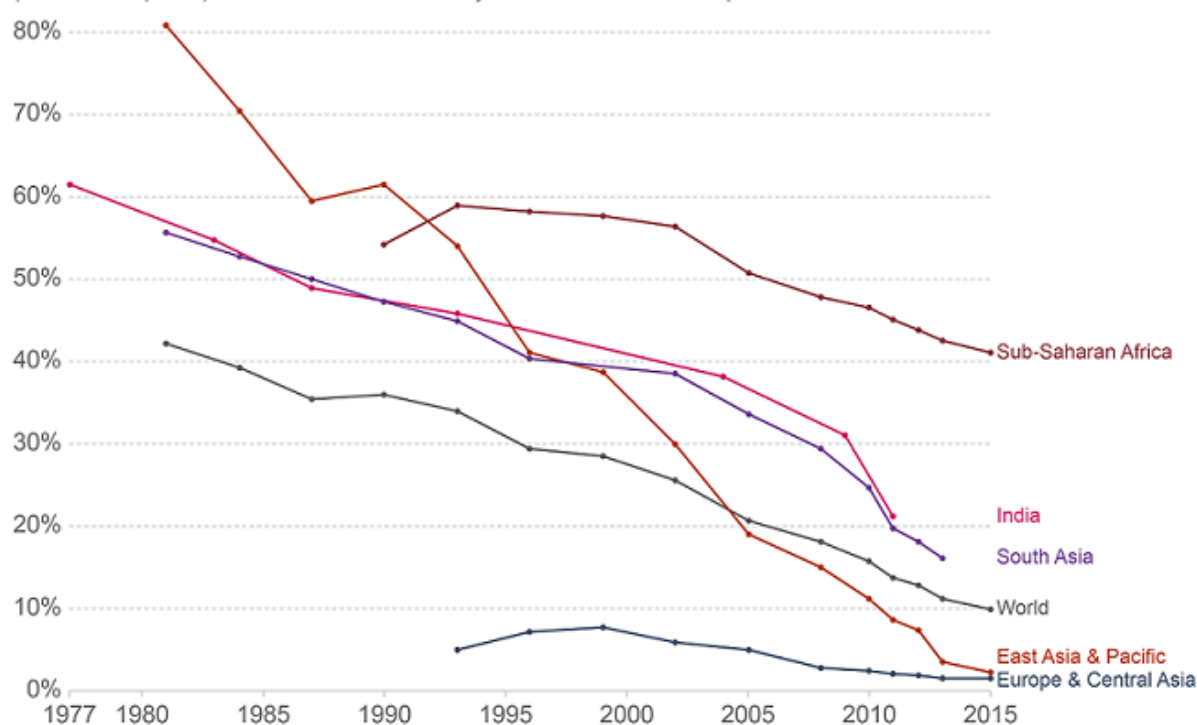
Middle East and North Africa (MENA) region saw an increase in extreme poverty rates, even though poverty is comparatively much lower in the region. The share of the population in extreme poverty in MENA increased to 5 percent in 2015, up from 2.7 percent in 2013, while the number of poor rose from 9.5 million in 2013 to 18.7 million in 2015. Fragility and conflict in the region – particularly in Syria and Yemen – are hurting livelihoods and causing the recent spike in poverty¹¹⁵. The extreme poverty rate is significantly lower in India relative to the average rate in Sub-Saharan Africa, but because of its large population, India's total number of poor is still large. The extreme poverty rate and the number of poor in South Asia have been steadily declining and are expected to continue that trend. The result of this trend is a shift in poverty from South Asia to Sub-Saharan Africa¹¹⁶.

The figure below represents all countries by the share of the global poor in 2015. Half of the people living in extreme poverty in 2015 can be found in just five countries. Poverty reduction across regions has been very uneven. The most populous countries in South Asia (Bangladesh and India) and Sub-Saharan Africa (Democratic Republic of Congo, Ethiopia, and Nigeria) are the five topping the list of countries with the greatest number of extreme poor. India, with over 170 million poor people in 2015, has the highest number of poor people and accounts for nearly a quarter of global poverty. In the South Asia region, four out of five extreme poor reside in India. Despite a poverty rate of 13.4 percent, India's large population of 1.3 billion results in a high number of extreme poor.

Figure 5: Global Distribution of the Extreme Poor by Region and Country, 2015

Share of the population living in extreme poverty, 1977 to 2015

Extreme poverty is defined as living with per capita household consumption below 1.90 international dollars per day (in 2011 PPP prices). International dollars are adjusted for inflation and for price differences across countries.



Source: World Bank

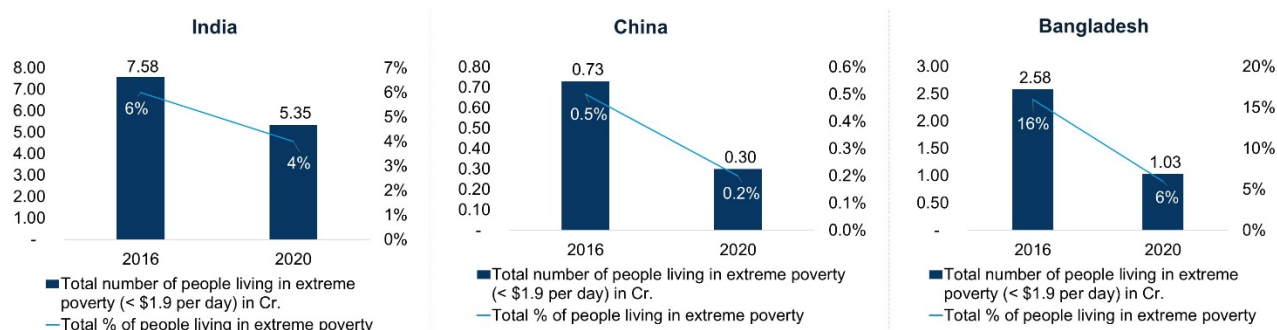
OurWorldInData.org/extreme-poverty/ • CC BY

Source: PovcalNet (online analysis tool), <http://iresearch.worldbank.org/PovcalNet/>. World Bank, Washington, DC.

¹¹⁵ World Bank (2018) Piecing together the poverty puzzle- Poverty and shared prosperity report, 2018

Analysing the number of people living in extreme poverty (and as a percentage of the total population), we find that India's absolute figures of extreme poverty remain alarmingly high in comparison to China and Bangladesh. While percentage of people living in extreme poverty in India has declined between 2016 and 2020, the decline is far less than what has been experienced in Bangladesh during the same reference period.

Figure 6: People living in Extreme Poverty



Source: World Poverty Clock, 2020

80 percent of the world's extremely poor people live in rural areas, and, in many regions, rural areas have experienced few positive changes in their overall wellbeing¹¹⁷. Rural societies are as important as ever, including in the developed world¹¹⁸.

The Sustainable Development Goals (SDGs) are calling for the elimination of extreme poverty for all people everywhere by 2030. Development efforts that target some of the most vulnerable populations, such as women, indigenous peoples and those without land, while balancing these efforts with overall local development also needs to be based on reducing inequalities between rural and urban areas to stimulate inclusive growth.

In South Asia, both the poverty rate and the number of poor people has been steadily declining, but given the sheer size of the populations, the region's contribution to global poverty continues to be high. This is in contrast to Sub-Saharan Africa, where the total number of poor people has been increasing, essentially shifting the concentration of poverty from South Asia to Sub-Saharan Africa. In 2030, forecasts¹¹⁹ suggest that nearly 9 in 10 of the extreme poor will live in Sub-Saharan Africa. Additionally, the slowdown in poverty reduction between 2013 and 2015 reflects, in part, the sluggish economic growth and low commodity prices that hindered many developing economies over that period. Also, of the 164 countries for which the World Bank monitors poverty, more than half – 84 countries – have already reached levels below 3 percent as of 2015¹²⁰. There are now fewer countries than before with large populations of poor people. As extreme poverty becomes increasingly concentrated, significant progress in reducing the global poverty count will only occur if progress is made in those countries where poverty is greatest.

Rural Transformation

Since the 1950s, the notion of development has framed our thinking about issues of human well-being and happiness. Several developing countries particularly in the Asia/Pacific region have witnessed unprecedented development. Some countries in this region have modernized at a steady pace. The per capita incomes of a significant population, for example, in Republic of Korea, Singapore, Malaysia, and

¹¹⁷ FAO (2018) Ending Extreme Poverty in Rural Areas

¹¹⁸ Scoones, I., M. Edelman, S. M. Borras Jr., R. Hall, W. Wolford, and B. White. (2017). "Emancipatory Rural Politics: Confronting Authoritarian Populism." *Journal of Peasant Studies* 45(1): 1–20.

¹¹⁹ World Bank. (2018). Year in review 2018 in 14 charts.

¹²⁰ At the extreme, sample surveys essentially cannot credibly measure a poverty rate of zero.

Thailand, now compare with incomes in the developed world. In addition to the persistence of poverty and unfulfilled basic and elementary needs, inequality across, between, and within countries appears to be growing. The percent of population at risk of multidimensional poverty ranges from as low as 0.8 percent in the Russian Federation to as high as 23.2 percent in Kenya, and its intensity ranges between 35.3 percent in the United Arab Emirates to 57.3 percent in Senegal.¹²¹ The share of the poorest 20 percent in national consumption decreased dramatically in all the major regions of the world with the exception of the Arab Region where it remained constant.¹²²

The population of the developing world is still more rural than urban: some 3.1 billion people, or 55 percent of the total population, live in rural areas. In Latin America and the Caribbean, and in East and Southeast, the number of rural people is already in decline. Elsewhere, the growth of rural populations is slowing. Numbers will start to decline around 2025 in the Middle East and North Africa and in South and Central Asia and around 2045 in sub-Saharan Africa¹²³.

For the sake of comparison, the Rural Transformation index¹²⁴ that comprises of all variables that present relevant statistical information which support, illustrate, elaborate, and explain as much as possible the key issues and challenges faced by the rural sector in both developed and developing countries has been considered. It should be emphasised that the rural transformation indicators have to be about rural people and rural areas but seen within a national perspective. For a balanced growth and development three kinds of gaps have to be narrowed and eliminated:

- The gap between per capita rural GDP and per capita national GDP
- The gap between rural HDI and national HDI
- The gap between the ratio of agricultural GDP to total GDP and the ratio of agricultural employment to total employment

A proposed macro index called rural transformation index (RTI) may examine:

- (1) whether the rural economy of a given country has been transformed or tending to be transformed overtime;
- (2) the pattern and nature of such transformation—whether the importance of the service-sector-oriented activities are on the rise in rural areas or whether the importance of non-service and/or non-agribusiness has been rising; and
- (3) whether the role of farm and nonfarm sectors are complementary or substitutable in the context of overall economic development—the interdependence of the farm and nonfarm sector

The variables viz.; Rural Economic Development, Rural Social Development & Rural Infrastructure Development that incorporates agriculture output, productivity of rural labour, rural consumption level; Gender Ratio, rural infrastructure development, livelihood indicators, are general and intuitive indicators that can be considered comprehensively.

¹²¹ Wang L, Khan QU, Zhang D (2012) Rural Transformation Index: Measuring Rural–Urban Disparities, Springer Publications

¹²² Headcount or incidence of multidimensional poverty: the proportion of people who are poor according to the MPI (those who are deprived in at least one third of the weighted indicators). Intensity of multidimensional poverty: the weighted average number of deprivations poor people experience at the same time.

¹²³ IFAD. (2016). Rural poverty report 2016– Fostering inclusive rural transformation. Rome: International Fund for Agricultural Development (IFAD).

¹²⁴ Same as Footnote 138.

For the sake of comparison, the countries within the Asia Pacific region (APR) have been considered during the present study. The largest group of countries in this category is in Sub-Saharan Africa (SSA), although several are in Latin America and the Caribbean (LAC) and Asia and the Pacific (APR).

APR is an extremely diverse region in its demography, economic and social development, natural resources, physical landscapes, and cultural and historical legacies. Around 3.8 billion people inhabit the 29 countries, with populations ranging from 0.1 million to 1360 million, and national population densities from as low as two people per sq. km of land to as high as 1,200. China and India together account for more than 60 percent of the region's population.

More than half the region's population live in rural areas, most of whom are still engaged in agriculture. Urbanization rates vary widely within the sub-region. More than 70 percent of the Pacific's population resides in urban areas while in South and South-West Asia only 34 percent of the population has been urbanised so far.

The APR region has witnessed remarkable growth in GDP in recent decades, averaging an annual 4.5 percent in 1980-2000 and 4.4 percent in 2000-2013, compared with 2.6 percent and 2.0 percent in the rest of world over these periods. Such performance was driven by China and India, the region's two largest developing economies, which achieved together annual growth of 7.4 percent in 2011-2015. Although growth rates have variations across countries, its overall pace underpinned a gradual convergence of lower middle-income countries towards higher middle-income countries in per capita terms.

Growth in APR has generally been associated with a steep decline in poverty and malnourishment. The poverty rate in the region's developing countries fell from about 71 percent in 1981 to 15 percent in 2011, based on the purchasing power parity (PPP) US\$1.25-a-day poverty yardstick, and from 91 percent in 1981 to 40 percent in 2011, based on the PPP US\$ 1.90-a-day yardstick.¹²⁵ As with growth rates, poverty reduction has progressed unevenly across the region, with China and India accounting for most of the region's overall reduction, in view of their large populations.

Labour Productivity: During the last few decades, the processes of rural transformation in the region have coincided with the deepest and fastest structural transformation in developing countries¹²⁶. APR displays the usual pattern of structural transformation in which labour productivity in agriculture is lower than it is in other sectors of the economy, rendering the declining share of agriculture in GDP lower than the labour share. Agriculture's share in GDP has fallen far faster (about 2.5 percent a year since the 1970s, faster than the world average), than its share in total employment (1.7 percent a year, slower than the world average). In APR, there has been a growing divergence in labour productivity between the agriculture sector and the remaining sectors of the economy. This divergence in such labour productivity is noted to be wider in APR than in other parts of the world. This divergence is an important component of the increasing inequality in the region's income distribution, which is particularly acute for middle-income countries facing difficult trade-off between increasing farmers' incomes and keeping food price slow and stable.

Table 4: Agricultural labour productivity (Asia Pacific Region)

Country	Countries					Base year	End year
	Added Value (Constant 2005 US\$)		Annual Change (percent)				
	Base year	End year	National	Regional average			
Bangladesh	267.0	602.0	3.44	2.21	1990	2014	

¹²⁵ IFAD (2014) Structural and rural transformation in Asia and the Pacific.

¹²⁶ Same as Footnote 142.

China	317.0	754.0	3.83	2.21	1990	2013
India	459.0	689.0	1.71	2.21	1990	2014
Indonesia	613.0	1,079.0	2.38	2.21	1990	2014
Cambodia	349.0	514.0	1.86	2.21	1993	2014
Philippines	826.0	1,152.0	1.39	2.21	1990	2014
Vietnam	266.0	489.0	2.57	2.21	1990	2014
Lao PDR	345.0	522.0	1.74	2.21	1990	2014
Pakistan	857.0	1,083.0	0.98	2.21	1990	2014

Source: World development indicators (World Bank 2015)

Per capita Income ratio: The per capita income ratio¹²⁷ between urban and rural areas has been about 2 in India, the Philippines and Vietnam over the past two decades, with a rising trend in India, and a falling one in Vietnam (from 2.3 in 1999 to 1.89 in 2012). The same ratio has stayed largely unchanged in the Philippines. China has the widest gap, despite the rapid growth of farmers' income. The ratio increased from about 2.0 in the early reform period to a peak of 3.33 in 2009, and then declined to 2.92 in 2014.

Transformation vs. Poverty: Based on the various parameters the speed of rural transformation in infrastructure, livelihood and social security variables, a qualitative status of countries in APR emerges is as follows where India at present is positioned as slow in poverty reduction and slow in structural transformation and hence rural transformation.

Table 5: Rural transformation and Inclusion in Asia and Pacific Region

Speed of Structural and Rural Transformation		Rural Poverty Reduction	
		Fast	Slow
Fast Structural Transformation	Fast Rural Transformation	China, Vietnam	
	Slow Rural Transformation	Lao PDR, Cambodia	
Slow Structural Transformation	Fast Rural transformation	Indonesia	Bangladesh
	Slow Rural Transformation		Philippines, Pakistan, India

Source: IFAD, 2016. (Note: Structural transformation (ST) is a process of economic development during which an economy reallocates economic activities across its agriculture, industry and service sectors (Herrendorf, Rogerson, & Valentinyi, 2013). ST is characterized by the declining share of the agricultural sector and a declining share of agricultural employment (P. Pingali, 2007a); Rural transformation (RT) growth in life expectancy, improvements in education, health, water and sanitation, increased rural and urban employment opportunities, and empowerment of women and minority and disadvantaged groups)

The declines in poverty and under nutrition were sharpest in Asia, with China alone reducing its rural poverty rate from 66.6 percent in 1990 to 6.5 percent in 2012. Case studies of China, India, the Philippines and Vietnam confirm that policies, institutions and investments are fundamental to the speed and inclusiveness of rural transformation. The design and implementation of institutions, policies and investments in each of these countries have influenced the path and speed of rural transformation and their outcomes for inclusion and poverty reduction. In all four countries, land reform, rural investments and sectoral policies have been decisive.

There is a strong positive relationship between agriculture and structural transformation. Countries with higher agricultural productivity or production growth (China, Vietnam and Cambodia) also have higher overall economic growth and structural transformation than those with lower agricultural growth (the Philippines, Bangladesh and India), reflecting the linkages and multiplier effects between agricultural productivity, agricultural growth and structural transformation. These include releasing surplus labour for industry, construction, services, producing low-cost food that allows wages for workers in industry to be kept down, producing fibre and other crops that can be inputs to production in other parts of the

¹²⁷ Same as Footnote 2.

economy, supplying exportable commodities that can help finance imports of key technology packages and capital equipment, and raising rural incomes that can increase demand for industrial products.

Combining the countries into categories based on their speed of structural transformation, rural transformation, and rural poverty reduction, yields the results in the table above.

In summary:

- No country has reduced rural poverty slowly in the presence of both fast-structural transformation and fast rural transformation (the top-right corner is empty).
- Countries that have gone through both fast-structural transformation and fast rural transformation have also reduced rural poverty quickly (China and Vietnam).
- Countries that have not gone through both fast-structural transformation and rural transformation have not reduced rural poverty quickly (Philippines, Pakistan and India).
- Countries that have gone through either significant structural transformation or rural transformation have mixed outcomes, reducing rural poverty either quickly (Indonesia, Lao People's Democratic Republic and Cambodia) or slowly (Bangladesh).

1.2.5. Cross Sectional Analysis

(i) Accountability and Transparency

Introduction

Transparency and accountability are critical for the efficient functioning of DoRD and for fostering social well-being. In India, State accountability is of crucial importance to millions of citizens- particularly those who are members of socially vulnerable groups with limited means to influence public decisions.¹²⁸ Simply put, accountability refers to enforceable responsibility. It occurs where “some actors have the right to hold other actors to a set of standards, and to impose sanctions if they determine that these responsibilities have not been met”¹²⁹.

There are various elements that come together in the notion of accountability including answerability – the need for satisfactory justification of actions, enforcement- the sanctions that could be imposed if the actions or justification for the actions are found to be unsatisfactory, and responsiveness - the ability of those held accountable to respond to the demands made. Crucially, accountability requires transparency so actions can be scrutinized, and performance can be assessed. Transparency ensures that information is available that can be used to measure the authorities' performance and to guard against any possible misuse of powers. Transparency in targeting mechanisms, beneficiary selection, fund utilization etc. is important in providing assurance to communities that the *power held by authorities is not only effective, but also not abused*.

Background

In the last few decades, DoRD's schemes have evolved in terms of financial outlays, geographical coverage and beneficiary outreach. In addition, the schemes have evolved in terms of complexity in design and components, with convergence linkages with other schemes, Departments and Ministries. With implementation, fund flow and lines of reporting across multiple levels, DoRD's schemes require intense coordination and each implementing official to discharge his/her responsibilities effectively. As the schemes have evolved and expanded, *the need to monitor scheme implementation and target completion has also grown*. Along with this, there has been an evolution in the actors and mechanisms involved in ensuring accountability and transparency in DoRD schemes.

Accountability for DoRD schemes assumes two forms: *horizontal* and *vertical*. While vertical accountability is maintained through *electoral reforms and awareness initiatives*, accountability on the horizontal front is envisioned through efforts such as *reorganization of audit and account mechanisms*. In 2018, an Expert Advisory Group (EAG) consisting of retired experts from administration, accounts and audit was constituted by the DoRD for recommending measures aimed at expanding and deepening the application of the internal audit function across programmes at all levels of implementation. The Expert Group developed a road map or establishing the internal audit function as an instrument for enhancing efficiency and effectiveness of DoRD schemes. It suggested measures for *strengthening internal audit as an instrument of management control* across programmes up to grassroots level.¹³⁰

Moreover, in case of the horizontal accountability, the *role of PRIs* is key. Over the years- keeping in view local aspirations- PRIs have been involved in the programme implementation of CSSs and these institutions constitute the core of decentralized development of planning and its implementation. Panchayats have emerged as the third stratum of governance, vested with powers and authority. At one

¹²⁸ Brulé, R. (2015). Accountability in rural India: Local government and social equality. *Asian Survey*, 55(5), 909-941.

¹²⁹ Golden, M., & Min, B. (2013). Distributive politics around the world. *Annual Review of Political Science*, 16.

¹³⁰ Press Information Bureau, Government of India. (2018). Expert Advisory Group submits report for Improvement and Strengthening of Internal Audit Systems and Processes in Rural Development Schemes.

level, PRIs need to be transparent in their functioning and be held responsible for their actions. At another level, PRIs themselves assume crucial roles in ground-level monitoring, thereby *feeding back into the same self-sustaining monitoring mechanisms that measure their performance*. Both, vertical and horizontal accountability are of equal importance for DoRD schemes.

Further, in recent years, it has been acknowledged in research, policy and practice that traditional accountability channels have their own limitations. This has ushered in the era of *societal actors participating in State activities to strengthen accountability and responsiveness* in service delivery. With societal actors engaging actively to improve State accountability, the practice of ‘*social accountability*’ has received a strong impetus.¹³¹ India’s civil society has also emerged as a *crucial space for citizens to mobilise and make demands* for accountability within the State. The mapping of accountability efforts of civil society groups in India is given below.

Table 6: Mapping of accountability efforts of civil society groups in India¹³²

Stage of Service Delivery	Strategies and Instruments		
	Research for Lobbying and Advocacy	Creating an Enabling Environment	Direct Citizen Engagement
Legislation and Policy Formulation	<ul style="list-style-type: none"> Public Interest Litigations (PILs) Budget Analysis 	<ul style="list-style-type: none"> Capacity building for legislators Election Watch SMS Campaign 	<ul style="list-style-type: none"> Participation to influence political party manifestos
Standard Setting		<ul style="list-style-type: none"> Citizen Charters Pro-active disclosures through RTIs 	
Planning and Implementation Design		<ul style="list-style-type: none"> Community radio Local Governance capacity building 	<ul style="list-style-type: none"> Participatory budgeting
Program Implementation and Operation		<ul style="list-style-type: none"> Gram Sabha mobilisation 	<ul style="list-style-type: none"> Watershed management
Process Monitoring	<ul style="list-style-type: none"> Public expenditure tracking Corruption Watch/Corruption Perception Index 	<ul style="list-style-type: none"> Capacity building for using instruments such as RTIs 	<ul style="list-style-type: none"> Social audits and public hearings Citizen based vigilance committees E-tools such as SMS based complaint mechanisms
Outcome Evaluation	<ul style="list-style-type: none"> Citizen report cards Participatory research for evaluating outcomes Performance evaluation of elected representatives 		<ul style="list-style-type: none"> Community score cards Political party manifesto watch

Accountability and oversight of interventions within rural development space takes place through multiple mechanisms: **one**, regular monitoring of performance based on an accountability framework through web based MIS system that also includes geo tagging of assets for physical verification, and

¹³¹ Posani B. and Aiyar Y. (2009), State of Accountability: Evolution, Practice and Emerging Questions in Public Accountability in India

¹³² Same as Footnote 148.

monitoring by DISHA Committees at district level; **two**, periodic oversight, which is formed by field monitoring missions and field level monitoring, and includes assessment by NLMs (National Level Monitors), reports by CRMs (Common Review Missions), and reports from National Level Evaluation Studies of schemes; and **three**, audit mechanism that includes compliance audits and social audit mechanisms. Social audits and community monitoring offer opportunities to make citizens *aware of the entitlements that they have access to* under specific government schemes/interventions, to allow citizens to participate in its regular and institutionalised monitoring, and to enable citizens to play the *primary role in the identification of anomalies within its implementation*. With its evolution, DoRD's accountability and transparency measures have seen significant progress across its three broad mechanisms:

(a) Regular monitoring of performance based on an accountability framework

- **Accountability Framework:** The Department of Rural Development has developed a very strong and robust accountability framework for all its programmes. The framework *builds on the principle of eligibility through Socio Economic Census 2011*, and accountability through the *multi-pronged framework* of Social Audit, Financial Audit, Geo-tagging and use of IT-DBT.¹³³
- **Management Information Systems (MIS):** A key intervention towards greater transparency has been that the MIS of each of the schemes implemented by DoRD has been *developed as a dashboard* and has been *placed in the public domain*. These MIS provide real-time information and geo-tagged photos in a transparent manner, for example - NREGASoft for MGNREGS, Awaasoft for PMAY-G and OMMAS for PMGSY, eGovNRLM for DAY-NRLM. These MIS function as web-based MIS as well as e-governance platforms. Over 2.43 crore MGNREGS assets and/all PMAY-G homes at different stages of construction are all geo-tagged and available on the public website. Under DAY-NRLM a data base of nearly 4.7 crores members of Self Help Groups are placed in the public domain. Further, disaggregated block level reports on key performance indicators of the Mission are also available.¹³⁴ The NSAP portal makes data available for all the NSAP schemes, thereby providing pathways for public scrutiny and enhanced accountability. Similarly, RurbanSoft has been developed to track different components of SPMRM and has been populated with data in public domain.
- **Output-Outcome Monitoring Framework (OOMF):** To achieve greater accountability in budgetary expenditure of public investment, the rural development sector too has moved towards developing Output-Outcome Monitoring Frameworks (OOMF) for its schemes. The framework *defines outputs, directly measurable product(s) of programmatic activities and outcomes as result/qualitative improvements after the service/benefit* has been delivered. This is to ensure that scheme performance is measured tangibly, thereby making the sectoral intervention purposeful in totality, and hence more accountable.
- **Vigilance & Monitoring Committees (VMCs):** The Vigilance & Monitoring Committees (VMCs) constituted by the DoRD at State and District levels are expected to function as an important instrument for *effective monitoring of implementation of rural development programmes*. The VMC meetings are to be held once in every quarter. The Minister of Rural Development of the concerned State is the Chairman of State level VMC and Secretary-in-charge of Rural Development schemes in the State is the Member Secretary. These committees provide channels for challenges to be addressed in a more localised manner and allow for area specific accountability and ground-level monitoring.

¹³³ Press Information Bureau, Government of India. (2018). Ministry of Rural Development rolls out a robust Accountability Framework.

¹³⁴ Same as Footnote 150.

(b) Occasional oversight mechanisms

- **National Level Monitoring:** Recognizing the *importance of regular independent monitoring* of its programmes, DoRD launched a comprehensive system of *National Level Monitoring* in the year 2003-04 in order to achieve *unbiased and objective* monitoring. Under NLM, three types of monitoring is observed - *Regular Monitoring of major Schemes* of DoRD and Ministry of Panchayati Raj; *Special Monitoring of Individual Schemes*; and *complaints/enquiries*. The Department of Rural Development already had a system of National Level Monitoring Institutions that visit 600 districts of the country in two rounds each year and do a randomly selected sample verification of the work in the field. Scheme-wise observations are provided in the NLM Reports. The latest NLM report available on the website is the *Regular Monitoring Report by National Level Monitors 2018-19 Phase-I*.
- **Common Review Mission:** To assess the progress of programmes in States, the Department has introduced a system of *Common Review Mission (CRM)*. Eight States are visited by a total of 32 independent professionals as part of the CRM each year. The team visits two districts in each State and gives the Ministry its feedback on how the programmes are doing at the field level. Three CRMs have been undertaken so far over the last three years and their findings have *provided a road map for further improving the Accountability Framework of Rural Development programmes*.

(c) Audit mechanisms

- **Internal Audit:** The Department of Rural Development has also set up a small Internal Audit Wing which undertakes *timely field verification of the financial system* from time to time and *provides insights into the quality of financial management* so that corrective action can be taken on time. One portal namely *GRIP* has been developed for online processing and analysis of internal audit. This portal is being used in internal audit of MGNREGS and PMAY-G.
- **Social Audits:** At present, DoRD has *institutionalised social audits in all its major schemes*. Initially, social audit guidelines were released for MGNREGS, followed by NSAP and PMAY-G. With the guidance of the Comptroller and Auditor General of India, the *auditing standard of social audit was notified, and appropriate certificate programmes were developed* by NIRD&PR in partnership with Tata Institute of Social Sciences, Mumbai, for District, Block and Village Level Resource Persons.

Earlier, documents and records such as bills, vouchers of expenditure, utilisation and completion certificates, musters of labour attendance, estimates and design of works were out of reach of the beneficiaries. However, through the social audit mechanism, *public access to such documents is strengthened*. The process allows the public at large to discuss, observe, and question public servants in a public forum. In essence, the tool of social audit *empowers the public to hold information and use it to demand greater downward accountability*.

NIRD&PR, in 2019, also published the '*Status Of Social Audits In India Report*', which included details of MGNREGS social audits and audits of other schemes; an analysis of the structure and functioning of the social audit units (SAUs) that have been created in the States; and some key recommendations for different stakeholders, including the Central Government, DoRD, State Government and the SAUs¹³⁵. The success of social audit in ensuring accountability is presented in the case study below:

¹³⁵ Press Information Bureau, Government of India. (2019). Minister of State for Rural Development Sadhvi Niranjan Jyoti inaugurates 'National Seminar on Social Audit of RD Programmes.

Box 4: Case Study on Success of Social Audit in Ranchi

Success of Social Audit in Namkum block in Ranchi district¹³⁶**Background**

Social Audit is a self-operated audit process by the common people to assess the developmental works entitled for the public. Through Social Audits, the development works issued in public interest and carried out by various government departments at different levels (state, district, block, Panchayat etc.) are observed, analysed and concluded if the proposed work in the selected area is going in the appropriate way.

In Sodag Panchayat, Namkum block in Ranchi district, Social Audit was done by the Gram Sabha and Panchayat representatives along with a Social Audit Unit (SAU) appointed by the State Government for assessing various developmental works done under Mukhiya Fund in the year 2016-17. Villagers, Panchayat representatives, members of Gram Sabha, Block level personnel participated in the process.

Intervention

The utilization of allotted Mukhiya fund had been seen to be used in a biased nature. The actual requirement was mostly got unnoticed, instead an unknown mechanism which was preferential in nature, was deployed to embezzle the fund without any prior planning. The result was particular area-based accumulation of assets with/without proper need -assessment of the area and/or beneficiaries. As a part of community engagement for social audits, the following was done:

- Physical verification of each construction (construction of shallow water bodies, well, road and drainage system, repairing of Panchayat building and community centre etc.) by the SAU was demanded by ERs to assess the status of the same both qualitatively and quantitatively. They also interacted with the beneficiaries for further confirmation
- Social Audit was done in collaboration with the Gram Sabha and Panchayat representatives for assessing various developmental works in the year 2016-17.
- Auditing was done serially on each scheme implemented in the Panchayat, feedback from the beneficiaries was noted and their views, advices was also documented.
- All records were found and were verbally approved by the villagers. After approval from the Gram Sabha this was forwarded for public hearing.

Result

Implementation of this initiative worked as an important tool for information dissemination among the villagers. They started taking the responsibility of invigilator to observe the work carrying on in their villages/hamlets. They promptly come in touch with the Elected Representative (ER) if any malpractices are found and the concerned ER takes no time to take measures winning the trust of the villagers.

The close interaction of Mukhiya with other villagers not only resulted in better implementation of various government schemes for public welfare, but also brought a sense of responsibility among them to look after the infrastructural development carried out under government schemes. The newly elected members decided to prioritize proper utilisation of Mukhiya Fund after planning, discussion and need-assessment of the area. The problem of misplacement of Panchayat office assets was also addressed. Also, the detailed information related to a particular scheme, like describing total road length, area covered, amount of raw materials required, daily labour wages, starting and finishing date for PMGSY would be made public by writing and displaying signboard at the working place. Future plans for Social Audits include the following:

- Panchayat Samiti and Gram Sabha should carry out Social Audits regularly.
- Irregularities found during Social Audits should be addressed in the next meeting or public hearing.
- During each public hearing, decisions taken in earlier meetings should be presented as 'Action taken report'.

¹³⁶ NIRDPR, Impact of Social Audit on Village Development – a case study in Ranchi district, Jharkhand

- If the faults remain unresolved, then action must be taken against the accused personnel/ agency.
- Before implementing any new project(s), a thorough discussion should be taken place and network/ linkages with related departments should be established.
- All activities should properly be documented.
- Broadcasting media should be made available during documentation of all types of activities, wherever applicable.

Qualitative interviews with government officials suggested that Social Audits have been implemented within DoRD schemes. The impact on accountability and transparency of the RD sector is manifold. Officials from Haryana, Andhra Pradesh and Himachal Pradesh have agreed on this regard.

Apart from this, DoRD's scheme specific design features such as the use of Aadhaar based DBT for fund transfer, citizen centric apps and mechanisms for community monitoring also contribute to accountability and transparency.

- **Direct Benefit Transfer:** Aadhaar based DBT has been adopted as a sectoral policy for programmes that aim at delivery of benefits to targeted beneficiaries. DoRD has implemented the distribution of cash transfers under NSAP, PMAY-G, MGNREGS and DAY-NRLM. The data and transfer of the sector has been linked to DBT Bharat Portal, which has been effective in weeding out fake and ghost beneficiaries, while also avoiding the duplication of benefits to a single beneficiary. Moreover, through DBT, financial inclusion has been greatly enhanced while reliance on middlemen has been reduced- thereby allowing the assertion of citizen rights and grassroots accountability. Increased transparency as a consequence of digitisation have been highlighted in qualitative interviews by government officials from District and Block levels of administration.

"All payments are made by the identification process of Aadhaar based. All the money is being deposited on Aadhaar based way" – Block, Uttarakand

"The most important role of digitization is that we got the transparency that we wanted in our connected governance; it is a very big priority. Since digitization has occurred, since we have linked Aadhar, (there is) Aadhar linking in banks or there is DBT. The people have benefited from Aadhar linking and DBT and our good image that has been formed. So transparency has been produced"- BDO, Block, Jharkhand

"Many of the schemes, like MGNREGS in the Rural Development Department, are fully digitalized now, which made the monitoring and reporting of the schemes accurately and timely. With the help of seeding of Aadhaar in MIS, it has stopped the fake entries and made the data very much reliable. It is also very helpful in fulfilling of entitlement for the beneficiaries to get their benefit amount in a time bound manner"- DRDA, District, Haryana

- **Citizen-Centric Apps:** Citizen-centric apps such as JANMANREGA, MeriSadak, Gram Samvaad, Awaas App have been developed to facilitate the two-way flow of information. On one hand, these apps have been made available to the rural population whereby they can *directly access information related to interventions made and planned in the sector*. On the other hand, the apps also allow the rural populations to *register their complaints, record the assets produced and put forth their queries*, thereby allowing implementing officials to access *real-time information* beneficiaries as well as assets that have been created/developed in the sector.

For instance, the Gram Samvaad App facilitates a *single window access by citizens to information at Gram Panchayat level* on various Rural Development programs, covering inter-alia programme objectives, scope and performance. The application presently covers 7 DoRD schemes and also *provides information on the Grants to Local Bodies recommended by the 14th Finance Commission*. It is envisaged that this application will help in information dissemination, introduce greater

transparency and promote accountability at various levels. Further, DoRD is taking transparency to higher levels through the *AwaasPlus App* which caters to the beneficiaries left out of Permanent Waiting List under PMAY-G but are eligible to receive benefits otherwise.

- **Mechanisms for transparency at the community level:** India's *Right to Information (RTI) Act*, which became law in 2005, entitles citizens to request State information on any topic not related to national security, ongoing court cases or cabinet deliberations (Government of India [GOI], 2005). The Act applies to all levels of government, requiring every public authority to appoint Public Information Officers (PIOs) who must respond to RTI queries within 30 days, and providing a multilevel appeals process whenever requests are refused. All the DoRD schemes are RTI compliant thereby allowing citizens to raise queries regarding the schemes, their benefits and implementation at any level which public authorities are mandated to respond to. This legislative provision is another pathway for greater public accountability and transparency based on citizen demands. Further, other improvements like mandatory Citizen Information Boards, adoption of simpler seven register system and improved record keeping with photographs, etc., physical display of progress at Gram Panchayat level are forms of public accountability and community participation that are being emphasized¹³⁷.

J-PAL evidence on rural development from the finance and governance sectors shows relevant findings and results of community participation in improvements of public services provided.

Box 5: Case Study on Community Driven Development in Public Service Provision

Community Driven Development

Community participation and oversight can be a way to improve public service provision, the assumption being that communities have better knowledge of their needs and choose projects that reflect those needs. A concern, however, is that the processes could hand over control to the elites within a community. Though evidence from randomized evaluations of community driven development (CDD) and participation programmes provides mixed results, some policy implications begin to emerge.

1. Studies involving four community participation programmes showed that programmes where the community had more direct control over service providers and specific instructions have tended to be more effective. Similarly, communities who have action plans and oversight of implementation tend to be more effective at improving service delivery. However, community participation is not a one-size-fits-all approach, and there is still a role for top-down auditing: the one programme that compared community monitoring to centralized monitoring through audits found that audits were more effective in reducing corruption.
2. A CDD programme in Sierra Leone, which provided villages with small development grants allocated by village committees, successfully established village-level organizations and tools to manage development projects, but did not lead to fundamental changes in local institutions or decision-making. A lower-cost alternative that supports specific high-competency community members in taking better advantage of development programmes is currently being evaluated.
3. Allowing citizens to directly vote to select local infrastructure projects in Indonesia had a large impact on citizen satisfaction with the projects and the process. It, however, did not significantly impact the types of project chosen suggesting that participation of women and the poor at proposal generating and funding stages is required if they are to be fully enfranchised.
4. Community block grants in Indonesia, improved health and education in programme villages. Those villages which received incentivized grants based on performance along long-term health and education outcomes saw faster improvements in health. Based on the results of this evaluation, the Government of

¹³⁷ Press Information Bureau, Government of India. (2018). MGNREGS – Livelihood security with full transparency.

Indonesia moved exclusively to incentivized grants and increased annual funding for the community block grant programme.

Sources:

Olken, B. (2007). Monitoring Corruption: Evidence from a Field Experiment in Indonesia. *Journal of Political Economy* 115(2): 200-48.

Casey, K. Glennerster, R., Miguel, E. (2012). Reshaping Institutions: Evidence on Aid Impacts Using a Pre-Analysis Plan. *Quarterly Journal of Economics* 127(4): 1,755-1,812.

Olken, B. (2010). Direct Democracy and Local Public Goods: Evidence from a Field Experiment in Indonesia. *American Political Science Review* 104(2): 243-67.

Olken, B., Onishi, J., Wong, S. (2014). Should Aid Reward Performance? Evidence from a Field Experiment on Health and Education in Indonesia. *American Economic Review: Applied Economics* 6(4): 1-34.

Despite relevant achievements made in accountability and transparency of Rural Development schemes, challenges related to its implementation remain. This is because to implement monitoring, audit and oversight mechanisms, the government depends on officials from all levels of administration. As a result, gaps in their institutional infrastructure and capacity affects directly the effectiveness of accountability and transparency efforts. In this regard, a District Magistrate from Jharkhand suggested in a qualitative interview that there is a shortage of staff in RD schemes. They need to outsource to cover such placements and fixing their accountability and responsibilities is challenging.

Takeaways

- **Using technology based monitoring has ensured greater efficiency in scheme processes:** Technological interventions to disburse cash transfers, track the flow of funds, gain beneficiary feedback and measure performance have helped to enhance transparency within a scheme. Further, through the provision of scheme information on the public domain, scheme data has been made privy to external stakeholders as well, thereby creating pathways for non-implementers to gauge scheme performance, fund utilisation and asset creation.

By the technology of MIS, transparency is increased. Earlier most of the problems were related to the timely payments of labour or someone else has worked in his place, or in the manual rolls, names are changed. All those problems are solved because payment is directly credited to labourer's account, names can't be changed now when is registered in the roll. He only has to work for 15 days, only his account will be credited. So, this is eased as the problems are solved at the root level itself (BDO, Rajasthan)

- **Monitoring mechanisms are in place but weak capacity undercuts monitoring efforts:** Project Management Units within DoRD are functional at State, District & Block levels. Mechanisms such as Public Information Boards (PIBs), geo-tagging etc. are being complied with. However, *monitoring at the Gram Panchayat level is noted to be weak* with various monitoring registers not being updated regularly. Furthermore, for FFC grants- the *monitoring and geo-tagging of assets is seen to have gaps*. Lack of adequate monitoring at decentralised levels of governance has been associated with lack of capacity of staff at the Block and Gram Panchayat levels. Implementers reinforced the need to strengthen trainings in the maintenance of monitoring records, and in the use of technology driven monitoring software for the staff particularly at decentralised levels of implementation.

Our staff is very old. People here like Village Development Officers are not technology friendly. The face a lot of problem in geo-tagging and a lot of them don't know about mobile operators (BDO, Rajasthan)

- **Monitoring of PRIs and monitoring at the PRI level are both crucial:** The strength of decentralization through PRIs lies in the fact that they are the *legally grounded representative institution at the grassroots*. The user group approach is advantageous because it *encourages an inclusive decision-making process at the local level* by directly targeting the poor. However, in the absence of effective checks and balances, these institutions are *susceptible to elite capture, political exclusion, and corruption*, thus highlighting the need to ensure monitoring of PRIs

Given that *PRIs are grounded in the rural eco-system*, monitoring by PRI representatives is key and *enhances project effectiveness*. However, the *problem of weak capacity amongst local PRI representatives is well recognized*. Most PRI representatives (particularly women and SC/STs that are elected through the reservation policy) have *little prior experience or understanding of the governance system including the accountability and transparency protocols*.

- **Social audit mechanisms need greater impetus for full-scale implementation:** While DoRD has been keen to roll out social audit across all the rural development schemes for some time now, this has not happened in practice for different reasons. For MGNREGS, even though the Act enacted in 2005 and Rules enacted in 2011 clearly say that social audit has to be undertaken, it is *only in the last few years that social audit units have been established in most States*.¹³⁸ Moreover, *variations in the functioning and effectiveness of Social Audit Units* have been observed. The resource persons for Social Audit need more training and their members will have to be augmented, if Social Audit is extended to other Schemes, as well.
- **Standard grievance redress mechanisms vary in effectiveness across States:** While the prescribed grievance redress mechanisms have been observed across various States, there have been variations in terms of their effectiveness, response time and resolution rates. The grievance redress mechanisms have been observed to be particularly poor at the Gram Panchayat levels. With respect to best practices, a call based grievance redress system was found to be working well in Telangana.
- **Community level information dissemination needs greater impetus:** Budgetary constraints are noted to place limits on the installation of proper flex boards for information display in all Gram Panchayats. Further, other key pathways of decentralised information flow such as Citizen Information Boards have not been implemented uniformly.

Way Forward

- **Develop trainings in monitoring protocols for functionaries at decentralised governance levels:** Alongside the development of accountability mechanisms, it is crucial to ensure the capacity building of functionaries, particularly at sub-National levels, so that these mechanisms are effectively implemented. In particular, DoRD should look to provide *hand-holding support to functionaries at the grassroots level* to undertake technology driven monitoring through *capacity building and refresher trainings*. In order for capacity building initiatives to be successful they need to be part of a *carefully sequenced devolution process* that strengthens power and resources available to local bodies along with strengthening their capability to manage these resources.
- **Consider operationalizing a unified Social audit for all RD&PR schemes:** DoRD should look to ensure technical, legislative and financial support for the conduct of social audit. DoRD should create a social audit division/cell and staff it with *sufficient personnel* who will work across different

¹³⁸ NIRDPR. (2018). Social Audit Units in India

programme divisions and support the SAUs in the States. The SAUs should *function as an independent bodies with no participation from scheme implementation officials*. Further, DoRD should consider *transferring funds required for facilitating social audit directly to the SAUs* instead of asking the States to transfer a fraction of the administrative funds to the SAU. This practice was started in MGNREGS two years ago and has been critical to establish the SAUs and make them functional. In addition, a *mechanism to review the social audit findings and ensure appropriate follow-up* should be seriously considered.

To operationalise social audit across various schemes, DoRD can also look to introduce *participatory budgeting*: the process of democratic deliberation and decision-making, in which ordinary residents decide directly or indirectly through specially selected representatives discuss on how to allocate part of a municipal or public budget.

- **Develop a common grievance redressal mechanism for the sector:** Going forward, DoRD should look to develop a single platform for the purpose, with use of IVRS/helpline technologies to strengthen grievance redress. This is also in line with the findings of research studies that show that 24/7 phone-in systems would be beneficial to hold political leaders and public service accountable.¹³⁹ Further, for more real-time feedback, crowdsourcing methodologies can be adopted.
- **Strengthen the flow of information at the community level:** To ensure greater citizen participation and ownership, Initiatives such as Gram Panchayat level programmes, updation of Community Information Boards in Gram Panchayat offices, reforms to simplify Record Registers, and use of ICT infrastructure to enable citizen-led monitoring should be taken into consideration. DoRD can look to borrow lessons from Ukraine's experience of enhancing accountability through a listening approach in this regard (details in the box below).

Box 6: Case Study on Increased accountability through a listening approach in Ukraine

Increased accountability through a listening approach in Ukraine¹⁴⁰

Background

GOAL, an international humanitarian response agency established in Ireland over 40 years ago, provided multi-purpose cash assistance to over 7,500 people in Ukraine from May 2015 to January 2017. The cash transfer was given in the in the Donbass region of Eastern Ukraine where conflict had left 3.8 million people in need of humanitarian assistance. The toll of the conflict was exacerbated by severe humanitarian access restrictions in NGCA or Non-Government Controlled Areas. GOAL also supported over 3,000 isolated and/or homebound elderly people with psychosocial support, hot meals, dry food rations and hygiene kits.

Intervention

Accountable and adaptive programming were two core programming principles in the project. This was to ensure real time recognition of needed adaptations in order to target and respond to the fluid needs of the most vulnerable people in Ukraine's complex operating environments. A set of integrated accountability outcomes they sought to achieve, track and report were developed. These included:

- **Appropriate and Rapid Interventions:** Appropriately targeting of beneficiaries for vulnerability and rapid response to requests for assistance through field and hotline assistants, trained (and re-trained) often using applied psychosocial methodology and listening techniques.

¹³⁹ Blair, H. (2018). Citizen Participation and Political Accountability for Public Service Delivery in India: Remapping the World Bank's Routes. *Journal of South Asian Development*, 13(1), 54-81.

¹⁴⁰ Source: GOAL, Accountability in conflict, CRM and listening approach, 2017.

- **Accountability in the adaptation of planning, activities and tools:** Developing a decision log such that all changes/ adaptations made to programme tools, activities and planning were documented to note change, rationale for adaptation, decision makers and impact of decision.
- **Avoid duplication and/or complement programming:** Holistically address vulnerability by referring individuals to suitable intervention program or support mechanisms through regular inter-agency information sharing and coordination. A functional and operating referral system was established and maintained.
- **Ability to identify, discuss and respond to unintended (negative) consequences of the intervention:** Through a Do No Harm & Feedback Loop Training including modules such as Core Humanitarian Standards, Listening skills/ Fundamental Behavioural Observation, Complaints Hotline protocol, Referral Systems, Psycho-Social Methodologies, Protection, Gender based violence, Do No Harm Training, etc.

Learning

- Capacity building of staff on accountability related topics meant it was embedded in how the team worked.
 - The regular debriefings of field and hotline assistants together and regular risk assessments supported staff wellbeing and effective performance of their roles.
 - Participatory methodology was used effectively to develop and/or adapt systemized tools including the hotline guidelines and beneficiary selection forms
 - Coordination and case referral systems work well between and handling cases which were referred from others were efficiently handled.
 - Accountability outcomes were tracked systematically through structured tools and reporting.
- **Maintain risk matrix and risk registers for all RD schemes:** Governance and administrative mechanisms in rural development space have *multiple layers that extend from centre to State flowing down to district and eventually to the village and beneficiary*. Operations of such complex mechanisms demand efficacy of financial management system backed up with robust internal audit mechanism that has in-built risk identification and mitigation in programmes. DoRD should look to prepare and maintain the risk matrix and risk register for each scheme. Risk assessment and risk mitigation should be institutionalised as key processes in scheme monitoring and internal audit.

(ii) Gender Mainstreaming

Introduction

In India, rural women are *key agents for development*. They hold the potential to facilitate transformational economic, environmental and social changes required for sustainable development. However, *gendered barriers to socio-economic development* pose significant disadvantages to rural women. *Limited access to credit, health care and education* are among the many challenges they face. Women's *economic dependence on their families*, and *non-recognition of their unpaid work*, are instrumental in reinforcing structures of discrimination.

Furthermore, the *gender bias in institutions is a key source of vulnerability for rural women*. Women experience particular discrimination in ownership of and access to productive resources. Further, rural women are faced with a '*double burden*' as they are not only responsible for care work and household work, but also experience *increased drudgery due to high male migration and feminisation of agriculture*. Moreover, mechanisation of farming has led to a reduction in rural women's wages and continuing gender inequality in the labour market ensures that women are paid less than men for the same tasks. Further, a major challenge which small and marginal farmers face is the *lack of access to major agricultural services* (such as credit, inputs, extension, insurance, and markets) and this is even more problematic for women

farmers because of a pervasive male bias in provision of such services. In addition, women remain *severely disadvantaged during global food and economic crises and climate change* wherein they receive disproportionately low amounts of food and resources.

In view of this, it is essential to empower women – in order to create *ever widening circles of empowerment, within the family and the community*. Empowering women has been known to have positive effects on not only the well-being of individuals, families and rural communities, but also on the overall economic productivity, given women's large presence in the agricultural workforce worldwide. Furthermore, empowerment can enable women to participate, *as equal citizens*, in the economic, political and social sustainable development of the rural communities, thereby *enabling a significant proportion of the population to contribute to rural development*.

Background

Since the 1990s, women have been identified as *key agents of sustainable community development*. Women's equality and empowerment are seen as *central to a more holistic approach towards establishing new patterns and processes* of development that are sustainable.¹⁴¹ This has been recognised by DoRD as well, manifest in the introduction of a *women's component* in the programmes for poverty alleviation to ensure flow of adequate funds to this section.

At the outset, the federal structure of the Indian Constitution provides pathways for women to engage with *governance and decision making*. The 73rd and 74th Amendments of the Constitution have revived a clearly mandated and focussed third tier of governance and following this *more than a million women were elected to office at grassroots levels* of governance. This period has also seen the *evolution and recognition of women's groups* as important entities for women's participation and empowerment.¹⁴²

Further, the rural development sector has recognised that the integration of a gender component in all government programmes on livelihoods is key to creating a rural workforce of self-aware and confident women who by virtue of their enhanced knowledge about their rights and identity would be better positioned to take leadership roles as farmers and workers. This is evident from the design of rural development programmes which centre-stage women's rights, enhance their access to and control over resources and build their leadership skills, thereby mainstreaming women's empowerment principles in governance,

The rural development sector plays a critical role in mainstreaming gender and gender concerns for rural women. At a sectoral level, the interventions to ensure gender mainstreaming aim to strengthen (i) *women's resource rights by enhancing control and ownership of resources* and assets by women, as well as creation of *women-friendly assets*; (ii) *capabilities and skills of women farmers* by ensuring provisions for women's access to safe water, healthcare, education, etc.; (iii) *freedom from all forms of discrimination and violence against women* through development of social, environmental and physical infrastructure which guarantees safety; (iv) *women's voice, choice, agency and leadership* through creation and strengthening of women's institutions. The programmatic interventions of the sector that are aligned with national priorities are articulated in the ensuing paragraphs:

Work Participation: National priority defines achievement of *female labour force participation rate of 30 percent by 2022-23* from the current level of 23.7 percent. The indicator assumes significance since

¹⁴¹ Handy, F., & Kassam, M. (2004). Women's Empowerment in Rural India. Paper presented at the ISTR Conference, Toronto Canada

¹⁴² Ministry of Women and Child Development, Government of India. (2012). Report of the Working Group on Women's Agency and Empowerment.

this work participation rate has been found to be declining, with the *rate of decline being higher in rural areas* (from 49.7 percent in 2004-05 to 26.7 percent in 2015-16)¹⁴³. In response to falling female labour participation rates, the rural development sector targets women *through the very design of its various schemes* which focus on female beneficiaries. In particular, MGNREGS mandates that *at least 33 percent of the beneficiaries* that have registered and demanded work should be women. During the FY 2019-20, out of the total 187.44 crore person days generated, 104.11 crore were women person-days which account for 55.54 percent of the total person-days generated under the scheme.¹⁴⁴

Further, DAY-NRLM *targets women for the formation of SHGs* which among other activities has the mandate to generate self-employment ventures for the members of the group. Universal social mobilisation is a key feature of DAY-NRLM wherein at least one female adult member from each identified rural poor household (using SECC and PIP process) is brought under the SHGs and its federated institutions in a time bound manner.¹⁴⁵ The SHGs enables women to *gain access to common property resources* like land, water and forest, thereby *creating opportunities for their economic security*. This has been corroborated by implementing officials at various levels of scheme implementation.

In terms of inclusion if a woman has one deprivation out of the eight SECC based deprivations, then she has a right to be incorporated in an SHG. If you want women to get into livelihood activity, the thrift and credit was a first step in enabling them to get empowered to take decision within the family also, to be recognized and equal in the family
(Senior DoRD official)

Further, rural development as a sector *recognizes women in special and vulnerable situations*: widow, deserted, poor, pregnant and lactating mothers and have created provisions where they are given preference in not only selection but also in ensuring that they complete 100 days under MGNREGS. The work allotted to pregnant and lactating mothers is such that it is amenable to their special situation. In addition, gender sensitive interventions such as the provision of crèche facilities at MGNREGS worksites recognise and address the gendered barriers women face in leaving their homes and seeking wage employment, with competing child rearing commitments.

Enhancing skills and leveraging capacity: While the rural development sector creates opportunities for women to enter workspaces and benefit from wage employment, it also *creates pathways for women workers to upgrade their skills and build their capacities*. The DDU-GKY programme *mandates coverage of at least 33 percent candidates for women* under the skill and placement programme in rural areas. In addition, the sector creates mechanisms for leveraging existing capacities and social infrastructure. In the FY 2019-20, 1,47,246 candidates have been trained out of which 74,385 (50.5 percent) were women.¹⁴⁶ Under RSETIs, during FY 2019-20, 2,36,470 candidates were trained out of which 1,66,456 (70.3 percent) were women.¹⁴⁷

Under DAY-NRLM, the SHGs have *emerged as the vehicle for accessing credit by and for women*. This has been a *major strategic and tactical intervention* that has had impacts at multiple levels: increased access to financial institutions, ownership over capital, credit and savings, initiator of employment and enterprise, creator of wealth etc.

¹⁴³ Same as Footnote 22.

¹⁴⁴ Ministry of Rural Development. (2020). Annual Report 2019-20.

¹⁴⁵ Same as Footnote 161.

¹⁴⁶ Same as Footnote 161.

¹⁴⁷ Same as Footnote 161.

In addition to providing economic security, the SHGs have been empowering for women and have increased their capacity to *negotiate in socio-economic as well as in political decision-making spaces*. The institution of SHG and its primary and secondary federated structures has been designed, trained and oriented to create a platform that can be used by women for raising their voices and communicating their concerns to government, Panchayats, financial institutions and institutions operating in the market.¹⁴⁸

Mobility, safety and security for women: In rural areas, most women travel on foot. Inaccessible roads make travel on foot *difficult, time-consuming, unsafe, and uncomfortable*. Deficiencies in rural connectivity adversely impact access to development schemes such as the Public Distribution System and Anganwadi Centres. Girl students cannot optimally benefit from incentive-driven initiatives such as free bicycles for girl students enrolling in higher education considering that they cannot ride these to school if road infrastructure is inadequate.¹⁴⁹

The rural development sector has instituted several mechanisms to ensure the security of women. Creating a network of rural roads through PMGSY has helped ensure that women are *able to travel safely*, in addition to *increasing their access to employment opportunities and market spaces*. Further, improvement in rural connectivity through roads *specifically increases safe institutional deliveries, reduces maternal and prenatal deaths and the mortality of children, and increases enrolment of girls in schools and universities*.¹⁵⁰ A progressive step taken under PMGSY has been engaging women from the PRIs and representatives from SHGs along with the Junior Engineer, Panchayat Pradhan, local patwari in the transect walk that determines the construction and alignment of the PMGSY roads to be built, taking into consideration issues of land availability, and adverse social and environmental impact. Thus, women not only benefit from the rural connectivity facilitated by PMGSY roads but also play key roles in planning the rural roads network.¹⁵¹

Further, the sector has instituted interventions to create *a safe and decent work environment for women in rural areas*. Interventions to this effect include provision of crèche facilities (if more than 5 children below the age of 6 are present at worksite), provision for travelling allowance if the worksite is more than 5 kilometres from the village and equal wages for equal work under MGNREGS. In line with this, a District level functionary in Rajasthan confirmed the way in which gender-based assessments are undertaken to ensure that work sites are gender-sensitive:

We have to do a gender-based assessment to understand to what extent women can benefit from a particular scheme. We understand the working conditions to make sure they don't face any difficulties in working there. So, for any work, we check if the working conditions are proper for women. Also, a gender-based assessment of benefits is done to make sure it is actually helping women (District Level KII, Rajasthan)

Sectoral interventions aimed at economic security of women include the allocation of houses under PMAY-G in the joint name of husband and wife (States can also opt to allocate the house solely to wife). As of October 2020, a total of 45, 01,060 sanctions (27 percent) have been made in the name of female beneficiaries, out of which a total of 24,43,108 houses (67.5 percent) have been recorded to have been completed. 40 percent sanctions were made jointly in the name of husband and wife¹⁵². Furthermore, during the preparation of the Permanent Waiting List (PWL), households are prioritised based on socio-

¹⁴⁸ Ministry of Women and Child Development, Government of India. (2012). Report of the Working Group on Women's Agency and Empowerment.

¹⁴⁹ Asian Development Bank (2019) India Gender Equality Results Case Study, Rural Connectivity Investment Program

¹⁵⁰ Impact Assessment Studies of PMGSY. (2018). World Bank.

¹⁵¹ Same as Footnote 161.

¹⁵² Same as Footnote 161.

economic deprivation parameters. The criterion includes *female headed households with no adult male member between the age group of 16-59 years*.

Furthermore, social safety nets under NSAP covers *elderly women, women with disabilities, and widow women* to provide them with direct cash benefits (with other values added by respective States) as a direct measure *to provide them with security and accord them opportunity for a dignified life*.

Enabling conditions for women in agriculture: While women form a significant proportion of the agricultural workforce, conditions within the agricultural sector are seldom conducive for women farmers to access agricultural inputs, credit and labour. In response to this, the rural development sector has introduced a paradigm shift by recognising and directly targeting women engaged in agriculture. *MKSP*, a sub scheme of DAY-NRLM, *recognizes the centrality of women in agriculture* and provides them support to further *deepen their role in promoting sustainable agriculture productive practices*.

Convergence with MWCD: Convergence linkages with the MWCD have been established across various schemes, *to ensure the developmental outcomes of women and girls in rural areas in a holistic manner*. MGNREGS converges with the Anganwadi Services scheme of MWCD, by way of *Anganwadi Centres being constructed by MGNREGS workers*. As per the revised guidelines dated 17 February 2016, 2 lakh new Anganwadi buildings are to be constructed under convergence with MGNREGS at the rate of one lakh Anganwadi buildings per year.¹⁵³ Further, DAY-NRLM has partnered with women's collectives to promote nutrition, thereby *contributing to the objectives of the POSHAN Abhiyaan* which seeks to achieve improvement in nutritional status of Children from 0-6 years, Adolescent Girls, Pregnant Women & Lactating Mothers (PW&LM) in a time bound manner during the three years.

Gender Budgeting: Gender Budget Cells (GBC) have been constituted in each Ministry to ensure that public resources are allocated in an equitable way to tackle gender imbalances and promote gender equality by identifying the pressing gender needs and concerns. DoRD constituted its GBC in March 2013.¹⁵⁴

Takeaways

- **The RD sector is enhancing women's access to and control over resources:** The RD schemes have *provided pathways for women to access resources* such as land, natural resources, credit, technology etc. thereby deepening their role in agriculture and production processes. Through the guarantee of wage employment at equal wages, the sector *ensures access to income generation activities and economic independence*. Further, through the provision of skill building and training, the sector endows women with new capacities and *empowers them to venture into entrepreneurial activities*. In addition, the sector's social safety nets facilitate access to basic entitlements, thereby making some level of income or resources the preserve of female beneficiaries only.

However, more effort is needed in making available sex-disaggregated data to recognize women's rights to resources and their rights as workers. Such data is also needed to promote women's employment in skilled, non-traditional and non-gender stereotypical trades. Further, specific efforts for ensuring the socio-economic inclusion and development outcomes of single women should be undertaken.

¹⁵³ Ministry of Women and Child Development. (2020). Annual Report 2019-20

¹⁵⁴ Same as Footnote 161.

- Female labour force participation is encouraged through the sector's gender sensitive interventions:** Under MGNREGS, the practice of *setting quotas for minimum female worker participation has proven to have positive impact* although the actual women's participation rate varies by State. In South Indian States women participation rates reach as high as 89 percent in Kerala, while in North Indian States the number is lower than the national average: notably, 35 percent in Uttar Pradesh, and 30 percent in Jammu and Kashmir. Another important gender-sensitive component is the *provision for wages' equality, which is of particular importance in the agricultural sector*. This makes the MGNREGS more appealing to women because their average market wage is lower than the daily minimum wage for agricultural labourers in most states. Further, components like accessible worksite (within 5 kilometres of workers' residence) and crèches for women with children below six years address the socio-cultural challenges to women's engagement in the labour market.¹⁵⁵
- The majority of rural women's work remains invisible in national sample surveys:** National level surveys often *do not adequately reflect women's farm and non-farm work*. This results in *under-reporting* of their labour force participation as well as a *denial of their rights and entitlements*.¹⁵⁶ For example, women working in agriculture and allied activities are rarely recognised as farmers and positioned as household workers instead. This results in women not availing any benefits and entitlements designed for farmers. This calls for *regular sex-disaggregated data collection to prevent the masking of gendered disadvantages* faced by women, and their contribution to the rural development sector.
- The sector's women collectives have helped women scale new socio-political frontiers:** Women's collectives hold a special place in women's empowerment processes. Over the years, the number of SHGs under DAY-NRLM have grown and over 60 percent of these are women's SHGs. These units are key components of inclusive, grassroots democracy. Further, they present opportunities for *financial inclusion and undertaking prudent financial practices such as thrift and credit*. Economic decision making is seen to be closely connected to improving the status of women within the household, as was put forward by a senior DoRD official during one interview:

"DAY-NRLM is relevant to the poor and women particularly, it helps women get a voice, it helps to get treated as an equal. If not equal, at least as having a voice within the family and in decision making on livelihood activities. So her decision making comes only when she gets money in her hands and that happens because of thrift and credit only." – DoRD Official

At the same time, some aspects at the sectoral level need to be improved to ensure further gender mainstreaming. These include *enhancing women's access to technology and infrastructure, establishing processing units to ensure value-addition and storage spaces* for produce (e.g. chilli grinding unit, oil-extraction unit), and *ensuring women's participation at all stages of the livelihoods value chain* (particularly, post-production and marketing activities and transactions). Introducing *gender-responsive livelihood indicators* in the DAY - NRLM MIS is also required.

- There are barriers to the political participation of rural women in PRIs:** The 73rd and 74th Amendments of the Constitution mandate a minimum 33 percent representation of women leaders in PRIs. Further, some States have proactively increased the one-third reservation in Panchayats to

¹⁵⁵ Dasgupta, S. and Sudarshan, R.M. (2011). Issues in labour market inequality and women's participation in India's National Rural Employment Guarantee Programme.

¹⁵⁶ FAO. (2018). Alternative data sources for women's work in agriculture.

50 percent further bolstering the presence of women in decision making roles. In spite of these interventions, the participation of women in these institutions remains low.¹⁵⁷ Women's political power has *not been fully harnessed* as their presence has not always translated into meaningful political participation and involvement.

Rural women continue to face *social, economic and other forms of institutional barriers* to entering PRIs and similar limitations while performing as elected representatives. Institutional barriers to political participation of women include the inadequate devolution of functions, lack of financial and planning autonomy, bureaucratic influence, the policy of rotation of seats etc. Amongst the social barriers to their full and effective participation are lack of education, oppressive patriarchal and caste structures; lack of respect of women in PRIs; physical violence in public and domestic spheres; local politics spawned by caste/class/religious dynamics etc.¹⁵⁸

Further, at the community level, there is provision for women's participation in monitoring committees and the social audit process. However, insufficient attention has been given to the need to overcome prevailing norms which prevent women's participation and voice in community forums, in their ability to access and utilise grievance procedures, and in mechanisms which aim to promote community discussion on the selection and prioritisation of assets created.

Apart from the barriers to meaningful political participation, women leaders at the local level are also not adequately trained for the roles they are meant to perform. Women Members and Chairpersons of Panchayats, who are often new entrants in Panchayats, need to acquire the required skills and be given appropriate orientation to assume their rightful roles as leaders and decision makers. Imparting training to elected representatives of PRIs for programmes under the DoRD (including extending financial assistance to the States/UTs with a view to improve the quality of training programmes and to catalyse capacity building initiatives for the elected members and functionaries of PRIs) should be further improved.

- **Capacity building for programme specific and local level gender mainstreaming needs more attention:** It has been found that gender-responsiveness of a programme's delivery mechanism is crucial to ensuring gender outcomes. In this regard, gender trainings at the Block, District and State level for core programme functionaries and Project Implementation Agency (PIA) staff should be organized. *Dedicated budgets for gender trainings* could be earmarked from Capacity Building budgets, and a module on gender should be accommodated.

In order to enable women to leave their homes and venture into wage employment, entrepreneurship and skills training, *behaviour change at the local level is crucial*. However, gender-sensitisation components at the village level to encourage such behaviour change are currently missing. Special attention need to be paid to the need to overcome prevailing norms which prevent women's participation and voice in community forums.

- **ICT should be leveraged further to ensure information flow to women:** The advancement of Information and Communication Technologies (ICTs) has brought new opportunities for both knowledge sharing and knowledge gathering for both women and men. ICT can provide unlimited opportunities for economic development and social engagement through new innovative thinking

¹⁵⁷ Prillaman S. (2019). The persistent gender gap in political participation in India, Ideas for India.

¹⁵⁸ Ministry of Women and Child Development. (2011). XII Five Year Plan. Report of the Working Group on Women's Agency and Empowerment. Government of India.

and tools. With the growth of media and ICT, it is important that women are brought into the mainstream agenda for ensuring that the benefits of technology also flow to them. The Government is already taking various steps to promote ICT through the *IT for Masses scheme* which has women as a specific target group; Sanchar Shakti Scheme of Universal Service Obligation Fund etc. However, further initiatives need to be undertaken in this direction.

Under MGNREGS in particular, while there has been a focus on raising awareness about the right to 100 days of employment, this has been *uneven across the country*.¹⁵⁹ Importantly, there has been *limited attention to the implications of women's lower literacy rates*, especially with regards to the demand driven nature of MGNREGS which relies on a multi-layered written application process. Against this backdrop, ICTs should be leveraged to enhance women's access to scheme information, and to encourage the assertion of their rights to work.

Way Forward

- **The sector should enhance its focus on gender mainstreaming from a policy perspective:** It is imperative to mainstream gender through a *top-down approach* wherein gender equality and women's rights are included as *explicit goals in the vision statement and objectives* of all rural development programmes.
- **It is important to review the gender-sensitiveness of employment opportunities for women workers:** An analysis of the work provided should be undertaken *to assess whether it suits the capacities of women* who participate in MGNREGS. The list of permissible work should then be expanded to allow for greater diversity of gender-sensitive activities. Such activities can include the use of MGNREGS wages component to provide human resources to run crèches under MGNREGS, providing opportunities to set up vermi-culture composting units that regenerate the land etc. Other works such as common facility centres, SHG meeting and childcare centres which women can then maintain should also be considered.

At present, the wages under MGNREGS is calculated on a *piece-rate basis*. However, such a system fetches women very little money given that women workers are engaged in tasks such as lifting and carrying loads on their heads, whereas men perform tasks like digging which is better remunerated. The schedule of rates should, therefore, be improved as has been done in some states like Andhra Pradesh, Tamil Nadu, Rajasthan, etc.

- **Mechanisms to measure and recognize women's work need to be instituted:** It is important to review the language and terminologies used for women and women's work. For instance, when some women are called '*home-based workers*' they are categorized as wage earners in the informal sector. However, if they are thought of and addressed as '*producers*' or '*entrepreneurs*', the whole perspective would change. Instead of demanding better wages for such women the focus would shift to their rights and entitlements as producers which includes low interest credit, better skill training and market access. RD schemes should create opportunities for female employment in non-gender stereotypical and skilled roles and implement targets for equal employment of women at all levels within a programme.

Further, DoRD should make *time bound plans for ensuring collection of sex-disaggregated data* across all socio-economic categories, including religious minorities, marital status etc. Sex-disaggregated

¹⁵⁹ Carswell, G. and De Neve, G. (2014). MGNREGA in Tamil Nadu: a story of success and transformation.

data should be collected to recognize women's work, enhance their access to rights and entitlements as well as help assess the effectiveness of a programme. Collection of data disaggregated by socio-economic categories would also be helpful for developing *specific programmatic responses* for vulnerable groups such as single women, SC and ST women.

- **The sector should target specific vulnerable groups through focused interventions:** While rural women face gendered disadvantages that lower their access to resources and assets, certain vulnerable women face additional challenges due to their marital or socio-economic status. Vulnerable women like single women, heads of female headed households, women belonging to SC and ST populations have been observed to experience socio-economic vulnerabilities of higher degrees. This necessitates targeted interventions for their benefit. At the outset, data collection disaggregated by socio-economic categories and marital status would be the *first step towards envisioning focused interventions for these groups* (as mentioned in the previous point). Suggested policy actions are detailed below:
 - *Single women:* To encourage more single women to engage in wage employment, it is imperative to *define a nuclear family as a household under MGNREGS*. In order to ensure their access to equal wages, *special job cards for single women* may be considered. Further, to encourage economic independence among single women, separate federations of single women at the Block and District level should be promoted. Single women should also be given preference in grant of credit with flexible payment modalities and lower interest, so as to fuel their participation in leadership roles and entrepreneurship. Alongside, constant awareness creation activities should be undertaken within both the maternal and matrimonial homes, to make single women aware of their rights and entitlements.
 - *SC Women:* For SC women, a *rights-based approach* should be adopted rather than a welfare-oriented one in education; health services; ownership of land and its development through irrigation and other means; employment; and in provisions for housing and living conditions. SC women should be provided *good and adequate house-sites in the joint names of themselves and their spouses* and their *living conditions improved* through provision of satisfactory drainage, sanitation roads, electricity and water sources
 - *ST Women:* Focus should be laid on *awareness building* among ST women about policies, programmes, schemes and legislations meant for them. To *expand the access to credit and banking facilities* to ST women, it should be ensured that the banking correspondent model under DAY-NRLM targets ST women as correspondents and as beneficiaries. *Convergence among various subsidy and loan schemes* of Central and State governments should also be ensured, so that both subsidy and low interest loans are available to ST women. Furthermore, *effective implementation of MGNREGS in Tribal Blocks* should be ensured to prevent distress migration and trafficking.
- **Mechanisms to enhance meaningful political participation of women leaders should be implemented:** It is imperative that DoRD *accelerate the devolution of responsibilities, powers and resources* to ensure women's leadership for delivery of services and social change. Along with this, it is recommended that DoRD *increase the resource allocation for capacity building and intensive training of all elected Panchayat women representatives*.

In addition, *pre-election preparation of women candidates and voters* will also help women leaders to navigate social and cultural barriers to female political participation. *Cost-effective elections* should be facilitated so that women from poor and marginalised sections can aspire to enter Panchayats and take leadership role in the community. Further, DoRD should look to *promote alliances, federations,*

across Panchayats and across women in PRIs and SHGs, thereby creating an empowering eco-system for female leadership and gender mainstreaming interventions.

- Women workers should be given more decisive roles in the execution of works:** In order to ensure greater female leadership and ownership of the RD schemes, it is *important for women and women's groups to play key roles in the scheme implementation*. The Gram Sabha is a key platform for discussion, planning and decision making on the developmental works to be undertaken in a village. *Mandating a minimum 33 percent participation of women at Gram Sabhas* would be one way to ensure that the voice of women is heard and acted upon in the context of the village's development. By making women instrumental in the selection of works, there would also be *checks and balances on the selection of works that are unsuitable for the health of women workers*. Further, including *Women's Groups as implementing agencies of MGNREGS works* would also endow women with important roles in the execution of RD schemes.
- Focus on credit access and financial inclusion of women should be maintained:** While the microfinance movement has made great inroads into the financial sector, there is a *need to move beyond* as women now need larger amounts of credit for entrepreneurship activities, exposure to training on running a business including pricing and budgeting, and also access to pension and insurance products. SHGs should also be *classified under priority sectors* and should be given loan at concessional rates. The DoRD should look to *extend financial support and seed capital* to federations of women SHGs up to the Block or District levels, and Producer Companies of women farmers and agriculture workers. These groups should be developed as *models of economic empowerment* and also become *prime movers in local governance*.
- Building gender-related capacities of all RD functionaries should be emphasized:** Capacities of all government officers, frontline functionaries and implementing agencies should be enhanced to enable them to *design and implement policies which centre-stage women's rights and entitlements*. Officials should be equipped through regular trainings and workshops, with capacities and tools to *adopt a gender lens* in their work. Intensive training and capacity building mechanisms should also be instituted to help officials *undertake gender budget and gender audit* in rural local bodies.
- Pathways for rural women to become aware and access information should be strengthened:** It is important to institute human resources and infrastructure to let women disseminate and access information on their rights and entitlements. DoRD should explore setting up Gender Resource Centres in all Districts to help women gain critical information and knowledge. Further, the creation of a *cadre of women workers* in each village (such as Gender Community Resource Persons (CRPs)/ women leaders organized under rural development programmes or by NGOs) should be considered. These women workers would be responsible for *enhancing capacities of rural women to access information, entitlements and institutions, technical knowledge*; and supporting victims of violence. The Gender CRPs thus would not only address livelihood issues, but also *focus on the social and political empowerment of rural women*.

In addition, the *existing community radio policy may be reviewed*, if necessary, to *enable women's federations to undertake community radio initiatives*. DoRD should look to provide support to women's federations for undertaking community radio programmes to spread information on RD schemes for women, the benefits and entitlements, *thereby enhancing awareness levels and mitigating knowledge gaps stemming from female illiteracy to some extent*.

(iii) Direct and Indirect Employment Generation

Introduction

*“Unemployment has many far-reaching effects other than loss of income, including psychological harm, loss of work motivation, skills and self-confidence, increase in ailments, disruption of family relations and social life, hardening of social exclusion and accentuation of gender inequalities”*¹⁶⁰. In India, the problem of unemployment takes many forms, particularly in rural India. These include *concealed unemployment, predominance of informal sector, urban areas being fulcrum of job creation, low participation of women in the workforce*. These are some aspects which DoRD is looking to tackle through its schemes.

Background

Employment generation in any economy depends on how *fully and productively* society utilizes the material, technological, organizational and human resources at its disposal. Higher productivity results in greater efficiency and with which it produces goods as well as better quality, which in turn leads to greater the demand for those goods and services in the marketplace. This *augments employment opportunities and purchasing power* created. Despite increasing urbanization, a large fraction of India’s poor remain in rural areas. Majority of the population works in casual labour markets in both the agricultural and non-agricultural sectors in which there are *few returns to skill and labour market experience*, and where *earning potential is limited*. The return to this labour often does not generate household earnings that are sufficient for a household that includes nonworking dependents to rise above the poverty line. Thus, the government has a *key role to play in employment generation* in the country.

Moreover, as people move out of agriculture, household income and access to non-farm economic opportunities—rather than just farm-level production diversity or farm incomes—become *equally important predictors of household food and nutrition security*. This is driven by the fact that, as agricultural systems modernize and markets develop, there is an *increasing separation between the production and consumption decisions of households*.¹⁶¹

As per Periodic Labour Force Survey (PLFS) estimates, the *share of regular wage/salaried employees has increased* by 5 percentage points from 18 percent in 2011-12 to 23 percent in 2017- 18 as per usual status¹⁶². In absolute terms, there was a *significant jump of around 2.62 crore new jobs in this category* with 1.21 crore in rural areas. The *proportion of women workers in regular wage/salaried employees category has increased* by 8 percentage points (from 13 percent in 2011-12 to 21 percent in 2017- 18). Among the self-employed category (consists of employers, own account workers and unpaid family labour), while the proportion of own account workers and employers has increased, the *proportion of unpaid family labour (helper) has declined*, especially for females between 2011-12 and 2017-18. The *proportion of total self-employed workers however remained unchanged* at 52 percent during this period.¹⁶³

For direct employment in rural India, the biggest programme is the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), which was passed in 2005. MGNREGS seeks to provide *100 days of guaranteed wage employment to rural households willing to perform unskilled manual work*. It makes special provisions for women and for the distance within which the job must be available to job-seekers for convenience. Other efforts to provide direct employment opportunities have been *through SHGs in*

¹⁶⁰ Sen, A., Development as Freedom, Page 94. Oxford University Press.

¹⁶¹ Pingali P., and Sunder N. (2017) Transitioning Toward Nutrition-Sensitive Food Systems in Developing Countries

¹⁶² Usual status gives an idea about average working condition of an individual for entire reference year

¹⁶³ Same as Footnote 31.

DAY-NRLM and providing employment in government departments and offices at various positions and levels. DoRD has also attempted to provide indirect employment opportunities *through the infrastructure programmes constructing housing and roads.* These assets also aid the ability of the private sector to invite more job applicants and create livelihood opportunities.

It however needs to be realised that *people in rural India often depend on more than one resource and more than one activity for earning their livelihoods.* Raising food security enhancing crops on a small piece of land, rearing livestock, and migrating to cities as unskilled labour are all the activities a family may undertake to earn enough money for sustenance. *'Security of Livelihoods'* is something everyone aspires for and is a key aspect of DoRD programmes.

MGNREGS is a *milestone in the history of rural development* in India and is the largest government intervention of this kind globally. Providing employment to unskilled workers directly and ensuring livelihood security for the poor is one of the most important goals of MGNREGS. However, implementation has thrown new challenges, especially the challenge of making the best use of large sums of money from public exchequer while also plugging the leakages in the supply pipeline before it reaches the wage labourer in the village. Government of India and State Governments have made huge efforts toward meeting this challenge.

Apart from the aspect of direct employment to households for 100 days, *creation of durable and productive assets* including improved water security, soil conservation and higher land productivity to improve livelihood opportunities are being undertaken. The revised Operational Guidelines of MGNREGS included 30 new permissible works under Schedule 11 including Watershed Related Works, Watershed Related Works in Mountain Regions, Agriculture Related Works, Livestock Related Works, Fisheries Related Works and Irrigation Command Related Works. This has helped *strengthen the positive synergy between MGNREGS and agriculture and allied rural livelihoods,* to respond to the demands of the States for greater location specific flexibility in permissible works and to help *improve the ecological balance in rural India and to provide a cleaner, healthier environment for the rural population.*¹⁶⁴

DAY-NRLM seeks to reach out to 8-9 crore rural poor households and organize one-woman member from each household into *specific women SHGs based on interests and federations* at village and at higher levels. Support is provided to the women for *employment and self-employment ventures* under the scheme to enhance their farm livelihoods and non-farm livelihood through various components of schemes such as *organic farming, Krishi Sakhi, Pashu Sakhi, dairy value chain interventions, Aajeevika Grameen Express Yojana, Start-up Village Entrepreneurship Programme* etc. DAY-NRLM provides *Revolving Funds (RF)* at the rate of Rs. 10,000-15,000 per SHG and *Community Investment Support Fund (CISF)* to the extent of Rs. 2.5 lakh per SHG to support their income generating and livelihood activities.

Further, the government's effort to formalise the economy with measures like *introduction of GST, digitisation of payment, DBT and opening of Jan Dhan accounts* have led to an increase in formal employment in rural India.¹⁶⁵

The *non-farm sector plays a very important role for job creation* in rural areas, especially along the rural-urban continuum for structural transformation to take place. There is a blurring of rural-urban distinction, which *provides an opportunity to diversify the portfolio of economic opportunities available to rural households,* thereby enabling greater rural income and improved access to food and nutrition

¹⁶⁴ Circular, Guidelines for the New / Additional Works Permitted Under MGNREGA.

¹⁶⁵ Same as Footnote 31.

provided that this is adequately leveraged.¹⁶⁶ SPMRM is certainly playing an important role in this regard. As villages face a shortage of employment opportunities due to diminishing returns to agriculture and more attractive avenues becoming in urban areas, the quantum of relocation to urban areas can be tremendous. SPMRM prevents this by *inducing an ‘inverse movement’ as basic infrastructure and utilities are provided, and industrialization is promoted*. This leads to a steady increase in the employment opportunities in Rurban areas.

Further efforts to provide access to employment through Rural Development schemes was highlighted by government officials during the course of this study. The positive impacts of these programmes on the most vulnerable social groups in India were also raised in qualitative interviews:

Renovation of lakes, dams, canals has brought an improvement in irrigation facilities, thus promoting employment in agriculture. (...) Along with this, we are working on skill development of women under skill development mission. We have provided opportunities to 3,000 women in our District directly through stitching work. Creation of employment opportunities in small scale industries has also been done” - Aspirational District Fellowship, Jharkhand

“Not just the backward class people, all those who need work are coming to us. Even the forward class people, OBC, SC, ST, women all are coming. One benefit of this is that they are coming to work early in the morning and are completing the work they have been assigned and earning”- BDO, Andhra Pradesh

Takeaways

- **Improving non-farm employment needs a focus on agriculture:** A vibrant agricultural sector is essential for the growth of non-farm sector because of the large dependence on it for food security and employment. Most of the rural households do earn a certain part of their income from agriculture while diversifying their income portfolio in India.¹⁶⁷ Through *production linkages*, agriculture connects to non-farm suppliers of raw materials and farm inputs. There are *consumption linkages* when the gains from agricultural income are spent on locally produced non-farm goods. Through the supply of labour to non-agricultural activities during the lean season, and investment in non-agricultural activities, agriculture is connected to the economy through *factor markets*. There are *productivity linkages* through reduced food prices. The reverse takes place too when newer industries could ignite the demand for agricultural products. The challenge for a more vibrant food system is to ensure that movement towards non-farm employment is not a step-down.
- **Increasing rural productivity has a multiplier effect:** It needs to be realized that rising rural incomes consequent to higher productivity will unleash a multiplier effect, increasing demand for farm and non-farm products and services, thereby stimulating rapid growth of employment opportunities in other sectors. The essential requirement of livelihood security is *everyone having adequate access to resources and income earning activities on a sustained basis, i.e., this access should be long term, and it should give benefit in the long run*.
- **Quality of employment affects productivity:** The quality of jobs being created in the non-farm sector can be *dubbed as ordinary—informal and casual*—regarding their potential for rural transformation and lowering structural poverty. The poor quality of rural non-farm sector jobs especially for women leads to greater withdrawal from the labour market¹⁶⁸. *Poverty, vulnerability to*

¹⁶⁶ Same as Footnote 36.

¹⁶⁷ Same as Footnote 42.

¹⁶⁸ Chatterjee U., Murgai R., Rama M. (2015) Job Opportunities along the Rural-Urban Gradation and Female Labor Force Participation in India, World Bank

poverty, and informal employment status are highly associated. Around 79 percent of workers who work in the informal sector can be classified as poor without any job or social security¹⁶⁹. These workers not only work at low wages, but their working conditions are also miserable.

- **MGNREGS has helped promote livelihoods yet is a last resort:** Introduction of the public employment programs, such as MGNREGS, have also *facilitated a faster move towards the rural non-farm sector*. There are three distinct features of MGNREGS, which have been utilized very well, namely: (a) *guaranteed employment* for every adult person who is willing to do manual work, (b) *empowerment of the Gram Panchayat and Gram Sabha (GS)* to decide on works that can be taken up for providing employment on demand, and (c) *prioritization of works that result in creation of assets* for strengthening of livelihoods of poor. Yet these livelihood avenues are a last resort means for those in the lower income quintiles, casting doubts on the long-run welfare of this transition¹⁷⁰. Further, implementation of the scheme is being adversely affected due to lack of awareness about the scheme at different levels. Along with awareness about MGNREGS, a thorough knowledge and understanding of livelihoods promotion is also needed.¹⁷¹
- **Gram Panchayats play a significant role:** When GPs and villagers together decide that they themselves want to bring about in terms of a positive change in their situation – the best solutions are found. It helps in *undertaking responsibility for their own development* and realising that they are in the best position to understand what they need and what they have. They also realize that they have the *right to utilize the common property resources as well as the responsibility to nurture them and utilize them in a sustainable manner*. Inclusive process and assurance of benefits to every family is also important.¹⁷²
- **Security of Livelihoods requires focus:** In the absence of vision and participation in the community, works are planned in an adhoc manner. Invariably, *plans lack reflection of the people's aspirations and needs in it*. It is significant that people do not just demand employment, but *proactively suggest means of creating employment*.¹⁷³ Analysis of livelihood situations enables identification of specific gaps and consequent solutions to ensure sustained secure livelihoods.
- **Diversification of livelihoods through SHGs can significantly contribute to employment opportunities:** DAY-NRLM supports the rural poor in building their skills and capabilities for self-employment, enabling them to *graduate from dependence on safety nets to building productive assets of their own*. Producer groups in agriculture, dairying, and the non-farm sector are better able to *upgrade technologies* to improve the productivity and quality of their products, *access market information, develop value chains, attract the private and cooperative sector* to do business with them, and *negotiate fairer terms of trade* for their products and services. Additionally, DAY-NRLM covers rural youth who will be empowered with the skills needed in India's rapidly changing labour market. This will enable them to access *new job opportunities in the services sector*, connecting the hitherto lagging rural regions to the mainstream economy, and helping India to capitalize on its demographic dividend.

¹⁶⁹ National Commission for Enterprises in the Unorganized Sector. (2008). Report on Definitional and Statistical Issues Relating to informal Economy.

¹⁷⁰ National Sample Survey.

¹⁷¹ Pingali P., Aiyar A., Abraham M., Rahman A (2019), Rural Livelihood Challenges: Moving out of Agriculture. .

¹⁷² Abdul Azeez, N. (2020). Model for Performance of MGNREGS in Rural Asset Creation.

¹⁷³ Ministry of Rural Development, Building Sustainable Livelihood of the Poor through MGNREGA.

- Greater interaction along rural-urban spaces can be expected:** India is expected to be 60 percent urban by 2050.¹⁷⁴ Further, with better infrastructure and communication networks, reduced physical distance and cultural barriers between rural and urban residents are likely. *Agriculture, therefore, may no longer continue to be the defining feature of the economic and cultural life in rural areas.* This rural transformation—an essential part of structural transformation—entails greater interaction along the rural-urban spaces, thereby *promoting agricultural productivity and greater marketable surpluses.* This could then facilitate overall production diversification, new forms of livelihood and better infrastructure provision in rural areas. *Spatial boundaries across the rural-urban dichotomies are increasingly getting blurred* as with larger rural areas becoming indistinguishable from the small urban areas, especially regarding the occupational patterns and built-up area characterizations¹⁷⁵. *The right set of public policies, however, are essential to ensure that smooth, inclusive and sustainable urbanization for structural transformation takes place.*
- Infrastructure creation has both direct and indirect impact on livelihoods:** Road infrastructure contributes significantly—*through greater dietary diversity and higher agricultural input usage*—to the food system. Further, access by paved or unpaved roads and frequent bus services *increase the odds of non-agricultural employment* among men and women. The effect of road access on non-farm employment is stronger among women than among men. Improved transportation infrastructure has a stronger positive effect on women's non-farm employment in communities *with more egalitarian gender norms*.¹⁷⁶

Way Forward

- Investment in rural Infrastructure should be increased:** It is often the poorest who are locked out of this market because of marginalized social groups or small land holding. Investment in rural infrastructure goes a long way *in reducing the economic distance between rural and urban areas.* Reduction in this distance *abets rural transformation, integrates markets and thereby facilitates greater access to non-farm employment opportunities,* especially for women. New paved roads under the PMGSY improve available transportation services facilitating the *reallocation of labour out of agriculture.*
- Renewed focus on food systems is required:** Food systems *extend far beyond agricultural land and production* and provide food, energy and nutrition to the population. At the same time, they also serve an economic and social role through *enhancing household access to food.* Access comes through income and better jobs. As the food systems cut across agriculture, health and nutrition, poverty and the environment, it can also be *leveraged to create jobs.* Most new jobs in the rural areas would be created in the non-farm sector. As the agricultural value chains develop, there would be *greater demand for those who can work in related logistics, from aggregation to storage and processing.* With the right set of skills to youth, these sectors could become a major source of job creation.
- SHGs should be further leveraged to provide skills and increase the workforce participation of rural women and youth:** Most rural women in India work on their household farm *as unpaid labour.* According to the latest Census figures, workforce participation rate of rural women is only 30 percent compared to 53 percent for rural males. Another fundamental feature of women in rural India is their *low human capital.* On 58 percent of the rural women are literate compared to 77 percent of

¹⁷⁴ Minister of state for urban development Rao Inderjit Singh in Lok Sabha, July 2016

¹⁷⁵ Same as Footnote 185.

¹⁷⁶ Lei L, Desai S., & Vanneman R (2019) The Impact of Transportation Infrastructure on Women's Employment in India

rural men. This implies that almost one-fourth of rural non-farm workers in India are illiterate. Lack of education and the required skills *inhibit a smooth and timely transition* into the non-farm sector. Since construction sector does not require much skills, this sector provides the greatest share of non-farm work. The formal service sector which provides a better quality of employment and written contracts, however, *requires more skilled and educated workers*.

- **Community awareness regarding entitlements needs to be improved:** There is an unprecedented emphasis on a *rights-based approach* to development through a series of landmark legislations like *Right to Information Act, MGNREGA, Forest Rights Act, and Right to Education Act* etc. While these Acts, backed by huge financial outlays, are transferring much greater resources to the rural areas, full benefits of these legislations and schemes can only be harnessed when the communities are organized, when they can demand their rights and entitlements, and when there is a backup support to the communities *to meaningfully utilize the entitlements for long-term gains*.
- **Rural Development must also focus on an increase in the service sector:** Services sector has played a major role in structural transformation of Indian economy but its achievements during the recent years were *mainly concentrated towards urban areas*. This sector in rural areas witnessed deceleration in output as well as employment after 2004-05. An important reason for this is *increased reliance of rural consumers on service providers located in urban areas*. Rural areas have comparative advantage in services like post-harvest value addition, on farm storage, primary processing, grading etc.¹⁷⁷

(iv) **Climate change & sustainability including adoption of climate-change resilient practices & diversifications**

Introduction

India is a large emerging economy with a variety of geographical regions, biodiversity and natural resources. It is also a country severely affected by climate change, especially in areas where people's livelihoods depend on natural resources. More than half of India's population of over 1 billion people lives in rural areas and depends on climate-sensitive sectors like agriculture, fisheries and forestry for their livelihoods. Undertaking climate adaptation measures have a renewed significance for safeguarding rural livelihoods and ensuring sustainable development. Climate change in rural areas is making an impact on both rural livelihoods and rural infrastructure. These impacts vary in degree and content across different agricultural climatic regions in the country. The sectoral approach to rural development so far has adopted conservation and development of natural resource base as part of improving the fast depleting natural resources in the countryside.

Natural resources and the environment are already under pressure as a result of rapid urbanisation, industrialization and economic development. Climate change is projected to exacerbate these pressures. A considerable threat is posed to poor farmers and rural communities as even a small increase in local temperatures could lead to reduced crop yields for those living at lower latitudes, especially in seasonally dry and tropical regions. More frequent and extreme weather events, such as droughts and floods, are expected to make local crop production even more difficult

Background

¹⁷⁷ Same as Footnote 41.

Rural Development through its schemes can contribute to improved natural resource conservation, increased efficiency of resource use, reduced negative environmental impacts, strengthened climate resilience of communities and contribution to climate change mitigation through¹⁷⁸:

- Investing in regenerating natural resources;
- Mobilizing and developing the capacities of community institutions to utilize natural resources in a sustainable manner; and
- Aggregating ‘small initiatives’ in several locations to improve natural capital on a macro scale.

A major role that public investment plays in the rural economy is to stimulate growth by encouraging and “crowding in” more private investment. Rural development schemes have the potential to play this role in India. Greening rural development can stimulate local growth by providing opportunities for private investment in green businesses such as renewable energy generation, organic input chains and advisory services, green product supply chains and production of environment-friendly construction materials (fly-ash and rice husk ash cement, fly-ash and limestone bricks, filler slabs for roofs etc.). Rural development schemes can help widely disseminate information on green technologies and give an impetus to environment friendly innovations in agriculture, processing, housing and construction of rural roads. Rural development schemes such as the NRLM could include ‘new style’ interventions to improve the productivity and competitiveness of selected ‘green’ enterprises.¹⁷⁹

There is currently a lack of climate vulnerability assessment of the rural sector in terms of how the increased frequency of extreme weather events (floods, cyclones, hailstorms, extended periods of droughts) are likely to affect rural infrastructure and livelihoods. These factors are not built into the design and assessment of DoRD’s programmatic interventions even though programmes like MGNREGS have in-built design that can be used to develop climate resilient plans for specific geographies (water and soil conservation works, reforestation, water harvesting etc.). These works have not been woven together as climate adaptive plans or strategies based on local climate vulnerabilities. The need for including climate change adaptations in programme design stem from the need for sustainable usage of natural resources such as water, soil and land; climate resilience of production systems, livelihoods and habitats; and strengthening livelihoods security and making public expenditure more effective.

The Government of India issued the National Action Plan on Climate Change (NAPCC) on June 30, 2008. The NAPCC is the framework for Union and State governments to address the challenges of climate change. One important underlying principle of NAPCC is to harness development against climate change thus protecting the poor and vulnerable sections of society through an inclusive and sustainable development strategy. The NAPCC defines eight critical areas called “National Missions”: Solar, Enhanced Energy Efficiency, Sustainable Habitat, Water, Sustaining the Himalayan Ecosystem, ‘Green India’ (reforestation), Sustainable Agriculture, and Strategic Knowledge for Climate Change. In 2009, the Prime Minister’s Council on Climate Change called upon the Indian states to prepare State Action Plans on Climate Change (SAPCCs) consistent with the strategy outlined in the National Action Plan on Climate Change.

Some key focus areas in climate change adaptation, which DoRD can focus on includes:

- **Vulnerability and risk assessments:** A structured approach to climate change vulnerability and risk assessments provides a scientific basis for decision-making to reduce the adverse impacts of climate change. These assessments use expert contributions from all relevant stakeholders and thus provide a solid basis for decision-making at policy level. Furthermore, they help to bridge

¹⁷⁸ UNDP (2012), Greening Rural Development in India.

¹⁷⁹ Rodrick D. (2004), Industrial Policy for the Twenty First Century.

the existing gap between global climate change scenarios and local risk analyses. This structured, yet simple approach to vulnerability and risk assessment can also be used by other federal states.

- **Adaptation measures:** Carrying out adaptation measures helps increase the resilience of communities to deal with climate change. Evaluating and communicating the results of these measures enriches overall adaptation knowledge, which leads to replication at a larger scale.
- **Climate proofing public programmes:** Climate proofing public programmes ensures that their objectives are achieved despite changing climate conditions. It also helps to identify new opportunities and further increase resilience at local level. Policy planners need to gauge the sustainability of public sector programmes in the face of climate change.
- **Financial instruments for adaptation:** Financial instruments provide security and help to safeguard livelihoods in times of adverse conditions exacerbated through climate change. Rural communities often have limited awareness of and access to financial products that could help to reduce the impacts climate change has on their livelihoods.
- **Information and knowledge management:** Exchange of information and knowledge related to adaptation increases awareness and enhances adaptive capacities at different levels. The dissemination of existing information on and experiences in climate change adaptation is key for preparing for the future impacts of climate change and converge with other Ministries such as MoEFCC.
- **Human capacity development:** Building the capacity of local multipliers spreads awareness and knowledge on adaptation. The training of government officials at multiple levels enhances their capacities to integrate climate change adaptation into planning processes. Decision-makers, development planners and practitioners in India are confronted with the question of how to deal proactively with the effects of climate change. Integrating climate change adaptation into planning and identifying appropriate measures is not an easy task.

Takeaways

- **The impacts of climate change are likely to be distributed unevenly across the rural-urban gradient:** Major impacts of climate change in rural areas will be felt through changes in the water supply, food security and agriculture. The human costs in rural areas will be high because of rural residents' heavy dependence for their livelihoods on natural resources, high rural poverty rates and the low connectivity of rural areas.¹⁸⁰
- **Availability of complete information and data is a key for climate adaptation:** Adaptation should build on the best available information about impacts, vulnerabilities and adaptation options. Improving data availability, translating it into user-friendly information and choosing interventions on the basis of what can be known are key activities. Targeted interventions are possible when fairly clear-cut information about impacts is available. Otherwise, the precautionary principle (e.g. avoiding building in flood-prone areas, diversifying income sources) should apply and no-regret options (e.g. combating soil erosion) should be the focus.¹⁸¹ Specific techniques like efficient irrigation or watershed management already contribute greatly to the adaptive capacity of regions. Building on an understanding of key climate change risks, such techniques can be improved, targeted or transferred to regions where they have not been

¹⁸⁰ Report on The Intergovernmental Panel on Climate Change, 2014

¹⁸¹ Ministry of Environment and Forests, Government of India, and GiZ (2011), *Adaptation to Climate Change with a Focus on Rural Areas and India*

previously employed. Improved knowledge and technologies, such as new crop varieties, may be further spread to promote adaptation to climate change.

- **Continuous stakeholder engagement and communication is needed:** Adaptation may require complex governance processes. New stakeholders have to be involved, as climate change will require action by people who have not explicitly considered climate change in their past decisions. Communication among the different thematic communities will have to improve and strategies in the various areas need to be efficiently coordinated and managed. Capacity development is key in such a complex and dynamic environment.
- **Adaptive investments in all sectors can also reduce the climate-related push factors of migration:** Climate change and environmental factors are known to affect overall migration patterns in myriad ways. The World Bank has projected that the slow-onset impacts of climate change (through warming and drought, rising sea levels, the increasing intensity and frequency of natural disasters and competition over natural resources) could act as push factors of internal migration for over 143 million people in SSA, South Asia, and Latin America by 2050.¹⁸²
- **MGNREGS has a lot of potential for climate adaptation:** A vast majority of the works under MGNREGS are linked to water, soil and land. The list of ‘permissible’ works provide environmental services such as conservation of water, groundwater recharge, reduced soil erosion, increased soil fertility, conservation of biodiversity, reclamation of degraded crop and grazing lands, enhanced leaf manure, fuel wood and non-wood forest products supply among others. A green focus will enable MGNREGS to effectively deliver on its objective of creating durable assets and strengthening the livelihood resource base of the rural poor. By thus ensuring livelihoods security, MGNREGS will increase labour absorption in natural resource-based livelihoods and decrease demand for the employment in public works. Livelihoods security for the rural poor will be ensured even while the demand for work under MGNREGS declines. This will limit outlay under MGNREGS in the future.
- **NRLM and PMAY-G have climate adaptive components which can be leveraged:** Under DAY-NRLM the guidelines for non-timber forest produce-based livelihoods under MKSP, identify regeneration and sustainable harvesting of NTFP species as key objectives; similarly, promotion of organic and low-chemical agriculture and increased soil health and fertility to sustain agriculture-based livelihoods is an objective under the sustainable agriculture component of MKSP. Under PMAY-G, green results include efficient use of resources, including water, energy and construction material. Further, IAY can encourage greater use of renewable and locally available construction material, and reduced use of water and energy.

Way forward

- Identify a key set of green outcomes that are feasible and have high impact; prepare Green Guidelines which will detail how to achieve these desired results. The hallmark of the Green Guidelines will be (i) a set of non-negotiable principles and goals and (ii) flexibility beyond the non-negotiable so that people and institutions are encouraged to adopt creative and innovative activities.
- Form a network of support organizations by designating select civil society organizations, technical institutions and academic centres to facilitate the implementation of the Green Guidelines.

¹⁸² “Rigaud, K et al (2018), Groundswell : Preparing for Internal Climate Migration, World Bank.

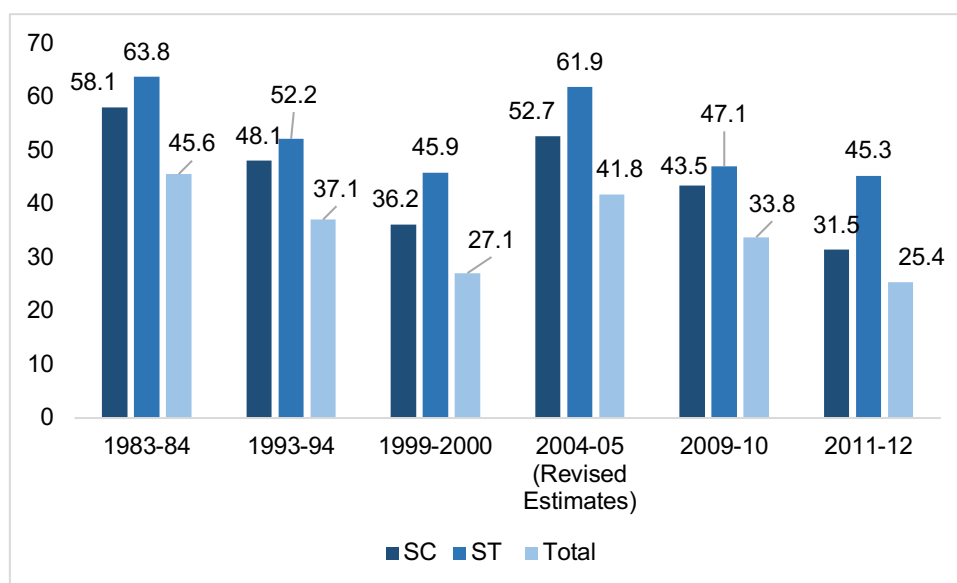
- Establish an Innovations Portal for greening rural development. This portal will encourage innovative ideas, activities, technologies and processes adopted to promote and expand the greening activities.
- Set up a Green Innovations Fund to promote and incentivize the development and extension of technologies and social processes to achieve green outcomes
- Set up a dedicated Green Cell within the Ministry for guiding the greening agenda and for the implementation of Green Guidelines in the country. The Green Cell will develop procedures to converge actions and funding for greening activities that cut across rural development schemes.
- Prepare an annual Green Report for the DoRD summarizing the major green achievements and their outcomes during the year. This report should draw upon independent evaluation of schemes for green outcomes.
- For MGNREGS, prepare Perspective Plan for every Gram Panchayat on the basis of landscape, watershed or aquifer based planning and strengthen capacities of Gram Panchayats to develop green proposals and monitor green results: develop and utilize appropriate toolkits for this purpose. Also, strengthen block level capacities to support implementing agencies to deliver green results. Incentivize Gram Panchayats to achieve and surpass the threshold level on the MGNREGS green index; this incentive may be drawn from the budgetary provision for administrative expenses.
- Under NRLM, include as 'essential' outcome in MKSP guidelines, a result each on sustainably harvested produce and sustainable agricultural practices (in addition to current one on soil health) for all initiatives. Develop protocols for sustainable harvest of non-timber forest produce and sustainable agriculture and livestock management and facilitate their adoption by SHGs. Provide back-loaded 'labour subsidy' to SHGs for adoption of sustainable practices to compensate for lower labour productivity.
- PMAY-G requires preparing region-specific Handbooks of Green Building Designs including green construction materials that cover the life cycle of an IAY house. District level Building Resource Centres should be supported to promote green technologies and designs; link financial support to quantity and effectiveness of green services provided. Additional subsidy to families building housing units that use green initiatives.

(v) Role of Tribal Sub-Plan (TSP) & Scheduled Caste Sub-Plan component of the scheme in mainstreaming of Tribal and Scheduled Caste population

Introduction

Scheduled Castes (SCs) and Scheduled Tribes (STs) account for significant proportions of our population. As per the Census 2011, SCs account for *18.5 percent of our population* (having increased from 17.9 percent in 2001). Likewise, Census STs accounted for *11.3 percent of our population* as per the Census 2011 (having increased from 10.4 percent in 2001). However, SCs and STs have been among the most *disadvantaged sections of our society* due to their socio-economic exploitation and isolation over a long period of time. These population groups have been observed to lag behind the rest of the population *in terms of both human development as well as economic indicators*.

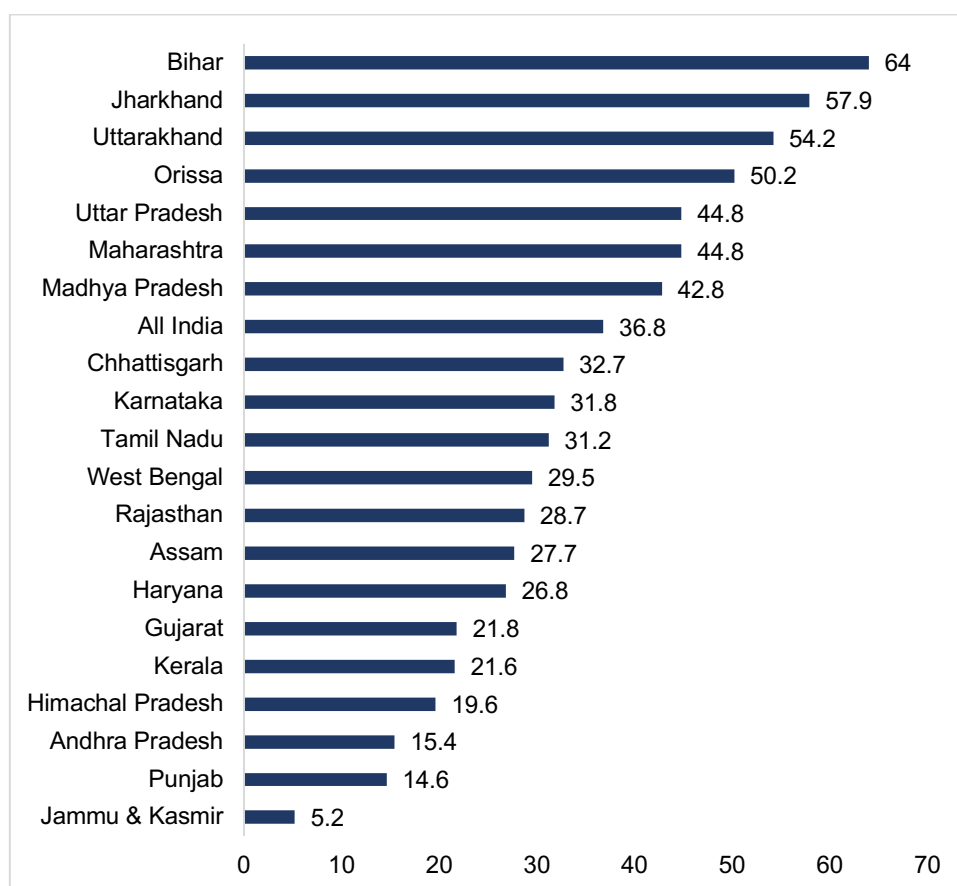
Analysis of the prevalence of poverty in rural areas shows that poverty rates among SC and ST populations have *fallen between 1983-94 and 2011-12*. However, rates of poverty among these vulnerable populations have *remained consistently higher than the poverty estimates among the general population*, as shown in the figure below.

Figure 7: Poverty among SCs, STs and general population in rural areas (in percent)¹⁸³

Source: Government of India

State-wise variations in SC and ST population below the poverty line are presented in the figures below.

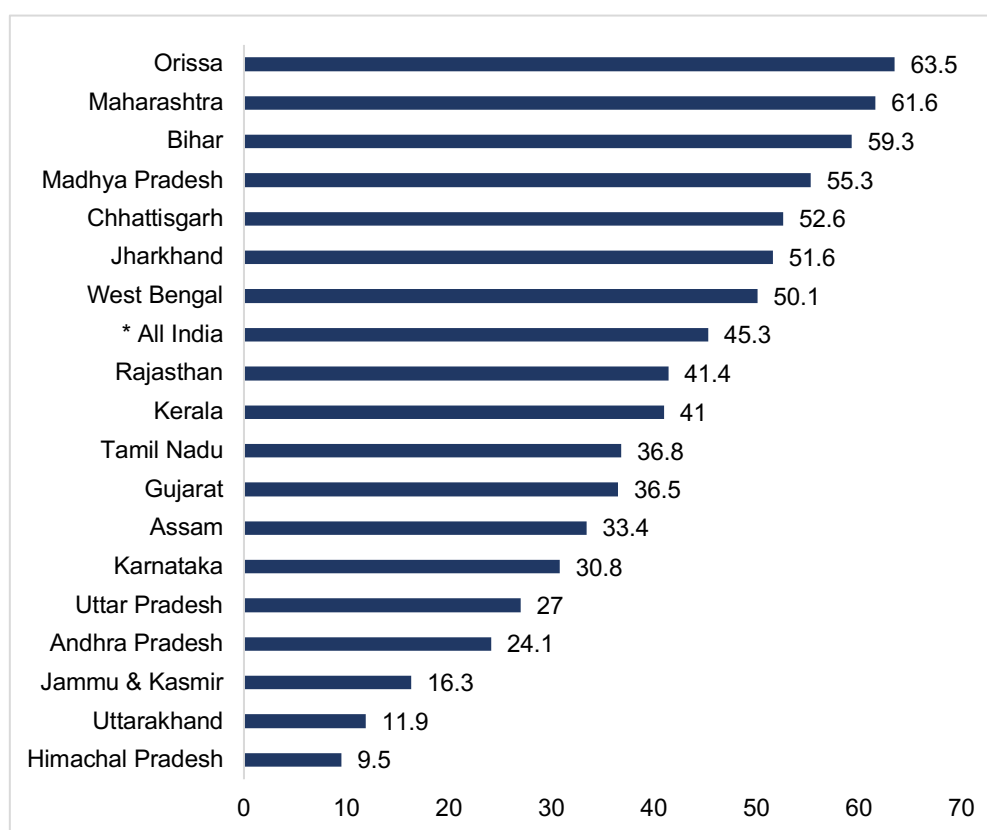
Figure 8: State-wise Percentage of SC Population below Poverty Line, 2004-2005



¹⁸³ Panagariya, A., & More, V. (2014). Poverty by social, religious and economic groups in India and its largest states. Indian Growth and Development Review.

Source: Ministry of Social Justice and Empowerment

Figure 9: Percentage of ST Population below Poverty Line during 2011-12 (Tendulkar Methodology)



Source: Ministry of Tribal Affairs

Around the 1970s, it was observed that despite dedicated efforts for the uplift of SCs and STs over the years, they *continued to face multiple developmental deficits*, which could clearly not be addressed through the general welfare schemes and programmes that had been in place. The benefits from these general schemes were *reported to not percolate to the SCs and STs*, and *hardly improved the socio-economic status* of these vulnerable groups. In order to ensure *direct policy-driven benefits for SCs and STs through specific interventions*, the Planning Commission during the 1970s introduced plan strategies.

The strategy of Tribal Sub Plan (TSP) was put in force since 1974, *to ensure adequate flow of plan resources for the development of Scheduled Tribes*, while the strategy of Scheduled Castes Sub Plan (SCSP) (earlier known as the Special Component Plan for Scheduled Castes) has been in force since 1979-80, *to ensure proportionate flow of plan resources for the development of Scheduled Castes*.

The allocation under these components is provided for the *purpose of creating productive assets, human resource development* of the Scheduled Castes and Scheduled Tribes through adequate education and health services, and *to provide physical and financial security against all types of exploitation and oppression*.¹⁸⁴ In essence, the SCSP and TSP are intended to *bridge the gap between the SCs and STs and the general population with respect to all socio-economic development indicators* in a time-bound manner.

As a part of the Budget Circular 2020-21 - SCSP was to be depicted as Scheduled Castes Component (SCC); TSP was to be depicted as Scheduled Tribe Component (STC.); The lump sum grant under the name 'Scheduled Castes Sub Plan' under Social Justice and Empowerment Demand was renamed as "*Scheduled*

¹⁸⁴ Government of India. (2016). Expenditure Budget Vol. I, 2015-2016.

Castes Sub-Scheme"; and the lump sum grant under the name 'Special Central assistance to Tribal Sub Plan' under Tribal Affairs was renamed as "*Special Central assistance to Tribal Sub-Scheme*".

Background

In the context of TSP and SCSP, there are *three types of programmes that are operational within the rural development space*:

- **First**, are the schemes which are *self-targeting as they are based on demand*, like the MGNREGS, or on *specific eligibility criteria* that does not include social group as one of the parameter, like the NSAP, and hence do not have allocated funds under TSP or SCSP.
- **Second**, are the *schemes that are not beneficiary oriented* (such as PMGSY) and therefore do not have separate allocation from either of the two sources of funds.
- **Third**, are the schemes that are *beneficiary oriented and have specific provisions for coverage of beneficiaries belonging to the SCs and STs*. It is this category of schemes that ensure mainstreaming of ST and SC population within the rural development sector. Broadly, under these schemes funds can be utilized by the State Government/UTs Administration for the following activities: income generation, skill development, infrastructure development and monitoring and evaluation.
- These schemes include *PMAY-G (60 percent beneficiaries are mandated to be SC/ST)* and *DAY-NRLM (50 percent of women beneficiary are mandated to be SC/ST)*. These programmes have funds allocated under the TSP and SCSP. States/UTs are required to formulate and implement these plans as part of their Annual Plans by earmarking resources.

The *progress* made with respect to SCSP and TSP under DoRD is detailed in the ensuing paragraphs:

- **Trends in SCSP allocations:** SCSP allocations rose between FY 2015-16 to FY 2017-18 but have fallen thereafter. Analysis of DoRD's allocations for the SCSP reveals the highest allocation of Rs. 8518.7 crore (RE) was made in FY 2017-18. Since then, while the allocations have declined, they *still remain higher than the amounts earmarked in FY 2015-16 and FY 2016-17* as shown in the table below.¹⁸⁵
- **Trends in TSP allocations:** TSP allocations have risen steadily from FY 2015-16 and FY 2019-20. It is observed that TSP allocations have risen sharply between FY 2015-16 and FY 2016-17. Further, the *TSP allocations in FY 2017-18, 2018-19 and FY 2019-20 are more than double the allocations in FY 2015-16*.¹⁸⁶

Table 7: DoRD's allocations under SCSP and TSP¹⁸⁷

Scheduled Caste Sub-Plan (SCSP) in Rs.crores		
Year	BE	RE
2015-16	3865.36	6719.06
2016-17	5431.68	5431.68
2017-18	8501.01	8518.7
2018-19	7637.8	7241.8
2019-20	6525.01	5921.49
Tribal Sub-Plan (TSP) in Rs. crores		

¹⁸⁵ Ministry of Finance, Government of India. Expenditure Budgets. Retrieved from www.indiabudget.gov.in. Accessed on 23 May 2020.

¹⁸⁶ Same as Footnote 202.

¹⁸⁷ Same as Footnote 202.

Scheduled Caste Sub-Plan (SCSP) in Rs.crores		
Year	BE	RE
2015-16	2714.37	2786.18
2016-17	4269.49	4269.49
2017-18	5931.69	5937.83
2018-19	5741.93	5443.79
2019-20	5984.12	5882.27

- **Provisions under DAY-NRLM:** DoRD has been ear-marking funds under SCSP and TSP under DAY-NRLM from FY 2011-12 onwards. Under the scheme, the State Missions have been advised to *prioritize Integrated Action Plans (IAP) Districts* (which also have a high ST population) for DAY-NRLM intensive activities. The *Social Management Framework (SMF) for DAY-NRLM* has been prepared and disclosed. Every State has been directed to prepare a social inclusion plan to guide their efforts to mobilise vulnerable groups including the SCs and STs into SHGs and promote their financial and economic inclusion to ensure better livelihoods.¹⁸⁸

Under DDU-GKY, the guidelines mandate *ear-marking of 50 percent fund allocation for SC and ST populations* at the national levels. In the FY 2019-20, a total of 42, 590 SC candidates and 28, 354 ST candidates have been trained under DDU-GKY projects.

- **Provisions under PMAY-G:** Under PMAY-G, *60 percent of the target allocated to each State/UT is earmarked for SC/STs* subject to availability of eligible PMAY-G beneficiaries in the PWL. Within the earmarked funds, the proportion of SC/ST is to be decided from time to time by the respective States/UTs. As of November 2020, out of the total 1,73, 96,310 houses sanctioned, 37,79,090 houses (22 percent) were sanctioned for SCs and 40,24, 294 houses (23 percent) were sanctioned for STs¹⁸⁹.

There are particular aspects of implementation of schemes under DoRD regarding SC and ST groups. Officials across the country have largely mentioned some of the ways in which they prioritise these groups in awareness generation efforts and identification of beneficiaries:

"We target them because they are the weaker section and the vulnerable groups, and they are not that aware. So our main objective is that the administration goes to these people directly and make them aware and give them the benefits, so we are doing a good job in this field also" – District Magistrate, Jharkhand

"The schemes in which we include do not have individual benefits. Ours are all community assets. So in harijan groups, SC and ST colonies, in OBC colonies all of us are working"- District Magistrate, Andhra Pradesh

"There was a push towards building infrastructure for the marginalised sections of the society. We have something called SC/ST Habitation Development Scheme. And even within MGNREGS, we give a push towards predominantly SC habitations where infrastructure is improved. SCC roads used to be laid or a paver block road used to be laid. We give preference to the backward areas" - DRDA, Tamil Nadu

Takeaways

- **Trends in budget allocation reveal a growing prioritization of SC and ST populations:** Budgetary allocations for TSP have shown a *steady upward trend* from FY 2015-16 to FY 2019-20. Likewise, SCSP allocations have also shown an increasing trend till FY 2017-18 which recorded the highest allocation. In the years after that, while the allocations have fallen, the amounts are still at a higher level than

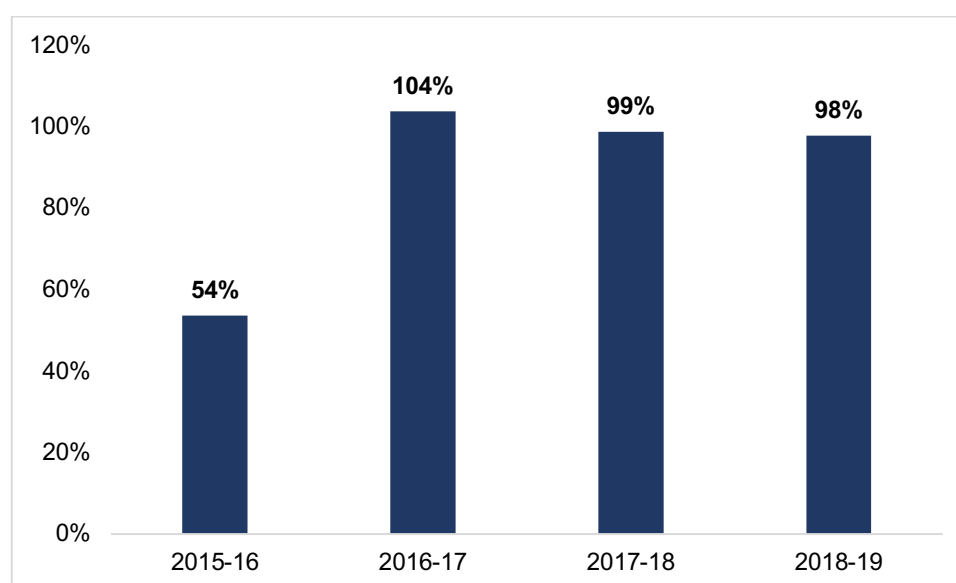
¹⁸⁸ Same as Footnote 161.

¹⁸⁹ PMAY-G Dashboard, <https://rhreporting.nic.in/netiay/SocialProgressReport/Categorywisehousescompletedreport.aspx>

between FY 2015-16 and FY 2016-17¹⁹⁰. Further, there have not been very substantial reductions from the RE to BE stage. This implies a *growing and focused prioritization of the interests of SC and ST populations*. The growing proportion of ear-marked funds at the sectoral level reveals a *continued recognition of the specific vulnerabilities of SC and ST populations, and a concerted policy focus to address the same*.

- **Funds under DoRD's SCSP and TSP have recorded fairly high rates of utilization:** While the utilization of SCSP funds under DoRD stood at 54 percent in FY 2015-16, *utilization in subsequent financial years was near complete*. In fact, utilization in FY 2016-17 stood at 104 percent, as shown in the figure below. Likewise, utilization of DoRD's TSP funds stood at 100, 100, 101, 99 percent in FY 2015-16, 2016-17, 2017-18 and 2018-19 respectively.¹⁹¹

Figure 10: Utilisation of DoRD's SCSP funds¹⁹²



- **The sectoral interventions targeting SC and ST communities ensure specific design features to ensure their inclusion:** Under DAY-NRLM, the SMF focusses on *social inclusion, social accountability and social safeguards* particularly focusing on marginal and vulnerable groups including the SCs, STs and Particularly Vulnerable Tribal groups (PVTGs).¹⁹³ Further, as per the social inclusion protocol, the State Missions need to initiate social mobilization work within a hamlet dominated by SC/ST and other vulnerable households on priority. Further, the State Missions need to prioritize positioning SC and ST in the SHG, VO and CLF leadership roles. This strategy has *successfully provided an edge to these communities in acquiring leadership roles in the functioning of community institutions*.¹⁹⁴
- **However, implementation of sectoral interventions that target SC/ST populations show mixed results:** The DDU-GKY guidelines prescribe that 50 percent of the *fund allocation for SC and ST populations* at the national levels. In line with this, as of December 2019, *48 percent of candidates trained under DDU-GKY belonged to SC and ST communities* (29 percent were SCs and 19 percent were STs).

¹⁹⁰ Same as Footnote 202.

¹⁹¹ Same as Footnote 202.

¹⁹² Same as Footnote 202.

¹⁹³ Same as Footnote 161.

¹⁹⁴ Same as Footnote 161.

Analysis of the PMAY-G houses revealed that as of December 2019, 24 percent houses were assigned to SC households while 25 percent were assigned to ST households. Thus, approximately 49 percent houses were assigned to SC and ST households, *which falls below the mandate of 60 percent allocation to SC and ST households*. This reveals significant gaps in the effectiveness of the scheme's policy to ensure inclusion for these vulnerable groups.

- **Pathways for community level decision-making and monitoring of SCSP and TSP outcomes should be explored:** The DoRD Annual Reports provide information on the ways in SCSP and TSP funds are being allocated and used. However, apart from this- the fund utilization and socio-economic category specific outcomes are *not reported at more frequent intervals*. Further, the role of communities- in particular SC and ST households – in making decisions in fund usage and monitoring its ground level utilization *remains unexplored*.

Way Forward

- **The sector should continue its trend of budget allocations under the SCSP and TSP:** The *year-on-year increase in SCSP and TSP allocations are promising*. It is suggested that allocations under SCSP and TSP at a sectoral level continue to be in line with past trends, with expansions in budget allocation and high utilization rates. Further, the sector should look to *constantly review the status of SCs and STs in rural areas*, and revise allocations, accordingly, *thereby ensuring that the financial support are indexed to present levels of vulnerabilities*. Further, the sector can also look to promote innovative projects that draw upon institutional finance to supplement plan allocations may be drawn up.
- **Concerted efforts are required to ensure greater coverage of SC and ST populations:** The *coverage of SC and ST households remains lower than the mandated proportions* under skill training in DAY-NRLM and house allotment in DDU-GKY. Concerted efforts at various levels of scheme implementation are required to ensure that there is adequate representation of SC and ST households in the RD schemes.

At one level, *pathways for the flow of scheme information – benefits and entitlements – to vulnerable households should be strengthened*. Ground-level awareness campaigns targeting SC and ST groups should be prioritized to encourage greater participation in RD schemes. At another level, it is necessary to *facilitate an enabling eco-system for SC and ST households*, to empower them to benefit from RD schemes. To this end, the *sensitization of ground-level implementers to the specific vulnerabilities of SC and ST households is needed*.

- **Community-led monitoring of fund utilization and implementation should be explored:** It is important to *ensure that community voice is reflected* in the use of SCSP and TSP funds in the rural development sector. *Expanding the mandate of social audits to include the tracking the utilization of TSP and SCSP funds* can be considered. Further, the planning process for these funds would benefit from the involvement of the community in tribal dominant blocks. It is recommended that inputs/suggestions of the local ST/SC community should be sought before finalising the plan for implementation of any programme under these funds.

(vi) Use of IT/Technology in driving efficiency

Introduction

Technology has played a key role in the development of rural areas. Technology's major function in rural development has been three-fold, firstly, *to provide individuals with information* of any kind; secondly, *to provide online services such as DBT*; and thirdly *to support more sustainable infrastructure development*.

Combining Information Technology in Rural Development can not only speed up the development process, but it can *also fill the gaps between the educationally and technologically backward and forward sections of the society*. In the context of India's experience of 'rurbanisation', technology holds the potential to *bridge the developmental differences between rural and urban spaces*. Further, rural economies are ripe for innovations that can deliver *better results for both people and the environment*. Science and technology are the tools to fuel such innovations and accelerate transformational change in rural areas.

The use of IT is closely linked to *enhancing efficiency in sectoral interventions in the RD sector*. Such efficiency is derived by *economizing on resource use in programme operations* as well as in *market transactions*. Further, IT provides *pathways for the speedy delivery of information across the country*. Information that would otherwise be conveyed through face-to-face contact, post, courier, print delivery, telegraph or telephone may instead be communicated in digital electronic form via the Internet, *thus aiding smooth decision making and streamlined scheme implementation*.

Background

Since Independence, India has been witnessing a revolution in technology and over the years, technology has played an integral role in the developmental process. Governments have incorporated technology beginning with the use of the radio through *Radio for Rural Development*, popularly known as "*Radio Farm Forum*". The experiment was carried out from February to April 1956 in five districts of Maharashtra by All India Radio (AIR). *Rural listener groups were organized*, who would listen to radio broadcasts twice a week for half an hour. The group then stayed together for discussion of what they had heard. *Impressive knowledge gains as a result of radio listening* were reported across illiterates and literates, agriculturists and non-agriculturists, village leaders and others¹⁹⁵.

Satellite Instructional Television Experiment (SITE) was another *techno-social communication experiment in education and rural development*. The one-year experiment (August 1975 - July 1976) aimed to provide *direct broadcasting of instructional and educational television* in 2400 villages in the states of Andhra Pradesh, Bihar, Karnataka, Madhya Pradesh, Odisha and Rajasthan. Rural adults viewed television programmes on *improved agricultural practices, health and family planning*.

The afore-mentioned interventions focussed on *generating awareness and augmenting knowledge gains* through the use of technology. However, in recent decades, technology has been *used intensively for governance, citizen-government interface, data management and monitoring*. *Computerization of land records* have been a great success in the application of ICT in rural development. Land records are of great importance to contemporary socio-economic imperatives and their *revision and updation are necessary for capturing the changes in rural social dynamics*. Keeping this in mind, the Government of India initiated the Centrally Sponsored Scheme: *Computerization of Land Records (CoLR)* in 1988-89 with main objective of creating a land management information system. Further, in January 2004, the *Department of Information Technology (DoIT)* was established to give an impetus to the expansion of technology for the purpose of the nation's growth.

DoRD is making continued efforts to *provide equitable growth opportunities to rural communities* by the ways of empowerment and upgrading the information infrastructure in rural and remote areas. Over the last decade, DoRD has made *significant strides in honing its ICT infrastructure*, encompassing robust technology-driven interventions and modern methods in information transfer and decision making.

¹⁹⁵ UKEssays. (November 2018). Examining The Changing Media Scene In India Media Essay. Retrieved from <https://www.ukessays.com/essays/media/examining-the-changing-media-scene-in-india-media-essay.php?vref=1>

The ensuing paragraphs detail the various stages of ICT development undertaken by DoRD:

- **Introduction of ICT:** With the advent of government websites in the late 1990s the term *e-governance* came into existence. These websites provided both organizations and citizens with *more convenient access to the government's various services and information*. Today various initiatives have been taken by DoRD in India to *strengthen the ICT infrastructure and readily provide information* as well as easy access of various rural development schemes to all the citizens in rural India.
 - *Mobile phone service:* The advent of mobile phones has brought about a *tremendous change in agriculture sector* resulting into *dramatic improvement in the efficiency and profitability of the agriculture industry*. The spread of mobile phone service allow farmer to land their product *timely and directly* to the market where wholesalers are ready to purchase them without the presence of middlemen.
 - *Radio and television:* While India has a *long history of using radio communication to spread awareness on key developmental issues*, the television has been another input in communication technology. Radio and television have been used to disseminate information on *various innovations in agricultural technology*, across farmers, entrepreneurs, extension workers and other stake holders.
 - *Internet:* The Internet is also an emerging tool with the *potential to contribute in agriculture sector and in rural development*. The Internet enables rural communities *stay up to date and to receive information about the market* and other necessary information in the industry. The Internet also facilitates dialogue among communities and help to share information between government planners, development agencies, researchers, and technical experts.
- **Development of web applications:** Web applications and portals have come to be developed for various schemes and Departments of the Ministry. The primary motive guiding this stage has been the need to *capture information and monitor progress*. Presently, MIS portals have been developed for each of the schemes in the RD sector. The dashboards of these portals provide real-time information, geo-tagged photographs and details on assets, created in the public domain.

Box 7: Scheme specific web applications developed under DoRD

Scheme specific web applications developed under DoRD¹⁹⁶

- **NREGAssoft** is a local language enabled work flow based e-Governance system to capture all the activities under MGNREGS at Center/State/District/Block and Panchayat level. It is a transaction based system integrated with the PFMS, with unique identification of family, workers and work. Further, NREGAsSoft provides geo-tagged shelf of the works/projects with cost estimation through **SECURE software**.
- **Awaassoft** is a web based application for Central and State housing schemes such as PMAYG and IAY. Awaassoft ensures SECC based creation and verification of PWL. The thrust of Awaassoft is on evidence based monitoring and construction linked DBT payments. The web application has provisions for recording geo-tagged houses with photos and details on the unique identification of beneficiary and house.
- The **NSAP application** is meant for pension disbursement and beneficiary management for Widow, Old Age and Disability pension. The NSAP application has enabled Aadhar based payments and facilitates claim settlement under NFBS. The web application essentially provides a platform for disbursement for Centre/State pension schemes.

¹⁹⁶ Information provided by IT Division, DoRD.

- The DAY-NRLM application is a web based application for managing activities related to Self Help Groups in rural areas. The **NRLM e-Gov application** is an end to end workflow from SHG registration to tracking fund disbursements to Community based organisations.
- Under PMGSY, an **Online Management, Monitoring and Accounting System (OMMAS)** has been developed to identify targets and monitor progress of PMGSY Rural Roads. It has one of the biggest databases in India. The system manages and monitors all the phases of road development right from its proposal mode to road completion.
- The service delivery platform for **RURBAN (RurbanSoft)** is created to monitor the progress for various action plans. The application allows one to capture and track approval of Integrated Cluster Action Plan (ICAP), digitize and upload Detailed Project Report (DPR), digitize payments and fund management under the scheme, ensure progress reporting for works and geo tagging of works /sub works.

These MIS portals create *databases of basic records, facilitate the issue of copies, reduce workload by eliminating the drudgery of paperwork and minimize possibilities of data manipulation*. Further, the *local language enabled workflow based e-governance systems* capture all activities at Centre/ State / District / Block and Panchayat level.

- **Development of mobile applications:** Various citizen centric mobile apps such as Gram Samvaad, Meri Sadak, Awaas App, GeoMGNREGA and JANMANREGA (an asset tracking and feedback application for MGNREGS assets) have been developed, with the aim to provide citizens with direct access to information, thereby enhancing accountability. Rural ICT applications attempt to offer the services of government agencies (like District administration, cooperative union, and State and Central Departments) to the citizens at their village door steps. These applications utilize the ICT in offering improved and affordable connectivity and processing solutions.

DoRD's experience of implementing the Gram Samvaad application proves to be a best practice and provides vital lessons in leveraging technology in citizen engagement.

Box 8: Case Study on Gram Samvaad App

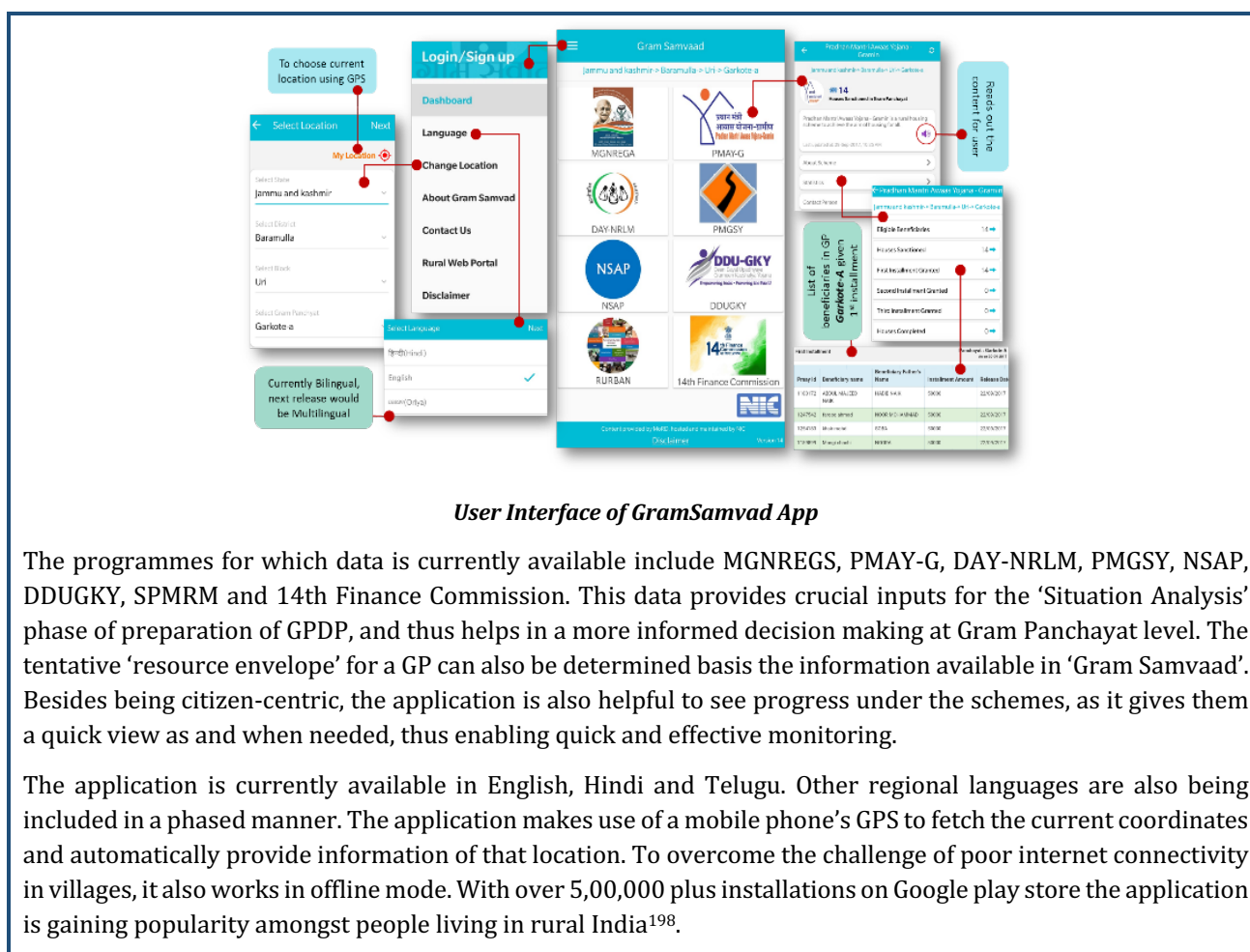
"The real essence of democracy is Jan Bhagidari¹⁹⁷"

Prime Minister of India, Shri Narendra Modi

Development journey of a village must proceed with public participation, and hence it is important to have dialogue between the government and people. Like the guidelines on policy formulation move from top to bottom, correct information on policy implementation and leakages therein should move from bottom to top. If the channel of communication is right in place then plans, policies and budget allocation can be targeted at right place. In line with these thoughts, the Government of India is undertaking the enormous task of making public aware and interacting with them to understand their needs. One popular route of for achieving this task is through use of mobile application technology.

"Gram Samvaad" is a citizen-centric mobile application developed by DoRD to provide a single-window access to Gram Panchayat-wise information on objectives of the scheme, key features, resources available, physical progress, beneficiary lists and other citizen-relevant information under all rural development schemes and the grants under 14th Finance Commission. The claims of local governments can be verified during 'Gram Sabhas' through this publicly available information. This way, the dissemination of information through this application serves as a tool for empowerment of rural masses by introducing greater transparency and accountability at all levels of Government.

¹⁹⁷ Translated in English language as People's participation.



User Interface of GramSamvad App

The programmes for which data is currently available include MGNREGS, PMAY-G, DAY-NRLM, PMGSY, NSAP, DDUGKY, SPMRM and 14th Finance Commission. This data provides crucial inputs for the 'Situation Analysis' phase of preparation of GPDP, and thus helps in a more informed decision making at Gram Panchayat level. The tentative 'resource envelope' for a GP can also be determined basis the information available in 'Gram Samvaad'. Besides being citizen-centric, the application is also helpful to see progress under the schemes, as it gives them a quick view as and when needed, thus enabling quick and effective monitoring.

The application is currently available in English, Hindi and Telugu. Other regional languages are also being included in a phased manner. The application makes use of a mobile phone's GPS to fetch the current coordinates and automatically provide information of that location. To overcome the challenge of poor internet connectivity in villages, it also works in offline mode. With over 5,00,000 plus installations on Google play store the application is gaining popularity amongst people living in rural India¹⁹⁸.

Likewise, scheme specific applications have also been developed. For instance, the Kaushal Panjee (under DDU-GKY) is a bilingual application to facilitate self-registration for DDU-GKY/RSETI training. Similarly, Janmanrega (under MGNREGS) and Meri Sadak (under PMGSY) are multi-lingual applications which ensure citizen feedback and viewing of infrastructure developed.

Figure 11: Scheme specific citizen centric apps



Source: IT Division, DoRD

In particular, the Meri Sadak application provides key insights on technology driven interventions to garner citizen feedback and monitoring of rural infrastructure.

¹⁹⁸ Retrieved from https://play.google.com/store/apps/details?id=com.nic.gramsamvaad&hl=en_IN. Accessed on 26/5/2020.

Box 9: Case Study on Meri Sadak App

Infrastructure facilities in rural areas has been one of the push factors for migrating from rural areas. DoRD has undertaken consolidated steps through its schemes to ensure availability of infrastructure facilities within villages. Providing roads to habitation living in rural areas is one such initiative and is fulfilled through PMGSY. Understanding that initiating a scheme without feedback system creates loopholes in implementation, Meri Sadak App was launched by DoRD. Introduction of this citizen feedback mobile based application has paved the way for promoting self-sustainable rural roads asset management and better contract management and the five year defect liability period.

Ensuring effective contract management of rural assets by involving and empowering community is the most significant lesson from PMGSY experience. Citizen engagement in monitoring of these roads has led to a more systematic maintenance of roads as well as quality assurance during construction and maintenance of these roads. The five-year Defect Liability Period (DLP) under the contract makes the contractor responsible for maintaining the constructed road in a serviceable condition for 5 years post construction.

The application has following innovative features :



REPORTING CHANNEL: Take pictures, tag its GPS location and post details of PMGSY projects about which citizen is aggrieved.



TRACK STATUS: Post submission, one can track the progress of complaint through the redressal mechanism.

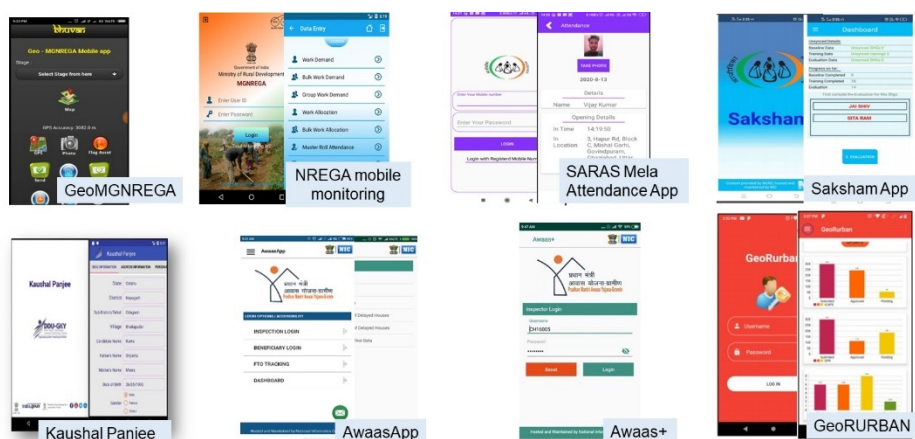


INTERIM RESPONSE: State Quality Coordinators (SQC) provide interim feedback pending resolution.

Within a year of its launch the application received more than 1 lakh downloads from Google play store and has had more than 5, 00,000 downloads in 3 years¹⁹⁹.

Other service enhancement apps are presented in the figure below:

Figure 12: Service enhancement apps under DoRD



Source: IT Division, DoRD

¹⁹⁹ World Bank. (2019). Citizen Monitoring of Rural Roads under PMGSY.

Going forward, learnings should also be incorporated from other programmes such as Deen Dayal Upadhyay Gram Jyoti Yojana.

Box 10: Case Study on Garv App

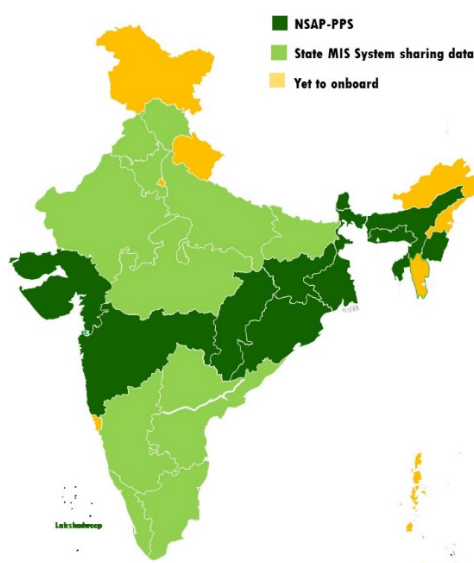


The **Garv App** is a complete project monitoring mechanism for Government of India's flagship program "Deen Dayal Upadhyay Gram Jyoti Yojana". It is unique example of e-Governance as it enables participation of general public in monitoring a government program and makes the administration transparent and accountable to accomplish the target in given timeframe. With such a focused approach, **the UE mission has achieved electrification of 7,108 villages during year 2015-16 against the set target electrification of 5,686 villages.** The transparency provided by the application has increased public participation through social media which in turn has increased accountability. **One example is of village Khajuan of Bihar.** A resident of village, Sh. Sachidanand took up a task to expedite electrification in his village and facilitated resolution of issue of Right of Way being faced by the executing agency.

Source: National Conference on e-governance, e-Governance Division, Department of Administrative Reforms and Public Grievances (DARPG). (n.d.). *GARV application- initiative under UE Mission- A Project Monitoring mechanism to monitor milestone based progress.* <https://nceg.gov.in/sites/default/files/GARV.pdf>

- **Direct Benefit Transfer (DBT):** To transfer benefits to targeted beneficiaries, Aadhaar based DBT has been *adopted as a sectoral policy*. The *JAM trinity (Jan Dhan-Aadhaar-Mobile)* has been used to transfer cash directly to the Aadhaar linked bank accounts of beneficiaries under NSAP, PMAY-G, MGNREGS and DAY-NRLM. Further, the process has been *streamlined by linking the data and transfer of the sector to the DBT Bharat Portal*. Notably, the figure below shows the DBT progress under NSAP (through Central and State disbursement). As is evident, the majority of States and UTs in India are employing DBT for NSAP disbursement.

Figure 13: DBT disbursement status under NSAP- State wise



Source: IT Division, DoRD

By utilizing technology, transfers are efficiently made thereby *reducing the time and costs incurred in physical distribution*. This was also corroborated by scheme implementers.

With the help of technology, the beneficiary's money is going directly to their account; also there is less number of cases of middleman. The beneficiary gets their money directly and they invest in housing accordingly. So AwaasSoft is best in technology (District Level KII, Jharkhand)

Further the *real-time updation of data* helps to *improve the pace of interventions*, while ensuring transparency in sectoral interventions. J-PAL evidence on rural development from the finance and governance sectors showed relevant impacts of the use of technology in government payments.

Box 11: Case Study on Using Technology to Improve Government Payments

Using Technology to Improve Government Payments

Biometrically authenticated payment systems can reduce corruption and substantially improve the delivery government payments. However, it is important to have visibility over beneficiary experience and design reforms keeping in mind last mile delivery challenges.

- In a randomized evaluation of a biometric payments system in Andhra Pradesh, the technology reform of linking payments to biometric smartcards increased the payments that beneficiaries received without decreasing programme expenditure, showing a reduction in leakage.
- An organizational reform where payment logistics were contracted to private banks and customer service providers (CSP) in each village reduced delays and unpredictability in payments. The presence of CSPs ensured ease of access to payments.
- Further, the Government of Andhra Pradesh did not make the biometric technology mandatory, so that beneficiaries who could not enroll could still receive payments. Gradual implementation and incentives for implementers can align key stakeholder interests and mitigate the challenges of payment system reforms.

Providing monitoring information in an accessible and actionable format to government officials can reduce payment delays and improve implementation of social programmes.

- In a study in the context of MGNREGS, government officials were trained to use PayDash, a mobile-based monitoring platform, which generated real time information on payment delays linked to employees responsible for each administrative step. The study found that providing easily accessible monitoring data to officials who are in a position to act on it significantly reduced wage payment delays in areas with worse baseline performance.
- In a study in the context of the Rythu Bandhu Scheme in Telangana, officials responsible for distribution of checks were informed of a phone-based monitoring system which surveyed beneficiaries via phone and generated report cards on the officials' performance. The knowledge of a monitoring system improved check encashment rates and on-time delivery of checks.

Sources:

Muralidharan, K, Niehaus, P., Sukhtankar, S. (2019). General Equilibrium Effects of (Improving) Public Employment Programs: Experimental Evidence from India. Working Paper.

Muralidharan, K, Niehaus, P., Sukhtankar, S. (2019). Building State Capacity: Evidence from Biometric Smartcards in India. American Economic Review 106(10): 2895–2929.

Dodge, E., Neggers, Y., Pande, R., Moore, C. (2018). Having it at Hand: How Small Search Frictions Impact Bureaucratic Efficiency. Working Paper.

Muralidharan, K, Niehaus, P., Sukhtankar, S., Weaver, J. (2019). Improving Last-Mile Service Delivery using Phone-Based Monitoring” Working Paper.

- **Use of technology in asset creation:** DoRD also *encourages the use of innovative technology for the construction of rural infrastructure* such as roads and houses. The use of *locally available materials and green technology* is reinforced to ensure the sustainability of roads, and avoid time and resource costs incurred in future re-construction. Under PMGSY, the guidelines issued by the DoRD mandate the State Governments to propose *minimum 15 percent of total length* of annual proposals under new technologies such as Cement stabilization, Lime stabilization, Cold mix, Waste plastics, Cell filled concrete, Panelled cement concrete pavement, Fly ash etc. Further, under PMAY-G, DoRD specifications have also been relaxed in respect of grading of materials for granular sub-base layer in order to *encourage the usage of locally available/naturally occurring material/marginal materials*.
- **Use of technology in asset monitoring and maintenance:** Once created, the *monitoring and maintenance of assets is equally important*. Tracking their progress is a *massive task*, given the high number of development projects underway in the country and the number of people involved in building them. To make this process simpler and to remotely track the progress, DoRD has *undertaken initiatives leveraging technology and cutting-edge innovation*.

Under MGNREGS, DoRD has *geo-tagged 15 million assets on NREGASoft MIS* so far. NREGASoft is a *custom-made application* that, besides allowing the government to tag and track progress, provides information to citizens in compliance with the Right to Information (RTI) Act and makes available various documents—like muster rolls, registration applications and job cards, among others—which are unavailable to the public otherwise.

All the funding patterns are based on digital method only like Aadhaar and Pan Card under “Geo-tagging.” Now everything is done online only. All the schemes and programs of the villages like the MIS which are put on the portal and it is monitored from there only. Now we are into the generation of digitalization and this system of internet and projector has influenced it a lot (Cluster Level KII, Uttarakhand)

Further, GeoMGNREGA uses space technology to develop a data base of assets created using technological interventions like *mobile based photo geo-tagging and a GIS based information system for online recording and monitoring*. As on 10th June 2019, it has been implemented in 31 States and UTs. A total of 3.58 crore projects out of 4.44 crore completed projects are already geo-tagged.²⁰⁰

Geo-tagging has also been performed of the houses constructed under PMAY-G, thereby *avoiding duplication in addresses and fuelling output-based streamlined fund transfers*, as has been confirmed by scheme implementers.

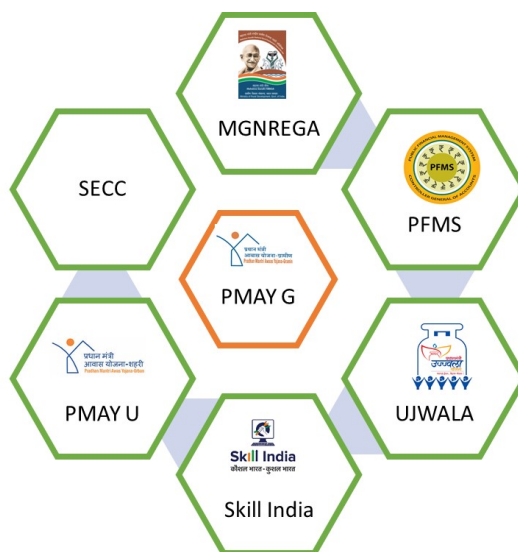
With the help of geo-tagging we can make sure that the house is made at the perfect location or not (District Level KII, Uttarakhand)

The tagging does not only document the delivery of entitlements but *also captures the progress of construction work of the house with photos at regular stages of construction*. However, all PMAY-G works are exempt from geo-tagging under GeoMGNREGA Phase-I and Phase-II, since the geotag along with pictures in 5 Stages of the asset created is already being captured under PMAY-G scheme.

²⁰⁰ Same as Footnote 23.

- **Management of PRIs:** In the rural development sector, PRIs play a significant role in *ground-level implementation*. In order to ensure that the functioning of PRIs functions smoothly, the *management of PRIs is devised through various e-governance applications* which covers aspects like accounts, finances, procurement of raw materials, maintaining of land records, agriculture marketing, etc.
- **Integration:** A key aspect of DoRD's IT/technology driven interventions has been integration of different web/mobile applications to facilitate data exchange and benefit from other systems developed such as PFMS, LGD directory. For example, under PMAY-G, the databases of different Departments/Ministries/schemes converging to provide amenities to the beneficiaries are integrated with the Awaassoft portal, as shown in the figure below.

Figure 14: Integration of portals under DoRD



Source: IT Division, DoRD

- **Going forward:** Interactions with the IT Division revealed that going forward the focus is going to be on leveraging data analytics, artificial intelligence, citizen centric graphical user interface (GUI) and state of art technologies.

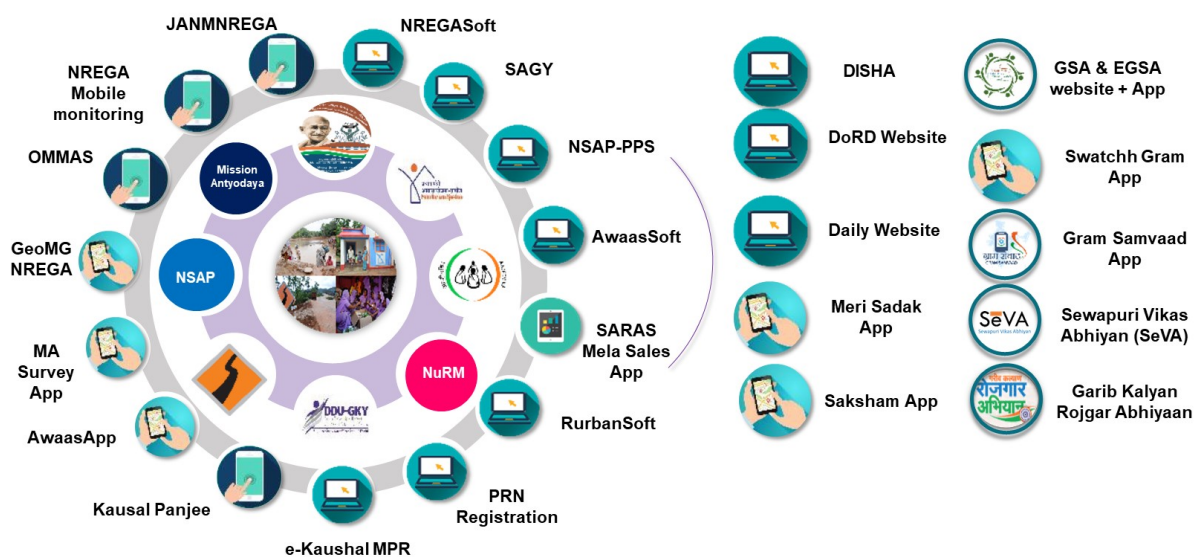
The role of governmental organisations has been crucial for leveraging technology in the RD sector. Many organizations of the government like *Khadi and Village Industries Commission (KVIC)*, *Council for Advancement of People's Action and Rural Technology (CAPART)*, *National Institute of Rural Development (NIRD)*, *Department of Science and Technology (DST)*, *National Research Development Corporation (NRDC)*, *Council of Scientific and Industrial Research (CSIR)* and *Indian Council of Agricultural Research (ICAR)* support the generation and promotion of appropriate technologies under various schemes. In addition, engineering based educational institutions, state government organizations, non-government organizations, voluntary agencies and private establishments augment these efforts.

In the context of rural development, CAPART is particularly important. CAPART is an autonomous body set up by DoRD to *interface between the government and NGOs that seek to improve the quality of life in India's rural areas*. CAPART's mission is to extend the reach of the government programs to remote areas and their marginalized people through these NGOs, by leveraging technology and digitisation wherever possible.

Takeaways

- DoRD has made excellent strides in utilising IT/technology in implementing programmes:** DoRD has developed a robust and well-integrated ICT and technology based eco-system, catering to beneficiary needs and grievances, as well as administrative considerations. The sector has made positive strides in the direction of utilising technology to improve operational efficiency. The DoRD ICT eco-system is summarised below:

Figure 15: DoRD's ICT eco-system



Source: IT Division, DoRD

- The internet user base in rural areas can be leveraged further:** There has been a *continuous increase in the internet user base in rural areas*, which can be utilised further²⁰¹. As citizens of rural areas become educated and get to know the convenience which they can derive from access to internet, they will definitely be able to explore more and also stay well connected in line with growing trends. In line with this, DoRD should look to *digitise processes even further to usher in greater efficiency in scheme operations*. The sector should look to ensure *deeper penetration of technological innovations* so that the benefits of digital initiatives percolate to grassroots levels.
- Barriers to the adoption of ICT platforms continue to remain:** While implementing ICT programmes, the first barrier is *language*. The information available on internet is in English as it is a world-wide accepted International language which may not be understood by all users in the rural context. This highlights the need to *localise and customise content on ICT platforms*. Further, *lack of infrastructure and low levels of skills* among the population remain the key bottlenecks to widespread ICT adoption, *especially in Fifth and Sixth Schedule areas*. This underscores the need for proper training and implementation of ICT programmes in a simple way and in a language which is easily understandable by the rural people.

Further, *internet connectivity and bandwidth issues remain challenges in many parts of rural India*—particularly in parts wherein electricity availability is erratic. Major power cuts and 'brown outs' affecting the countryside ranging from 5 to 12 hours every day. In addition, there are problems in establishing networks as well. Most importantly, the large-scale investment required in setting up internet networks in remote rural areas has a discouraging effect on investors.

²⁰¹ Nielsen. (2019) Digital in India – Round 2 Report. Internet and Mobile Association of India.

- **There is a need to expand financial support to the rural ICT interventions:** It is important to note that the *proportion of the economy involved in some or other form of adaptation or usage of ICT is still very small*. The proportion of people involved in the ICT industry, especially in the rural areas is negligible.²⁰² In order for the benefits of ICT to trickle down as well as contribute to the rural prosperity, the *setting up of several rural and village level micro enterprises is key*. Unfortunately, most professionals want to work in the urban areas where there are ample opportunities available to them for growth as well as prosperity. *Drastic steps need to be taken to inject funds for the development of the ICTs in the rural areas; increasingly by the participation of the private sector*.

Further, serious bandwidth connectivity issues need to be addressed through financial support. Even though technology is available to upgrade the bandwidth, not enough resources have been budgeted by the Government to change this scenario. Financing difficulties are encountered by the local grassroots level institutions as well as by the State Governments.

- **ICT projects in the agrarian context are yet to show substantial results²⁰³:** In India, over the last few decades, hundreds of grassroots ICT projects have been implemented. Invariably, *agriculture becomes one of the indispensable parts of the project service menu*. However, substantial results such as significant increase of agricultural production because of deployment of ICTs are *yet to be observed*. ICT projects are yet to make any breakthrough in agricultural information dissemination. Even though, ICT projects are promising to make difference and also accelerating information access by some farmers, *institutionalizing of ICTs need to be given more emphasis*.

Way forward

- **A unified portal for all RD schemes should be developed:** While schematic convergence is a key focus area for the rural development sector, such convergence should also be applied to digital spaces which in turn will feed into synergistic scheme operations. There is a need for all the scheme implementation teams to be *seamlessly integrated to improve inter-operability of these departments* and result in real time service delivery from online or mobile platforms.
- **Focus on human resource development for ICT should be strengthened:** Given that *lack of skills and awareness impedes adoption of ICT platforms*, DoRD should provide a *strong impetus to capacity building and training*, for both beneficiaries and implementing officials- and with a specific focus at the grassroots level. *Creating awareness* on ICT potentials, as well as *skill and capacity development* among rural stakeholders will facilitate better usage of ICTs.
- **Making ICT content local and customised should be a priority:** Research, educational institutions and extension systems *should continuously strive for appropriate content localisation and customisation* as per the demand of all rural stakeholders, so as to democratise content and encourage greater user engagement.
- **Innovative approaches to e-governance should be adopted:** A *SMART* approach to e-governance should be undertaken such that it is *Specific* (stating the exact specifications of the achievements targeted), *Measurable* (ensuring and demonstrating to what extent the goal has been met), *Achievable* (ensuring outcomes, which are within the range of current technology, resources and people's capacity), *Relevant* (starting with most pressing needs and moving to secondary goals) and *Time-bound* (including deadlines, frequencies etc.)

²⁰² UNCTAD. (2019). Digital Economy Report.

²⁰³ Mohan Kumar C.K. (2014). ICT for Rural Development.

- **Agrarian ICTs should be institutionalised:** ICTs for agricultural extension projects *need to be compared and evaluated objectively*. Low cost ICT tools such as mobile phones have a lot of promise for agricultural extension. At the same time, experiences indicate that ICT interventions are *going to play greater role in private sector agribusiness, market information and market intelligence*. Further, interventions centred on the dissemination of farm information (e.g. informing government schemes) and online monitoring of the progress of the governmental schemes have proven to be successful. Farmers now need information about trends and technology needed in farming so as *to produce more and participate effectively in setting price of their product*. To make all this possible, institutionalisation of agrarian ICT initiatives should be prioritised, *by formulating National and State level e-Agriculture policies*, as well as through human resource development.

(vii) Development, dissemination & adoption of innovative practices, technology & know-how

Introduction

With the global emergence of disruptive technologies typified as a *'fourth industrial revolution'*, more than ever before, *successful rural transformation requires the use of innovative solutions* directed to broadening the rural production base. Such innovative solutions would ensure the *shift from traditional activities into more productive sectors* and enable members of rural communities to enhance their livelihoods and wellbeing. The recognition that innovation is not just about high-technology products and the knowledge frontier is important. It is therefore necessary to *shift emphasis to building innovation capabilities and fostering local innovations* to address challenges specific to local contexts.

Growing inequality and the exclusion of people from innovation processes have led to a broad scientific discussion of the problems of *inclusion, inclusive innovation, and inclusive growth*²⁰⁴. India's rural sector calls for following elements in innovations, which would not be enough if implemented individually:

1. *Economic growth and inclusive structural transformation*, through which investments generate employment in sectors and territories where the poor may also benefit.
2. *Increase of productivity in poor rural households* - increasing access to natural resources (land, water, forests) as well as inputs and other assets - to improve their capacity to manage risks and increase their productivity, linking small-scale agricultural markets to agri-food systems.
3. *Expansion of social protection systems in rural areas* and stronger coordination with other rural development and natural resources sustainable management programmes.
4. *Creation and improvement of rural infrastructure*, especially in energy, transportation, water and sanitation.
5. *Facilitation of decent employment creation* in the agriculture and non-agricultural rural economy, both in terms of self-employment and wage employment.
6. *Generation of human capital through access to social services* (health and education).
7. *Strengthening of rural institutions and local governments* to encourage their participation in policy dialogue and decision making, which requires promoting professional qualifications.
8. *Empowerment of the rural poor by boosting their organizational capacity* to promote political participation so they can benefit from the processes of development and economic growth.

²⁰⁴ Ustyuzhantseva, O (2017). Studies of inclusive innovation in sociotechnical systems: Case studies in Russia and India, Innovation and Development, 7:1, 83-100, DOI: 0.1080/2157930X.2017.1281359

Development, dissemination and adoption of innovative practices, technology and know-how need to take cognizance of the above aspects. The starting point for reflecting on how to induce innovations for sustainable rural development is to understand the *varying conceptions of the term innovation*, as well as how they might be produced. Innovations are *changes made to current patterns which generate improvements* – such as increases in productivity and competitiveness; *socially-minded notions such as the increase of income, sustainability and equity* (FAO, 2016; European Union, 2014) are sometimes added to this definition. In this definition, the substance of an innovation is *identified by its results rather than by the process that has produced it*.

Background

Role of PRIs in driving local innovation

India, with about 2,50,000 Rural Local Bodies (Panchayats) which hold enormous opportunities in localizing the SDGs and meeting the goals. Panchayats are expected to play an effective role in the *planning and implementation of functions related to 29 subjects* enlisted in the Eleventh Schedule of the Constitution. Many SDG targets are within the purview of these subjects. The report of the *Committee on Performance Based Payments for Better Outcomes in Rural Development Programs* (2017) by DoRD has identified the central role of the Panchayat, human resources and its capacity building *to develop the norms and contours of development, dissemination and adoption of innovative practices*. The drivers of innovations have been expansion and performance, driven by effective field implementation for adequate staffing levels, programme training, and skills availability at local level. Given the policy importance, the government has *invested in innovation, adaptation and reflexivity in programme development* since it was initiated and supported measures *to promote impact, planning and administration*.

Ushering in a digital age

In 2015, the government launched the Digital India programme, which aims to close this gap by *fostering investment in digital infrastructure*, improving digital literacy, and increasingly providing online services to citizens. India's performance in terms of providing online services and allowing e-participation has so far been in line with that of the peer countries, but far from the global best (57th and 40th, respectively). However, almost all States have now been covered under Bharat Net, which provides broad band connectivity to the GPs²⁰⁵.

Flexibility in sectoral interventions

Flexibility in various schemes such as MGNREGS and PMAY-G on individual beneficiary investments has resulted in *enhanced incomes of the beneficiaries and also improvement in the quality of assets*. The share of such Individual Beneficiary Schemes has increased from 21.4 percent in 2014-15 to 66.1 percent in 2018-19. Under MGNREGS, several innovative practices such as *tweaking the wage and material ratio* (that leads to non-productive assets being created simply because 60 percent has to be spent on unskilled wage in a GP) has been carried out. The wage and material ratio of 60:40 has been allowed at the District level rather at GP level.

Similarly, *development of Annual Master Circular viz.;* a master circular issued in 2016, with consolidated 1039 advisories issued since the inception of the programme; is amended and issued every year subsequently. This has helped to streamline the implementation of the programme and bring in clarity.

Research and Development

²⁰⁵ BharatNet Status as on 25th September 2020, <http://www.bbnl.nic.in/BharatNet.pdf>

There are a number of organizations in India, both private and public, that perform R&D for the rural sector. This includes IITs. A range of applications are being developed in various sectors that include *energy* (for lighting, cooking, transportation, and agriculture), *water* (for domestic consumption and cultivation), *agriculture* (better seeds, practices, and equipment), *manufacturing* (small scale, agro-based, etc.), *sanitation*, *health*, *transportation*, *communication*, *environmental conservation*, and *rural employment*.

Potential for innovation within the non-farm economy

Considering the size and potential of the non-farm economy in the rural sector there exists a *huge capability to generate knowledge on innovative practices*. Pressures from scarcity of resources and limited or no access to financial institutions, technologies, and formal knowledge creates a *space for new ideas, experimentation, and practices that are an alternative to formal-sector products and practices*. Thus, *Grass Root Innovations (GRIs)* can be considered as niche innovation within the existing sociotechnical system of rural India. These innovations draw attention of mainstream actors, and interactions between niche innovators and mainstream actors thereby resulting in launching transformation of the regime. For instance, the rural sector has come up with an innovative idea of setting up of *Livelihood Business Incubator Centers (LBIs)* to drive innovations, pilot and disseminate it further. The primary role of the DoRD here lies in converging with the process to mobilize and reallocate resources on a large scale, and to provide incentives for harnessing science, technology and innovation - for the purpose of spurring transformative development.

Innovation for rural employment

Through its Digital India programme, Government of India is working to transform the country's rural economy and *create skilled jobs in rural areas*. For the estimated 156 million Indian rural households, most living in poverty according to India's National Sample Survey Organization (NSSO), the internet is an innovative instrument for digital access so as to *create more employment and provide information for women and youth in rural areas*.

Complementing efforts to increase agricultural productivity and employment is India's triple innovation system (JAM), consisting of *Jan Dhan* (the Prime Minister's initiative to open universal bank accounts, *Aadhaar* (a unique 12-digit ID number for citizens) and *mobile phones*. Further, MGNREGS uses DBTs to pay beneficiaries, and this has *reduced transfer costs, waste and corruption* - and sidestepped any possible misallocation of funds transferred from Centre to State to District to Panchayats for distribution.

Thematically, one can identify *three categories of issues*:

1. How does the state at various levels *promote transformative innovation policies* by applying methods that combine insights from all heterodox ideas and explore potential for policies that can facilitate productivity convergence and inclusive transformation of rural areas?
2. How does the state *build capacity for an inclusive process of co-operative learning* for innovative co-creation in 'living labs', and thereby explore the role of governance and in standardization?
3. How does the state *catalyse and support provision of pro-poor innovation for social inclusion* in rural transformation?

While public-private collaboration is underscored, it's imperative to guide and facilitate such interactions through endeavours, includes the *fostering of innovation to enhance social cohesion; reduce poverty and inequality; redistribute wealth; create jobs; protect the environment; ensure safety and security; and improve education and health care*.

Takeaways

- **Innovation demands stakeholder interaction, which often requires skilled facilitation.** Innovation can be stimulated by partnerships between community organizations and businesses but due to different interests, *facilitation is often needed in order for different players to recognize the benefits/value of working together*, which are not always apparent. Facilitators can help actors to see the benefits of collaboration. Innovation is needed not only at production level, but throughout the whole value chain.
- **Innovation often requires a process of empowerment, trust-building and power re-balancing, in which skilled facilitators can play a critical and enabling role.** Innovation as a multi-stakeholder process *needs to balance competitive and collaborative impulses*. Innovation along the whole chain requires that different stakeholders (public and private,) *come together, take risks and jointly implement new ideas*. Trust and social networks need to be built up alongside technical knowledge and skills. *Inclusion must be consciously sought and managed* – whether women or vulnerable groups are those at risk of being excluded. To ensure that innovations reach less powerful groups (e.g. women, the ‘poor’) innovative processes must be explicitly guided to involve such vulnerable groups and to ensure that the less advantaged are *not restricted to support roles*, but can instead participate in decision-making processes. *Interaction is key and we need skilled people to coax, stir and nudge that interaction to support innovation*.
- **Rural innovation processes require dynamic and learning-oriented monitoring and evaluation (M&E) to respond to a rapidly changing context.** The success of development initiatives can be enhanced by good M&E, but rural innovation processes have particular requirements in relation to M&E due to the nature of these processes. They *require dynamic and learning oriented M&E*, as the context and therefore effects of the innovation processes rapidly change. Often many stakeholders at different levels need to quickly learn from each other’s successes and failures for responsive management. For stakeholders to innovate and learn together they need good information. This requires ‘*entrepreneurial monitoring and evaluation*’ that supports innovation.
- **Communication plays a key role in innovations:** Equally important to the innovation process is *adequate communication to convey the benefits*, and to build the social capabilities to ensure that end users *acquire the knowledge and tools necessary for appropriate use*, and the maintenance capacity to sustain, the newly adopted innovations. The involvement of marginalized communities in the innovation process, to solve problems they identify and provide solutions based on their realities, results in better development outcomes²⁰⁶. The lack of an agency to ensure continuous and a sustained adoption process also provides space to step up, if it wants the innovation to be truly transformative.

Way forward

- **An empowered body is needed to steer holistically the management of technological and practices related innovations in the country:** Its scope will include *science education and scientific research as well as coordinating and guiding various initiatives*. The need is to pursue *inter-ministerial, inter-disciplinary research besides breaking silos among various scientific departments/agencies*. The inherent weaknesses of information dissemination to enhance technology commercialization may be addressed by setting up of value addition centres in up-scaling technologies, *improving technologies from technology readiness level to technology dissemination level*, demonstrating up scaling of pilot, coordinating with investors to incubate, bridging the gap between institutions and technology providers teams, enabling commercialization and marketing and providing technology support during

²⁰⁶ Arza, Valeria, and Patrick Van Zwanenberg. "The politics of technological upgrading: International transfer to and adaptation of GM cotton in Argentina." *World Development* 59 (2014): 521-534.

production. The Department of Science and Technology should look to create a *National Technology Data Bank* in coordination with all publicly funded R&D institutions so as to provide a *central database for technologies is desired*.

- **Financial and technical support for frugal innovations in the rural development sector should be explored:** To bring vibrancy to frugal innovations, a *non-lapsable 'District Innovation Fund'* with a corpus in each District may be created and used to promote GRIs. *Atal Innovation Mission* has already launched *Atal New India Challenges* in partnership with five Ministries to create products from technologies and prototypes in areas of national importance. These, *Atal Incubation Centers (AICs)* may also provide the platform for promoting frugal innovation. Further expansion of *Atal Tinkering labs* specifically dedicated to rural sector should be considered based on the outcome of the first phase presently underway.
- **The M&E structure should be based on a result-based management framework:** The criteria for evaluation as mentioned in the NRLM implementation document need revision. The *elements like 'innovation' needs to be further unbundled and very specific and measurable criteria should be fixed*. These criteria should be maintained in all the stages from project appraisal to delivery level. *The idea of including 'learning' as key criteria in the M&E framework is laudable*. However, such measures should be also made specific and measurable.
- **A criterion for the review of innovation support funds needs to be operationalized for the promotion of innovations:** The broader objectives with concrete and detailed parameters engaging the following may be considered:
 1. *Governance* (in terms of the fund charter, organizational structure, management and accountability arrangements)
 2. *Monitoring and Impact* (in terms of M&E systems and impact assessments)
 3. *Implementation* (in terms of concrete experiences and case studies)
 4. *Transaction Costs* (in terms of administrative or overhead arrangements and costs in relation to results)
 5. *Flexibility* (to include adaptability)
 6. *Beneficiaries* (in terms of identifying primary target groups)
 7. *Innovation Scouting* (as identification and vetting strategies for innovations)
 8. *Replenishment Strategy* (as a plan for economic sustainability)
 9. *Selection Criteria and Procedures* (as a matter of application procedures and selection criteria, including the question of whether these include competitive arrangements)
 10. *Commercialization Learning* (as a matter of learning and sharing systems, including documentation and dissemination, whether through brokerage involving the public or private sector, and any IPR such as patents)
 11. *Access to and Control of Resources* (in terms of access and control by beneficiaries)
 12. *Partners and Stakeholders* (as a matter of partnership approach and stakeholder involvement)

(viii) Stakeholder & beneficiary behavioural change

Introduction

The 2015 World Development Report²⁰⁷ highlights *three major features of human decision-making* based on the evidence from a large number of research papers. *‘First, people make most judgments and most choices automatically, not deliberately: we call this “thinking automatically.” Second, how people act and think often depends on what others around them do and think: we call this “thinking socially.” Third, individuals in a given society share a common perspective on making sense of the world around them and understanding themselves: we call this “thinking with mental models”.’*

Transformational potential of behaviour change

The Economic Survey 2018-19 has drawn on Nobel Laureate Richard Thaler’s Behavioural Economics Theory²⁰⁸ to lay out what it describes as an *“ambitious agenda” for behaviour change* that will bring in social change, which in turn, will help India transit to a \$5 trillion economy by 2024-25. Few of the programmes executed by the government of India provide testimony to the *potential for behavioural change* in India. Given India’s *rich cultural and spiritual heritage*, social norms (that play a very important role in shaping the behaviour), can be utilized to effect behavioural change. It proves to be an effective method of economic analysis that applies psychological insights into human behaviour to explain economic decision-making. Drawing on the psychology of human behaviour, behavioural economics provides insights to *‘nudge’ people towards desirable behaviour*.

Do poor people have to *change their behaviour to enable their human development*? Can practitioners bring about such behavioural change among the beneficiaries of their development actions? These are highly contested questions in social science and in debates on behavioural change. There is need in the context of rural India to identify the set of specific changes in behaviour that are needed to address certain well-known issues of underdevelopment in the country.

Behaviour change in development interventions

To date, research to understand individual behaviour in the context of development interventions has tended to focus on the use of experimental methods to identify where behavioural insights can be usefully applied to improve the effect of an intervention. Behavioural insights can be *particularly successful for understanding one-off decision-making* at one point in time, e.g. women engaged in thrift and savings programs or families deciding to engage in non-farm economic activity.

There is a growing body of work that focuses on *understanding ongoing, repeated behaviours and habit formation*, for example, studies have looked at the effect of incentives on long term need around collective actions such as federations or producer organizations. Instances also include interventions on common property resources to increase the water retention potential in the long term in entitlement programmes of Government of India, as well as interventions to nudge to provide women workers the necessary facility at the construction sites.

Some studies have focused on *shifts in a set of behaviours within a specific environment*, for example, saving and risk aversion behaviour in the micro finance programmes in rural areas.

²⁰⁷ Cammack, P. (2014). World Development Report 2015: Programming the Poor. The Multilateral Development Banks and the Global Financial Crisis Working Papers Series, 7.

²⁰⁸ Thaler, R. H. (2016). Behavioral economics: Past, present, and future. *American Economic Review*, 106(7), 1577-1600.

There are *fewer examples of behavioural insights applied to understand behaviour in complex change processes*, where a set of different behaviours need to change within individuals, or where different actors need to shift multiple behaviours simultaneously (e.g. rural community adopting the package of support being offered within the housing and village road programs or rural households engaging with the maintenance of community assets). To effectively apply behavioural insights, it is *necessary to know precisely where and when in a process of changing behaviour that specific behavioural determinants come into play*, as well as the relative importance of various behavioural determinants in the decision-making landscape and the role and influence of other actors on the behaviour change process.

Research on resilience and social-ecological systems has *attempted to overcome the challenge of explaining behaviour in complex change processes*, in particular the human dimensions of social-ecological dilemmas. However, the research tends to focus on social units, rather than the complex interplay between individuals and the social units. Such concepts do attempt to answer the challenges that are being faced in the social-ecological systems to acknowledge the complexity and social diversity of systems and thereby achieve outcomes.

The rural sector policy design can be thought as the map and development outcomes as the destination, then *nudges can be the pointers that gently guide actions towards the best route*. Formulating these pointers requires expertise at two levels: *understanding why consumers pick fewer optimum routes* (cognitive biases); and *designing signs that guide users to better routes* (nudges/interventions).

Background

Tools of stakeholder and beneficiary behaviour change

Behavioural science can be applied to large-scale rural development programs. The very nature of the science being imbued in a social and cultural context enables it to generate effective and sustained results to public service programs. Interventions that are designed using this science can *reduce the intent-to-action gap*. There exists a plethora of tools like *defaults, reminders, prompts, and incentives* that can *reduce poor adherence and increase compliance for sustained impact* throughout the life of an intervention. There is evidence of use of such tools in the rural development space as well.

For instance, engaging with the cadre of Community Resource Persons (CRPs) from the community under DAY-NRLM, has helped people identify with their language and culture. These CRPs have proved to be *key social motivators for providing critical inputs on various knowledge, skills and related behaviours* with culturally appropriate social measures to convert thought process into a sustained habit has yielded results. Another good example is the *use of digital platforms* to provide messages in the rural domain directly to families' mobile phones. This *behavioural insight approach* improves the management of programme performances. The impressive work done by DoRD, on monitoring the implementation of national flagship schemes through DISHA dashboards are also notable examples of *digital interventions for behaviour change*.

Leveraging socio-cultural norms to change behaviours

In the rural development sector, contextual behaviours are also shaped by social factors, such as people's cultural beliefs and their perceptions of how socially acceptable particular behaviours are in their community. This is critical in the *context of various social capital formation initiatives in the rural domain*. The interventions around *social groups, interpersonal interactions, social norms, and moral norms* drive home an explicit message that is desired for the programs.

Social groups may include community or other support groups. In behavioural interventions, they may be used to apply social pressure or leverage social capital in order to influence people's practices and

behaviours. This may include *public meetings and events or local language theatre that is tailored to and/or targets local traditions*. For example, in a rural institution formation framework- - several meetings and public events conducted as part of IEC activities go in line with the nudge theory to improve decisions among both female and male population. Such interventions also prevail upon the influence of male members of community and prevents the participation of women from being discouraged.

Behavioural change interventions primarily rely on design and messaging that address the *effect of behavioural biases on human behaviour*. These biases are no unique phenomenon in government and public policy, neither do they affect only a small percentage of the population—cognitive biases are everywhere. Previous experiences suggest that, *if planned carefully, and backed by accurate bias-targeting*, then, such interventions do work.

In Bihar, efforts to improve the quality of health-care service delivery by front-line workers *takes into account popular ‘rituals’*, like keeping a baby away from the ground in a cot (*palna*), or marking decorations around her hearth (*chulah*), for transmitting messages that are culturally acceptable. Lessons from such interventions can form the basis of other interventions in the rural sector related to infrastructure, social security and livelihoods. In rural India, where *social and religious norms play such a dominant role in influencing behaviour*; behavioural economics can provide a valuable instrument for change. Many Indian schemes that employ insights from behavioural economics have met with success. Leading examples include the *Swachh Bharat Mission (SBM) and Beti Bachao Beti Padhao (BBBP)* scheme.

Role of “nudge policies”

The efficacy of a new class of policies called “*nudge*” policies to *gently steer people towards desirable behaviour* even while preserving their liberty to choose need reminders and positive reinforcement to sustain socially desirable behaviour. Few examples of nudge policies are for increasing the saving base by the women led SHG programmes in India. Rural women are sent messages regarding the ways in which *savings can make a difference to their household emergency needs*. Even the rural population may be offered specially designed savings accounts that locked up funds until a self-specified target was met.

While the Jan Dhan Yojana opened a large number of bank accounts in a short span of time, *its success relies on people using these accounts regularly*. The programme’s mandate is not only to open accounts but to enable access to credit, insurance, pension schemes and other facilities offered by the formal banking sector. Going forward, the programme *offers tremendous scope to employ behavioural insights*. In line with “savings up” and “savings down” theory²⁰⁹, the habit of households’ major assets or savings, is a case of classic “*saving up*” technique. The SHG members have also resorted to “*saving down*” approach whereby they borrowed money to tide through known or unknown expenditures such as an emergency medical expenditure.

The applications of behavioural insights *appear to be a result of confirmation bias* (to the extent that past policies were viewed with a behavioural lens). Reducing corruption in MGNREGS inculcates a sense of pride of being the best local governance system (Panchayat) in a District and rewarding it would *go a long way in ensuring behavioural change vis-à-vis compliance with program norms*. In this scenario, government regulation, awards and reward policies may be clubbed with a nudge effect to increase the efficacy of policymaking.

Targeting demand side behaviour

²⁰⁹ Rutherford, S. (2000). *The poor and their money*. New Delhi: Oxford University Press.

When economic, psychological, social, or other mechanisms inhibit service use, directly targeting demand-side behaviour change is essential for sustained service delivery. *Interventions that acknowledge individuals' decision-making processes* and the implicit trade-offs required of individuals are likely to be more successful. Relevance of objectives to behaviour change covers three topics:

1. *Defining the project's targeted population*, whether and which behaviours are targeted in the project development objectives (PDOs) and other indicators and diagnosing the current behaviours. First, “behavioural” activities must have a defined population of target beneficiaries.
2. Next, *by capturing the PDOs and their indicators* and by interrogating the degree to which the project explicitly aims for changes in the way beneficiaries use their agency, *A pilot test of whether or not the project is governed by behavioural considerations* seeks to identify the template to help answer the question of whether the project has identified a specific behaviour that it is trying to change.
3. Finally, *the template asks for details on whether there was any diagnostic work done to identify the current behaviours*. Nearly all prescriptive behavioural frameworks emphasize the importance of doing diagnostic work before a project is designed in order to understand the different processes that can produce beneficiary behaviour.

It is realized that the behavioural diagnostic stage in project design is typically underdeveloped. Such diagnostic work may come from a wide range of sources but *understanding the contextual bottlenecks to behaviour that can affect the design of the intervention is critical*.

Success elsewhere

In Israel, the issuing or renewal of an ID, passport or driving license, *became conditional upon answering the question of becoming a registered donor*. The default option was an ‘opt-in’ provision, which greatly increased the list of registered donors by targeting the status quo bias.

Similarly, in Singapore—known for a number of innovations in governance—providing the average electricity usage of the locality on the back of bills has *nudged households to think about their own energy consumption*, driving them towards reducing it to the average levels, *an example of the groupthink effect*.

Copenhagen's experiment of *using green footsteps to lead to trash bins helped reduce littering by 46 percent*. Similarly, in Singapore, printing tax bills on the pink paper typically used for debt collection led to an improvement in the prompt payment rate of between three to five percentage points. These are the means that can well form the basis of *strengthening the role of Panchayats in either tax collection* or for that matter the norms that are required to be developed within the community.

Takeaways

Behavioural science-based approaches to design and test development interventions have *come a long way in terms of identifying key cognitive processes and behavioural levers* to trigger behaviour change in rural sector. *A change in behaviours and social norms seems hugely important* for addressing the issues faced in rural India. An example of the *lower work participation rate among women* with implications for both human development and economic growth of the country can well be attended to by the change behaviour. The key takeaways are:

- **Rigorous evaluation of behavior is often missed while measuring programme performances:** However such data is crucial and *can help explain the limited impact of well-intended government programmes*.

- **People value losses and gains differently:** In the rural sector, the potential losses out of various economic opportunities are being viewed differently. There is a *tendency to preserve what they already have; their perceived loss/gain is based on a benchmark*. All entrepreneurial interventions for rural development should take cognizance of facts in order to propose for the business opportunities potential.
- **Behavioural design framework recognizes the opportunity to closely link behavioural insights and intervention design:** Such a framework *helps to identify unintended consequences*, generate better solutions and diagnoses, and develop diagnostic techniques relevant for other contexts.
- **Iterative experimental approaches hold the potential to being transformational change in the rural development sector:** An iterative experimental approach requires isolating the causal effect of a single cognitive process or pathway. Further, it is also important to *focus on a set of interconnected design innovations*. A key strength of such an approach lies in *the thorough testing that takes place at each point in the process allowing for mistakes*, for example, misdiagnosed problems to be corrected along the way.

Way forward

- **There is need to merge the methodological approach of service design with behavioral insights in value-chain based interventions:** *Service design offers both a process for carefully finding solutions, and a methodology for basing such solutions on a knowledge base that is as widely and inclusively informed as possible. The user journey component of the framework allows us to visualize the experiences and perceptions of users of a given technology or service throughout a change process and ensures that important behavioural drivers and social processes are captured at every phase of the journey.*

The *systems mapping component* situates the lived experiences of users within complex social-ecological systems and highlights connections between users and other potentially important actors and processes at different levels of society. Such a methodology to fuel behaviour change is critical for the *value chain-based interventions that is desired for both farm / non-farm-based interventions in the rural context*.

- **Every rural development sector program must go through a “behavioural economics” audit before its implementation:** DoRD may *adhere to the principles of behavioural economics* to conduct its audit. Such an audit and the modifications undertaken, therein, can significantly enhance the efficacy of the program.
- **Mental models focusing on aspirations for a better life should be encouraged:** The importance of financial disciplines needs to be communicated effectively *through popular narratives* and by exposing people to *social contexts which have undergone desirable social changes*. The exposure to the new social contexts may create new mental models *enabling people to think about a better life*. This need for creating aspirations or the dream of a desirable world is important in several contexts in rural India. This is needed for gender mainstreaming across various rural development programs particularly among the marginalized communities. The absence of such aspirations may be discouraging. Multiple strategies may be required for this purpose. *Consciously cultivating role models from these social groups* who have benefitted could be one. The experience and success of these role models may have to be communicated widely. Inspirational videos can be used for such communication.

The influence of prevailing mental *models may encourage people to behave in ways that may not be desirable for their development*. Decisions to engage into a process or program based on the prevalent mental model is not completely effective and hence, *strategies to change mental models must be tried out*.

- **There is a need for behavioural change among development researchers and practitioners:** These stakeholders may be *prone to biases, ideological pre-conditioning, and incorrect presumption* regarding the abilities of the beneficiaries of development actions. Hence, they should be made aware of their possible influences if their research is to inform development actions or policies. These stakeholders need to be more open to data *which does not conform to their theory of action*, and also to the *need to experiment in each and every context*.

Organizations involved in development practice *should be more open to contextual factors both from within and outside*. There needs to be *arguments and counter-arguments* at the time of design and at every stage of the project implementation with respect to such behavioural biases. A conducive environment to encourage genuine disagreements and concerns about the program strategy *should enable critical engagement without affecting the process of implementation*.

- **Information dissemination should be undertaken across diverse platforms:** People act without seeking information either by simply believing that such information is not needed or by accepting what a few other people tell them to do. Many people may not act timely to participate in schemes even if such participation is useful to them. Hence, *information provision by all possible means – including those that can be easily accessed by technology and social media – is important*. The role of reminders, public notices, non-monetary gifts (which are given at the time of subscription), making products convenient and easy to understand are important.
- **Steps to increase the coverage of education should be taken to benefit from cognitive stimulation:** The one area where some progress is achieved in India is the provision of education which is *necessary for the socio-emotional and cognitive stimulation* of not only the children but essential for their cognitive development and achievements during adulthood. Though a system for education is in place, this is not well-utilized (for the cognitive stimulation). Making it more effective is an *important contributor to the cognitive development* of the rural population.

(ix) Research and Development

Introduction

Rural circumstances are changing; development thinking is changing; and rural development policy needs to keep up: these are the core messages for research and development. Different governments and donor agencies have different perspectives and pursue different combinations of rural development policies. If aid for rural development is to be re-established on a growth path, then it will be within the wider context, dominated by ideas about the *Comprehensive Development Framework, Poverty Reduction Strategy Papers and Sector Wide Approaches*. Key features of the holistic approach, ownership, partnership, and results-orientation (especially in connection with the International Development Targets) have to be suitably imbibed.

Based on secondary literature review, *emerging issues in rural sector* are as follows:

1. **The paradox in funding:** The majority of the poor still live in rural areas, and yet *donor support for agricultural and other rural development has slumped*.

2. **A diminishing urban-rural divide:** Rural and urban livelihoods are *inter-dependent*, and there is rarely a sharp geographical divide between rural and peri-urban. Rural development strategies *must take account of the urban links and context*.
3. **Diversified livelihoods:** There are few full-time farmers now, as households *pursue multi-functional and multi-spatial livelihoods*. Thus, *support to the non-farm rural economy* and to migration are as important as agricultural support.
4. **Small-holder farming in rural areas faces new challenges:** Increasingly rural households consist of part-time farmers, work smaller plots and are headed by the elderly, young and women who face severe credit and input constraints. Further, the format of access to subsidies and extension services has changed. Market changes *increase the need for specialist techniques, quality control, information-intensive technologies and marketing* involving high transaction costs – factors which provide larger farms with economies of scale. *Targeted assistance is needed where small-scale farming can be competitive; otherwise small farmers need good exits from farming*.
5. **Reverse state compression:** A strong state is *needed to underpin the market and enable private sector development*. Public interventions are needed to increase access to new opportunities (agricultural or non-farm) specifically by the poor, and to *establish the institutional framework for effective market development*.
6. **Technological targeting:** Production increases based on the seed-fertilizer model of the Green Revolution have slowed. New technologies are likely to be more crop and region specific, and information-intensive. *Technical change is largely biased against the poor*. Policies to target technologies *need to be location specific*. Public intervention is particularly required in *developing technologies and information channels appropriate to poor farmers*.
7. **Rethinking institutional capacity and governance:** Many recommended measures for rural development cannot be effective *without significant capacity building and institutional support*. In some areas, decentralization should prevail to *reinforce positive trends for increased accountability*. But in some areas, like aspirational districts, the second-best solutions would be more effective than attempts at business as usual.
8. **Growing divergence between low and high potential areas:** *Low potential areas have very different needs* as compared to high potential areas where diversification and modernization is already underway. They generally *still need agriculture-based development*, are least likely to gain from globalization opportunities, and will generate lower returns because of their inherent disadvantages (remoteness, poor soils etc.). *Policy must adapt to context*.
9. **Rural risks and vulnerability:** The rural sector faces *new risks due to increasing natural disasters and rapid economic change*. External support for risk-mitigation and coping strategies is generally insufficient. *Public and private roles in supporting insurance and risk-coping need to be strengthened*, which in turn depends on the fiscal burden being addressed.
10. **Preventing and managing conflict:** *Conflict has a debilitating impact on rural livelihoods*, and increasing levels of conflict threaten the achievement of poverty reduction targets. Program frameworks and implementation strategies need to *escape from the conceptual and programmatic constraints of a linear approach to relief and development*.

Background

DoRD is committed to eradicate poverty and hunger from the rural India and usher in all round development of rural masses. Accordingly, the DoRD is implementing a number of programmes, which aim at, *bridging the rural-urban divide, guaranteeing wage employment and ensuring food security, providing economic uplift by self-employment, creating rural infrastructure, providing dignified living by providing shelter and restoring lost or depleted productivity of natural resources* like land, water and biomass. The research and development needs of the rural sector has been attended to by '*Guidelines for Evaluation, Impact Assessment and Research Study*' which lay-down in clear terms, the methods and processes of research and development, along with the priorities.

Over the last few years, the budgetary allocations for rural development programmes are increasing at a fast pace. Considering the size and scope of the programme implementation, it is necessary for the policy makers and implementers to know the benefits and impacts of such development intervention.

In order to assess the outcomes of this huge expenditure and to improve the efficiencies and effectiveness of the programmes, the Ministry organizes *evaluation and impact assessment studies* on a regular basis. Issues and challenges limiting the effective implementation of the programme at the grass-root level can be diagnosed through detailed micro-level data analyses and corrective measures can be outlined, accordingly. Further, DoRD regards the evaluation of its policies, programmes, schemes, projects and interventions as an *instrument of accountability*.

The evaluations are entrusted to the *agencies internal to the Ministry* (Programme Divisions, NIRD, Monitoring Division, etc.), or *external agencies* or are conducted *jointly*. Partnership by choice in evaluation is encouraged- between the Ministry and outside agencies, between programme divisions and monitoring division. But, in order to ensure credibility, *third party independent evaluations too are the preferred mode of evaluation*. The focus of the evaluation approach is *practical, and the findings are useable to large extent*. To ensure usability of the findings, the main users of evaluation are involved in specifying the objectives and selecting the most appropriate model, methods and theory. The evaluation studies are either *ex-ante, ex-post and/or mid-term*. The instruments such as *concurrent evaluation, evaluation and impact assessment (pilot or otherwise)* too are employed. Wherever evaluation is necessary or mandatory, funding provisions are made to conduct such studies. All the policies, programmes, schemes, projects and interventions of the Ministry are *framed in such a way that it becomes possible to evaluate them meaningfully*. This means; *outcome budgeting, logical framework analysis, stakeholder analysis and modern tools of management* are used while framing them. The findings of the evaluation studies or even the dashboards of the Ministries are shared and updated regularly with all the concerned as per the discloser policy of the Ministry and the Right to Information Act.

In general, the evaluation and impact assessment studies capture the ground realities regarding the execution/implementation processes and the impact of the programme/projects. However, these studies in general, at times *do not examine specific queries with regard to individual programmes/projects*. The theories, hypotheses and assumptions on the basis of which the rural development interventions are designed and implemented do not find proper mention in the probes. As the utility of such studies are of immense importance to strengthen the public accountability of the range of poverty alleviation and rural development programs, *issue based, and thematic research studies are desired*. Such research studies may concentrate mainly on:

1. *Sector, area and programme/scheme/project specific issues* relating to theories, hypotheses and assumptions of government interventions in rural sector.
2. *Adopting research methodology keeping in view the recent developments in the field of social research* in the subject of economics, statistics, sociology and psychology etc.

3. *Ensuring that the findings will be used to design and implement central government interventions at the all-India level.*
4. *Prioritizing studies that cut across various government schemes/interventions.*

There are several modes of devising operational plans viz.; Suo-moto proposals; Invited Proposals (Competitive); Commissioned Proposals (Non-competitive), depending upon specific needs of policy making and preparation of Scheme.

National Institute of Rural Development and Panchayati Raj (NIRDPR) has been *leading the research agenda keeping in view the shifts in development paradigms*. The major themes for NIRD research include poverty reduction and rural employment, environment and sustainable development, decentralization and good governance, and transfer of technology. It lays special emphasis on livelihoods of core poverty groups and empowerment of marginalized groups and women.

The Institute also undertakes *action research projects on relevant themes*. NIRDPR has been taking up research studies on several themes relating to development strategies, qualitative aspects of programme implementation, focusing on DoRD schemes and emerging development issues. In addition, *case studies of successful initiatives* are also taken up. The studies identify the critical areas affecting the process of implementation, deficiencies and also clearly suggest action points based on the causative analysis.

The Institute disseminates the results of the research studies and recommendations of its various seminars and workshops through a number of publications. It brings out a quarterly *Journal of Rural Development* and monthly *NIRDPR Newsletter* in English and Hindi. The *Journal of Rural Development*, a *peer-reviewed quarterly publication* is rated highly among the academicians. The journal publishes theoretical and empirical articles and provides a *forum for exchange of views* between various policy makers, planners, researchers and functionaries concerned with rural development. *The Centre for Media and Rural Documentation (CMRD) of the Institute acts as a referral and serving agency* for the rural development sector as a whole.

In addition, several national institutes and centres of excellence are engaged in undertaking various research to offer necessary linkages to the policies and programs in rural economy. Largely the research themes have been focused on the following:

- Analysis of theories, hypotheses and assumptions of wage employment interventions, self-employment interventions, skill development, rural road sector with special reference to PMGSY; rural housing sector with special reference to PMAY (G); rural infrastructure sector;
- Inclusive growth through Rural Development Programmes viz., MGNREGS and DAY-NRLM;
- Women empowerment and gender issues;
- Levels of living of women and other vulnerable social groups;
- Labour market relations and role of government interventions like MGNREGS and DAY-NRLM;
- Process studies of various schemes/programmes to find out its effectiveness and efficiencies;
- Rural Development and good governance;
- Sustainable livelihood support- role of government, particularly the DoRD;
- Vulnerability reduction through Rural Development Programmes;
- Financial inclusion;

- Social Capital formation and its impact on the implementation of Rural Development Programme;
- Community based monitoring;
- Social audit and community empowerment;
- Public-private-PRI-community partnerships for sustainable development;
- Convergence feasibilities and methods;
- Rural development interventions and human skill implications;
- Institutional capacity of PRIs and Effective Implementation of RD Programmes;
- Gender Budgeting and its operationalization.

Takeaways

- **Strengthening feedback mechanism is desired urgently:** The officers at the District level often feel that their only role with respect to the policies of the central government is *implementing them as per the guidelines*. While there are huge lacunas even in putting theory into practice, a crucial link that is missing in policy formulation is the *feedback on existing policies* which should come from the officers in charge at the lowest tier of development administration, that is, either the Block Development Officer or a district-level officer in charge of development administration. An *efficient institutionalized feedback channel* should be established so that the challenges faced are brainstormed by those involved in policy formulation and implementation, and the learnings can be incorporated in the policies to make them more effective. The *absence of institutionalized feedback mechanism will only lead to ineffective policies* getting implemented in an inefficient manner.
- **Wide dissemination of research findings should be further encouraged.** Apart from professional journals/books, *final technical reports of completed projects may be disseminated* through one or more of the following channels, as appropriate viz.; website of the Ministry; website of NIRDPR/SIRDs/Institutes; Websites of Major Universities (through UGC); Websites of State Rural Development Departments; Professional and Policy-makers' Workshops.
- **R&D efforts should focus on calibrating India's social safety net programmes to present circumstances:** The objectives and design of India's safety net programs, whether food or cash based, *need to evolve with economic growth and the changing nutritional needs of the marginalized populations*. The future role of safety nets needs to be more transformational rather than vulnerability reducing. Overall effectiveness of safety nets would depend to a large extent on how they are combined with structural reforms and long-term interventions to increase human capabilities and address structural poverty through that. Synergies between agriculture and safety nets, therefore, become essential. Urbanization, especially, poses a challenge as well as opportunity in restructuring the safety net architecture. The future *research and development themes should take into account the fact that India would be more urban than rural by 2050*.
- **Research efforts exploring agrarian innovations would be significant knowledge gains:** Institutional interventions, such as Farmer Producer Organizations (FPOs) and cooperatives, can *offset scale disadvantages* faced by small farms in supplying to the modern value chains as well as access to electronic markets and futures trading platforms. By reducing the risk associated with the adoption of new crop technologies and reducing transaction costs in market access, these interventions could help in farm diversification as well as better price realizations in the output

market. *Appropriate applied research to identify innovative models and solutions* that highlight such ways by the stage of development a particular State is in should be prioritized.

In the few States with low agricultural productivity, FPOs have the potential to enable greater commercialization, enabling greater yields. Linkages to output markets will help incentivize the production of pulses and coarse grains, given their comparative advantage. In agriculture-led states and urbanizing states, *alternative models such as contract farming are more likely to succeed* since farms in these areas are already highly commercialized. Hence, aggregation models and pilots to help reduce organization costs of engaging with a more significant number of small farms and reduce contracting costs to evolve policy measures with necessary financial and insurance-based services, linking them to information and extension services and enabling market linkages by improving connectivity, will further incentivize social capital formation efforts and establish linkages across the value chain. *The focus now should shift on research aimed at structural transformations in the rural sector so as to augment the efforts of livelihood missions.*

With increasing demand for *quality and high-value agricultural produce*, alternative value chains and newer marketing platforms have emerged. *Vertical coordination (VC)* by which retailers form direct linkages with farms, bypassing traditional markets, has been growing in India's more progressive states. *VC can be more relevant for regions with good linkages to market* (agriculture-led growth states), while *futures and warehousing platforms* can be useful for non-perishable commodities and can emerge in low potential areas.

- **A sustained focus on climate change is desired in all R&D efforts:** Climate change can have significant *adverse impacts on agricultural productivity, rural incomes and welfare*; in addition, it can pose *serious risks to the food security* of not only the rural populace but for the economy as a whole. Climate resilient policies for the future should allow diversification of greening rural development efforts in ways that enhance the environment while improving the food production system and also the employment pattern and income security of rural youths in particular. *Climate change risks must not be understated, and appropriate actions towards its mitigation need to be adopted in all the research and development dimensions* of the rural sector. The research should be *focused on insights with data and evidence on the current systems challenges from external forces* such as the overuse of the environment and the also the projections on actions desired from the perspective of climate change.
- **There is potential for change in allowing public sector access to private sector innovations:** Unlike Green Revolution technologies which were public sector generated, technological innovations today are generated in the private sector and hence *pose challenges of access for rural sector*. Process evaluations and monitoring, formative assessments, impact evaluations and summative evaluations *should be suitably designed to take cognizance of institutional interventions* that enable public sector access to private sector innovations and to adapt them to rural sector are crucial.
- **Spatial dimensions of rural development need to take into cognizance the constraints and opportunities differently and require different strategies:** Key factors such as *proximity and access to cities; the amount and quality of natural resources; density of settlement and vulnerability to natural catastrophes* needs to be considered. Simplifying a complex spatial picture, it may be helpful to distinguish between peri-urban zones, the 'standard' countryside, and remote rural areas.

In general, though, 'location theory suggests that rural areas in developing countries only have a *comparative advantage in a narrow range of activity*. These dimensions have implications for diversification. Rural people seek to diversify livelihoods and may do this locally or over long distances: the *phenomenon of 'multi-locational' households is increasingly familiar*. In many places,

there is a U-curve of diversification, which sees non-farm activity concentrated among the poor (as a survival or coping strategy) and among the rich (as an accumulation strategy). Similarly, decentralization, de-concentration and devolution aim to make the state apparatus more responsive to local needs require emphasis. In doing so the *essential preconditions* for success such as adequate funds; powers; and accountability of elected representatives to citizens, and of bureaucrats to elected representatives need to form the core.

Way forward

In the ecosystem of research institutions, universities and think tanks charged with the task of rural sector transformation, the way forward to carry forward research and development agenda may engage the following:

- **Research Roles:** Institutions and centers of excellence are supposed to do extensive research on the rural context in order to find out the inequalities between the different sub-systems. Often, *earliest predictions help in diverting or abolishing formulation* of program implementation frameworks.
- **Coordinating Roles:** *Significant coordinating roles between different sub-systems* of the rural sector are to be prioritized in order to understand the future implications and also to identify issues in an effective, convenient and time bound manner.
- **Innovation:** Innovative solutions, where and when required, in order to bring the *balance between various sub-systems need to help understand the root cause of any problem and suggest solutions* in order to address the problem satisfactorily, effectively and efficiently.
- **Testing Roles:** Roles of such nature *provide credibility and proof of concept* to newly innovated/invented solutions/models/strategies that work perfectly in sync with various sub-systems. Prime testing may precede before implementing anything on the rural sector as a whole. Testing always gives *options to fine tune and fool proof* the solutions/models/ strategies.
- **Incubation Roles:** Some ideas/solutions sometimes *require incubation facilities in order to develop a full pledged solution*. Conducive atmosphere to incubate such solutions/ideas to a matured level would be desired. For e.g.; rural cottage industries being set-up will have inherent initial challenges of site or location problem. However, later to the initiation of work and production it may not be able to locate it to a place of choice until the micro enterprise reaches a certain stage. *Incubation centres help in growing micro enterprises by reducing an initial investment costs and thereby making ventures profitable* by an early period.
- **Mediating Roles:** In the rural development space, often the inclusion of several organizations in achieving a particular goal may help the sector at large to increase its effectiveness of its solutions/models. In such situations, a mediating agency coordination role on research and development among several ecosystems *may help to bring out the desired synergy*.
- **Venture Capital Roles:** The biggest obstacle in the rural development sector is the *dearth of viability gap funding* at times to secure employment of masses. However, sourcing, channelizing distributing and recollecting it in an organized manner to safeguard the interests of all the involved stakeholders is major challenge. There would be several stakeholders required to collectivize and thereby develop the necessary bridge.
- **Evaluation Roles:** In the process of rural development, *evaluation of existing actions and strategies* is critical. It also calls *continuous monitoring of implementing models / solutions* on a regular basis to

ensure that objectives are achieved in a continuous and time bound manner. Besides this, continuous evaluation of all rural and rural convergent policies may dedicatedly be carried out.

(x) Unlocking synergies with other government programmes

Introduction

Mutually beneficial programs along rural trajectories can contribute substantially to rural sector's smart, sustainable and inclusive growth agenda. Success in creating synergies is largely determined by decisions made at local and regional levels. Well-designed governance arrangements can be conducive to decisions that strengthen beneficial relations. Thematic functional linkages cutting across departments to identify and strengthen policies, governance systems and practices is desired. Some of the key concerns on unlocking synergies include:

1. What type of synergies (fund, institutional technical expertise, and social mobilization) has been attempted? How simultaneous convergence of all the dimensions can be achieved?
2. How participatory was the process adopted? Whether PRIs or local bodies, in particular, have been involved in the planning and implementation of convergence initiatives?
3. What is the scope for achieving multi-sectoral collaboration taking into account regional diversity to make a significant contribution to project sustainability and maximization of benefits?
4. What institutional arrangement would ensure the identification of convergence projects by the community for wider acceptance and ownership?
5. Why are the successful/innovative projects not being replicated? How can this be institutionalized?
6. How to address the various factors (capacity, commitment) hindering the convergence planning for achieving synergy and optimal use of resources?

Background

Social sector expenditure accounts for a major share of the government expenditure. The financial resources currently allocated under different thematic areas, such as rural development, health and family welfare, school education and literacy, food and public distribution, women and child development, grants from the 14th Finance Commission, and State shares for Centrally Sponsored Schemes, amounts to more than Rs. 4 lakh crores annually. Budget expenditure on Rural Development itself has been enhanced by 62 percent from Rs. 58,630 crores in the year 2013-14, to Rs. 95,990 crores in the year 2016-17. Later, this amount rose to Rs. 1, 05,448 crores for the year 2017-18.

As a consequence, substantial public investments are being made for strengthening of rural economy and livelihood base of the poor. This includes especially the marginalized groups such as SC/STs and women. To effectively address the issue of poverty alleviation, there is a need to optimize efforts through inter-sectoral approaches. The convergence of different programmes with MGNREGS, such as Watershed Programmes, National Agriculture Development Programme (Rashtriya Krishi Vikas Yojana), National Horticulture Mission, Scheme of Artificial Recharge of Ground Water through Dug well, Backward Regions Grant Fund, would enable better planning and effective investments in rural areas. This convergence would bring synergies between different government programme/schemes in terms of planning, process and implementation. This will also facilitate sustainable development.

In this sense, although substantial public investments are being made for strengthening rural economy and livelihoods base of the poor; due to multidimensionality of poverty, there is a need to optimize efforts through synergies with other departments. There is a growing realization that the phenomenon of poverty is more complex than mere mismatch in income and expenditure of a particular household.

Hence, it is necessary to develop / unlock the synergies with other government programs to address this multi-dimensionality of poverty, which is based on convergence, accountability and measurable outcomes to ensure that the resources are effectively spent in providing “sustainable livelihoods for every deprived households”. It means that while existing resources are used more effectively along with annual increases, progress is also monitored on the basis of an agreed set of indicators employed by different central and state departments. Thus, a composite index would not only ensure accountability and convergence, but also indicate progress on measurable outcomes at the Gram Panchayat and household level.

In this regard, it is important to note some of DoRD’s initiatives to ensure a sustainable and integrated Rural Development. One that deserves mention is the Disha initiative built towards a more participative governance to facilitate synergies in planning, monitoring and implementation of different schemes. Its mandate seeks to achieve efficient and timely Centre monitoring of all administrative levels through coordination, synergy and convergence for greater impact. The initiative involves elected representatives and district administration in scheme implementation stages in quarterly Committee Meetings. It also relies on a digital MIS system for unified data keeping. Another initiative is the Performance Review Committee, in which the performance of different schemes under the umbrella of the Ministry are reviewed. All Principal Secretaries of all States are invited to attend the meeting personally to participate in the advancements towards the vision of New India 2022 and the 75 Milestones for India @75.

Another initiative that contributed to a better understanding of poverty is the Socio Economic Caste Census, conducted by DoRD in 2011. The SECC data allows us to understand the socio-economic conditions of a household from the perspective of multidimensional deprivations (e.g. landlessness, households headed by single woman, SC/ST households etc.). Multidimensionality of deprivation means that a household could be deprived not only due to absence of assets, poor quality of housing, lack of access to sanitation and clean water but also due to social inequality, lack of education, absence of sustainable livelihoods, inadequate income. Inadequate skills or/ and health care this deprivation itself could be further compounded due to say disability or absence of an earning member in the women headed household, which could throw specific challenges.

After the 73rd Amendment to the constitution, three tier Panchayat systems are increasingly spearheading the development efforts at the grassroots. However, due to multiple layers of planning, administration and resource allocation to tackle deprivation, the efforts are often dispersed in time and space leading to suboptimal results. Thus, convergent planning with the Gram Panchayat as its basic unit provides the key to address multidimensionality of poverty by synergizing all resources – financial and human – in saturation mode, across different governments, departments and schemes to target these deprivations simultaneously and it has to be state led partnership for rural transformation.

The overarching global commitment on SDGs seeks to address the inequalities across countries and disparities of opportunity, wealth and power. The 2030 agenda for SDGs advocates sustained, inclusive and sustainable economic growth as an outcome. DoRD is the nodal ministry of Government of India for SDG goal; “*End poverty in all its forms everywhere*”. The achievement of such outcome requires convergence of plans, efforts and constant monitoring of progress for remedial measures. DoRD strives to work on the sustainable and inclusive growth of rural India through a multi-pronged strategy by diversification and enhancement of livelihoods opportunities, providing social safety and developing quality infrastructure.

To ensure transparency in MGNREGS, district administration and Gram Panchayats tried to involve multiple agencies in the implementation of work including all the major line departments, such as Revenue, Public Works Department, Agriculture, Horticulture, etc. Further, 10,454 inspections have been done by the block-level rural development functionaries and 1,677 inspections by the district-level officials of the Rural Development

Department. Additionally, 5,432 inspections are done by the Line Department officials. These officers are given a monthly minimum target of five inspections. The administration closely monitors these targets during monthly review meetings of Revenue and other Line Department functionaries. For motivating and encouraging them, a revolving trophy has been introduced. Every month, the trophy goes to the department and the individuals doing the highest number of quality inspections. Thus, this multi-agency monitoring mechanism helps to keep the village-level implementing machinery on a constant high alert. This has ensured correctness in Muster Rolls eliminating ghost workers.

Takeaways

- **The present approach to synergy falls short on addressing multidimensional aspects of poverty:** Schemes are designed based on different conceptions and approaches towards poverty, which creates a discrepancy between the various strategies adopted in each scheme. As a result, there is considerable variance in selection criteria and targeting across schemes. This is because there is a spatial and temporal mismatch in supporting individuals and households through different government schemes. In this sense, synergies across departments could contribute to a wider vision of the multidimensionality of poverty, one which would be more consistent across different interventions and lead to more effective interaction with agencies. This includes especially line departments, Panchayat Raj Institutions, banks and other financial institutions for resources is required for productive poverty reduction efforts.
- **There are overlaps among similar schemes under DoRD:** The Ministry's schemes focus on local infrastructure development, betterment of poor by providing wage employment and self-employment opportunities. Overlaps lead to repetitive planning, as well as lack of synergy. There is a need to evolve a system of synchronization among these schemes. Further, variations in benefits and support provided under these schemes create problems at operational level. There is also a need to identify a solution to address this issue.
- **Planning, implementation and monitoring of different schemes work in silos:** The functional delivery of programmes tends to happen independently, resulting in underutilization of capacity and sub-optimal outcomes across departments and different administrative levels. This often imposes obstacles to poverty alleviation. Therefore, there is need to bring in synergies between different government programmes and schemes to achieve substantial poverty goals.
- **The relationship between Panchayats and institutions of the poor need to be strengthened:** In view of the eminent roles of Panchayat Raj Institutions (PRIs), it is necessary to consciously structure and facilitate a mutually beneficial working relationship between Panchayats and institutions of the poor. Linkages with PRIs are particularly necessary at the level of Village Panchayats.
- **Partnerships with NGOs and other CSOs contribute to synergies:** DoRD programmes often seek partnerships with Non-Government Organizations (NGOs) and other Civil Society Organizations (CSOs), at two levels - strategic and implementation. The partnerships are guided by DoRD's core beliefs and values, and mutual agreement on processes and outcomes.

Way forward

- **Unlock synergies in planning, implementation and monitoring across schemes:** Households and villages should be considered as the basic unit of planning that facilitates household level micro plan and GP development plan. Harmonizing selection criteria, implementation processes and guidelines and availability of funds at the same time is critical for implementation. This would need pooling financial and human resources in different schemes of government and their rationalization in implementing the plans at HH level and GPDP. This requires alignment of interventions towards convergences at all levels of government.

- **Build partnerships with government and non-government stakeholders:** There are unexplored opportunities of partnerships with NGOs, CSOs, academic and training institutions, Public, Private and Cooperative Sectors to tap their areas of strength and experience.
- **Set a robust monitoring and evaluation strategy of synergy interactions:** Monitoring efforts would include indicators for tracking progress of synergies, assessment of the performance of GPs, arrangements regarding the coordination of work of different administrative levels, such as Central and State level monitoring committees formation, and a baseline data to be interlinked with DISHA portal to provide focused interventions and resource convergence.
- **Provide Human Resource support:** It includes information education and communication activities and a system of incentives, particularly for GPs.
- **Build linkages with PRIs:** It is necessary to involve PRIs in programme implementation and building interactive platforms between PRIs and SHGs/Federations for mutual support.

(xi) Reforms and regulations

Introduction

Regulations codify the spaces encompassing rural development and reforms bring in processes that establish responsive and good governance in these spaces. This section aims at documenting the different legislations that impact rural development as a sector and have a direct bearing on the programmatic interventions and the different reform processes that have been instituted by other ministries and departments in addition to the reforms that have been undertaken by DoRD.

Background

Regulations

The evaluation has not taken into account specific regulations that operate for specific livelihoods, e.g. agriculture, forest based livelihoods, fisheries, khadi and village industries etc. These are livelihood specific and come in to play when activities related to these livelihoods is undertaken. The laws that are considered here are the ones that create an enabling environment within rural spaces and the laws that empower rural people and households. Laws falling under each of these two categories are detailed in the ensuing paragraphs.

Enabling environment

There are three types of laws that have an impact in the manner in which rural spaces are governed (Panchayat and PESA); extension of rural development into new territories (FRA); and the laws that operate for the development and functioning of people's collectives (Cooperatives and Producer Company).

(i) Panchayats: to fulfil the constitutional mandate to organize village Panchayats and endow them with such power and authority that enables them to function as units of self-government (Article 40), the Seventy Third Constitutional Amendment was passed that led to insertion of Part IX in the constitution. Article 243B ensured that there "shall be constituted in every State, Panchayat at the village, intermediate and district levels". The Amendment redefined the political and administrative structure in the country wherein Panchayats are endowed with powers to function as units of self-government in rural areas. Consequent to the Amendment, each of the States enacted their respective Panchayat Raj Acts and the institutions of Panchayat Raj were firmly established in all rural areas of the country. At present there are 654 District Panchayats, 6,824 Intermediate Panchayats and 2,55,534 Village Panchayats in the country. All states except Delhi, Mizoram, Meghalaya and Nagaland have Panchayat institutions within the rural areas of the state.

Panchayats once constituted hold office for a period of five years. Their composition at all levels is based on direct elections from territorial constituencies within the Panchayat area. However, States have been given the option to determine the manner of election of the Chairperson for each of these Panchayati institutions. There are provisions for reservation of seats for SC, ST and women so as to make political representation possible for the socially and economically marginalized groups in the rural society.

Though the Constitution gives flexibility to States to determine powers and authority that may be necessary to enable Panchayats to function as institutions of self-government, it also lays down that all such laws should contain provisions for devolution of powers and responsibilities with respect to (i) the preparation of plans for economic development and social justice; and (ii) entrusting Panchayats for implementation of schemes for economic development and social justice listed in Eleventh Schedule of the Constitution. The schedule lists 29 subjects which among other items include issues related to livelihoods such as agriculture, minor irrigation, animal husbandry, fisheries, minor forest produce, small scale industries, and khadi and village industries. Programmes pertaining to rural housing, drinking water, roads, poverty alleviation programmes, markets, and social welfare now fall within the domain of Panchayats in rural areas.

Panchayats have thus become the primary unit for governance in rural development. The sector in all its programmatic interventions plays the dual role of one, working through Panchayats at each level in the implementation of schemes and programmes, and the other, to strengthen these institutions through graduated devolution of powers, functions, and resources.

(ii) PESA for Schedule V Areas: Article 244 of the Constitution provides for the declaration of areas as Scheduled Areas in the country. Two types of Scheduled areas have been envisaged in the Constitution: *one*, is Schedule Six areas that include the tribal areas in the states of Assam, Meghalaya, Tripura and Mizoram; and *second* is the Schedule Five areas which includes tribal areas other than the areas under Schedule Six²¹⁰. The Constitution does not specify criteria for declaration of an area as a Scheduled Area, yet the principles followed by different Acts, Commissions and sub-committees²¹¹ includes preponderance of tribal population; compactness and reasonable size of the area; under-developed nature of the area; and marked disparity in the economic standards of people. At present 10 States have Fifth Schedule areas, namely, Andhra Pradesh, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Telangana.

There are three implications that have a direct bearing on the formulation and administration of interventions related to rural development in Scheduled Areas. First, Governor of the State is empowered to impact implementation of an Act, or its part thereof, subject to exceptions and modifications as deemed necessary. Second, Governor may make regulations for peace and good government of the area that may include (i) prohibition or restriction on the sale of land by or among members of ST; (ii) allotment of land to members of ST; and (iii) conduct of business of money lending by persons who lend money to members of ST. Third, the provisions of Panchayat Acts of respective states need to conform to the provisions of PESA²¹² for Scheduled Areas in their respective states.

The Provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996 is an Act that extends the provisions related to Panchayats in the Constitution and the consequent respective State Acts to the

²¹⁰ Schedule Five and Schedule Six areas gain their nomenclature mainly because the list of these areas is given in the Schedule Five and Schedule Six of the constitution

²¹¹ 'Excluded' and 'Partially Excluded' areas under the Government of India Act, 1935; Schedule B of recommendation of The Excluded and Partially Excluded Areas Sub Committee of Constituent Assembly; and the Scheduled Areas and Scheduled Tribes Commission 1961.

²¹² THE PROVISIONS OF THE PANCHAYATS (EXTENSION TO THE SCHEDULED AREAS) ACT, 1996 No.40 OF 1996 (24th December, 1996)

Scheduled Areas subject to certain exceptions and modification as specified under the act. The PESA has provisions that are protective towards the life and livelihoods of Scheduled tribes; and provisions that establish the supremacy of Gram Sabha as an institution in the design, development and implementation of plans for development of such areas. More specifically these provisions are as follows:

- *Protection of the life and livelihoods of STs:* PESA prohibits the State Government to make any law that is inconsistent with the customary law, social and religious practices and traditional management of community resources.
- *Establishment of Gram Sabha:* In Scheduled Areas, village can be a habitation or group of habitations, or a hamlet or group of hamlets comprising a community and managing its affairs in accordance with their traditions and customs. PESA enables every such village to have Gram Sabha consisting of names of persons included in the electoral rolls for Panchayats at the village level. This implies that even a hamlet in a Scheduled Area can get declared itself as a village and have its own Gram Sabha and programmes and schemes of development specifically for their village.
- *Supremacy of Gram Sabha:* PESA establishes the supremacy of Gram Sabha through provisions that: (i) mandate their approval and recommendation of the Gram Sabha. The Gram Sabha will approve plans, programmes and projects for social and economic development before these are taken up for implementation; and they will identify or select persons as beneficiaries under poverty alleviation programmes. Further it is mandatory to consult Gram Sabha before acquisition of land for development projects and before resettlement and rehabilitation of persons affected by projects. The Gram Sabha recommendations are mandatory prior to giving prospecting license or mining lease for minor minerals; and before grant of concession for the exploitation of minor minerals for auction; (ii) empower the Gram Sabha to intervene in specific instances especially to safeguard and preserve the traditions and customs of people, their cultural identity, community resources and other customary mode of dispute resolutions; (iii) endows Gram Sabhas with specific powers to enforce prohibition or regulate or restrict the sale and consumption of any intoxicant; to exercise control over ownership of minor forest produce, money lending to Scheduled Tribes, management of village markets, institutions and functionaries in all social sectors, and local plans and resources for such plans including tribal sub-plan; and prevent alienation of land; (iv) makes Panchayats accountable by making it mandatory for Panchayat to obtain from Gram Sabha a certificate of utilization of funds by the Panchayat for the plan, programmes and projects implemented in their area.

PESA creates an exception within the rural development space specifically for Scheduled Tribe communities. The programmatic interventions and their impacts have to be assessed in reference to the provisions of PESA before they can be implemented in these geographies. In fact some of the provisions of PESA have been extended to all rural areas, For example, the endorsement of SECC final list by the Gram Sabha is applicable to all Panchayats in the country. Similarly, the identification of works under MGNREGS are required to have approval of Gram Sabha before these can be sent for inclusion as shelf of projects under the programme. PESA has contributed in bringing Gram Sabha as a central body for approval of works and interventions in the villages in all rural areas of the country.

(iii) Forest Rights Act: The Scheduled Tribe and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006²¹³, popularly referred to as FRA, was enacted primarily to recognize and vest the rights over forest and occupation in forest land by Scheduled Tribes and other forest dwellers especially whose rights have not been recorded despite the fact that they have been residing in these forests for generations. The Act creates a legal framework for staking claim, the nature of evidence required to back the claim, and the process of vesting rights in respect of forest land to the above mentioned communities.

²¹³ The Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006, No. 2 of 2007.

The Act is equally sensitive to the needs for conservation regime of forests and includes responsibilities for sustainable use, conservation of biodiversity and maintenance of ecological balance along with achieving livelihood and food security as part of the rights that are vested on ST and other traditional forest dwellers.

From the point of view of rural development as a sector, FRA defines two categories of rights that are vested under the act that align itself with the sector as follows:

- *Individual forest right (IFR)*: These are rights available to individual to hold and live in forest land for self-cultivation for livelihood or for habitation. These rights also include right of ownership, access to collect, use and dispose of minor forest produce that has been traditionally collected within or outside the village boundaries. Exception has been made for primitive tribal and pre-agriculture communities to hold community tenures over land. These rights are thus aligned with the interventions related to livelihoods, shelter, and employment within the rural development sector.
- *Community forest right (CFR)*: Community rights for *nistar* and other community uses and entitlements like fish and other products of water bodies, grazing (both settled and transhumant), and rights to protect, regenerate, conserve and manage any community forest resource that has been traditionally protected and conserved for sustainable use. The CFR also extends to include right of access to biodiversity and community right to intellectual property and traditional knowledge related to bio and cultural diversity. These rights relate to interventions pertaining to livelihoods and infrastructure development within the rural development as a sector.

FRA creates an exception under Forest (Conservation) Act, 1980 where in it provides for diversion of forest land (if recommended by the Gram Sabha) for listed facilities that involve felling of not more than 75 trees per hectare. The listed activities, *inter alia*, includes tanks and minor water bodies, drinking water supply and water pipelines, water or rain water harvesting structures, minor irrigation canals, skill up-gradation and vocational training centres, roads and community centres. Thus, rural infrastructure development can be undertaken through investments in rural infrastructure that have a direct bearing on the livelihood activities carried out by ST and other forest dwelling communities.

According to the latest report available 87 percent of the claims have been disposed of till November 2019. Amongst these 40, 92,183 have been Individual Forest Rights and 76,174 have been Community Forest Right claims.

FRA has had two impacts in the rural development sector: one, the programmes of rural development have been extended to households and communities that have been recognized under the act as the tag of encroachers on forest land was removed; and second, the issues of forest conservation and livelihoods for these communities have gained prominence for rural development. Though the sector as such has not created any specific programme dealing with forest dwellers communities and the programme at present are short on experience and design for improvements in livelihoods and infrastructure in these areas.

(iv) Cooperative: The spirit of cooperation and its institutional forms have been existent in rural India for ages, be it *devari* or *vanarai* systems for creation of village tanks and forests, or *phads* that were used to impound water leading to equitable distribution, or *lana* where peasants partnered with each other to cultivate jointly. The first codified form of the Cooperative Act however dates back to 1904 with the enactment of The Cooperative Credit Societies Act, 1904. The Act was restricted to credit cooperatives and by 1911 there were 5,300 such societies in existence with membership of 3,00,000 persons.

The subject of cooperative societies is placed under the State List in the Constitution. This enabled each State to frame its own laws and rules that governed the functioning of cooperatives in their respective States. However, a Multistate Cooperative Act was framed by the Central Government for cooperatives that operate in more than one state. The first of these Acts was enacted in 1954 which was replaced in

1984 that has replaced with The Multi State Cooperatives Societies Act 2002²¹⁴. The purpose of the new Act has been stated to “serve the interests of members in more than one State, to facilitate the voluntary formation and democratic functioning of cooperatives as people’s institutions based on self-help and mutual aid and to enable them to promote their economic and social betterment and to provide functional autonomy.”²¹⁵

The legislative space for co-operatives has been strengthened with enactment of The Constitution Ninety Seventh Amendment Act in 2011. The amendment led to three critical changes: one, the freedom to form cooperative societies was placed as one of the fundamental rights in Art 19(1); second, in Directive Principles of State Policy additional article 43B was inserted that enjoined upon the State to “promote voluntary formation, autonomous functioning, democratic control and professional management of co-operative societies”; and third, Part IXB was inserted titled The Cooperative Societies which enabled the States to make laws for cooperative societies for their incorporation, regulation and winding up based on the principles of voluntary formation, democratic member control, member economic participation and autonomous functioning. Similar enabling provision has been provided for Central Government to make legislation related to multi-state cooperative societies.

There are 8,33,560 cooperative societies in the country with a total membership of 274.97 million persons. Amongst these 17% are credit-based societies whereas others are engaged in non-credit related activities. The advantage of the federated structure of cooperatives is reflected in the fact that there are 17 National level, 399 State level, and 357 District level federations. Additionally, 1,255 Co-operatives are registered under Multi-state Cooperative Act and implying that their area of operations is in more than one state²¹⁶.

Cooperatives present an organizational format that is backed with enabling legislation to collectivise the poor and enable them to take advantage of their synergetic social capital. The organizational format is suited for developing and strengthening federated institutions that may be required as the collectives gather strength in numbers over large geographical areas, namely cluster of villages, or block and even district level. With each State having a long history of Cooperatives Acts in place there is sufficient experience within States to navigate weaknesses and constraints within their respective Acts and use it for the benefit of the poor.

(v) Producer Company: The concept of Producer Company (PC) was introduced through an amendment to the Companies Act 1956 in 2002. The basis of PC is the definition of primary produce that has been defined as produce of farmers arising from agriculture including animal husbandry, horticulture, floriculture, pisciculture, viticulture, forestry, forest produce, re-vegetation, bee raising and farming plantation products, produce of persons engaged in handloom, handicraft and other cottage industries; by products of such products; and products arising out of ancillary industries.

PC is a body corporate registered under Companies Act that carries on production, harvesting, processing, procurement, grading, handling, marketing, selling, export of primary produce of the members or import goods or services for their benefit. The scope of PC also includes rendering of technical service and/or training, education, research and development for promotion of the interests of the members; and generation, transmission and distribution of power, revitalization of land and water including their use and conservation, and communications related to primary products.

In a PC only persons engaged in activity connected with or related to primary produce can participate in the ownership. As farmers are the primary producer the PCs have come to be known more commonly as

²¹⁴ The Multi-State Cooperative Societies Act, 2002 [Act No of 39 of 2002] in 2002

²¹⁵ Preamble to The Multi-State Cooperative Societies Act, 2002

²¹⁶ Indian Cooperative Movement, A Statistical Profile, National Cooperative Union of India, 2016

Farmer Producer Company (FPC). A minimum of 10 primary producers are required for the formation of the company which after incorporation will be known as limited liability body corporate and a private limited company (without the limitation of maximum 50 members). There is no limit on the maximum number of members for the FPC.

At present, there are 7,374 Producer Companies²¹⁷ registered under the amended Companies Act.

PC as an institutional format has stringent protective measures as it restricts the membership to PC to people from and amongst the primary producers only. This ensures that the producer will be the owner of the organization and the organisation will thus work for the betterment of the members and the primary produce. PCs also represent the opportunity for primary producers to move up the value chain of their produce and take advantage through vertical integration of processes and by trading in value added products.

Empowering People: Guaranteeing employment

There are two legislations that define the entitlements of rural households and individuals as rights and create legal framework which enables them to access these as rights. These two legislations are MGNREGA and RPWD Act.

MGNREGS

One of the focuses of rural development planning has been productive absorption of under-employed and surplus labour force in rural areas. Programmes for wage employment were launched and implemented that provided relief to the rural poor. However, an increasing need was being felt to create a legal framework that will ensure minimum days of employment to every household in rural areas. Based on the experience of the Employment Guarantee Scheme of Maharashtra the Government of India enacted the Mahatma Gandhi National Rural Employment Guarantee Act²¹⁸ that came in to force from 1 April 2007. The purpose of the Act is “enhancement of livelihood security of households in rural areas of the country by providing at least one hundred days of guaranteed wage employment in every financial year to every household whose adult members volunteer to do unskilled work.”²¹⁹

The Act lays down the conditions and the manner in which the guarantee of hundred days of employment will be fulfilled: (i) each state to prepare and notify the Scheme that will, *inter alia*, specify how the adult workers will be enrolled, demand work, conditions for employment, assessment of work, payment of wages, and list of permitted works. These schemes are known as MGNREGS (Mahatma Gandhi National Rural Employment Guarantee Scheme) with reference to the name of respective states; (ii) wage rates that will be paid under the Scheme; (iii) conditions under which unemployment allowance will be paid.

MGNREGS is comprehensive in its approach and coverage of the issues related to commitment of provisioning guaranteed employment. It lays down the institutional arrangement including distribution of roles and responsibilities along with powers and functions at the Centre, State, District, Intermediate and Gram Panchayat level. An elaborate grievance redressal and accountability mechanism including that of Social Audits have been mandated within the act.

Persons with Disability Act

The Rights of Persons with Disabilities Act, 2016 (RPD Act) was promulgated by Government of India, *inter alia*, to give effect to the principles of non-discrimination, equality of opportunity and accessibility to Divyang in the country. The Act comprehensively addresses their rights with respect to education,

²¹⁷ Neti, Annapurna, Govil, Richa, and Rao, Madhushree R., (2019), "Farmer Producer Companies in India: Demystifying the Numbers," Review of Agrarian Studies, vol. 9, no. 2, available at ras.org.in/fc5e6f86c86e8548e3eb17f4ec8fbc9f

²¹⁸ The Mahatma Gandhi National Rural Employment Guarantee Act, 2009 (42 of 2009)

²¹⁹ Preamble to The Mahatma Gandhi National Rural Employment Guarantee Act, 2009

health care, rehabilitation, employment and skill development and protection against violence, abuse, exploitation. For the rural development sector, specific provisions of the RPD Act that apply are as follows:

- *Promotional (Employment and Livelihoods)*: These are provisions that direct the governments at appropriate levels to formulate schemes and programmes, subject to their economic capacity and development, for Divyang that increase their opportunities for employment and livelihoods. These provisions relate to facilitation of Divyang for: (i) vocational training and self-employment programmes (sec 19); (ii) loans at concessional rates (including micro credit) (sec 19); (iii) marketing of products (sec 19); and (iv) services and programmes for their rehabilitation including programmes for employment (sec 27).
- *Protective (Social security)*: The RPD Act expects Governments to formulate schemes and programmes to safeguard and promote the rights of Divyang for adequate standard of living. Among other things, these schemes relate to (i) disability pensions, subject to such income ceiling as may be notified; and access to safe drinking water and accessible sanitation facilities. Though the Act stipulates that provisioning of such schemes will be subject to the limits of economic capacity and development of respective governments, yet the Act states that the quantum of assistance shall be at least 25% higher than the similar schemes applicable to others (sec 24); and (ii) conduct of social audit to ensure protection from adverse impact of all general schemes and programmes and to make sure that the needs, requirements and concerns of Divyang are being met (sec 48).
- *Entitlement (infrastructure)*: There are provisions in the RPD Act that accords rights to the Divyang as specific entitlements that appear as reservations in government programmes. These provisions include (i) measures to provide accessible roads to address mobility (sec 41); (ii) five percent reservation in allotment of agriculture land and housing, poverty alleviation and developmental schemes, and allotment of land on concessional rates where such land is to be used for purpose of housing, shelter, setting up business, enterprise, recreation and production centres (sec 37). According to Census 2011 there are 2.26 crores Divyang in India which comprise 2.21 percent of the total population of the country. Among the Divyang, 56 percent are males and 69 percent of disabled population resides in rural areas. The age break up of population of disabled persons comprise of 17 percent in the 10 to 19 year age bracket, 16 percent in the 20 to 29 year and 21 percent in the elderly age bracket of 60 plus years.

MGNREGS is applicable to all persons residing in rural areas, the RPWD Act is specific to Divyang. The intent and purpose of the both the Acts is however to define the entitlement, create a framework and process to claim entitlement, and establish accountability for duty bearers in case the entitlements are not made available within the given time frame. Whereas MGNREGS is implemented by the DoRD the RPWD Act has implications for the sector where it has to develop interventions and secure resources that will be specifically directed to Divyang. A large part of coverage by the sector has been ensured by making the criteria of disability as inclusive within the SECC data. This has ensured identification and selection of these groups of persons for individual benefit schemes like the PMAY-G. The design of infrastructure and livelihoods related programmatic interventions do cater to the needs of Divyang but there are no specific design and process interventions that ensure that these benefits are secured and reserved for them only.

Reforms: Good Governance

Good governance frameworks have emphasized on the participation of beneficiaries as part of decision making processes; on addressing spatial and inter-household inequalities to make interventions inclusive; and an accountability framework that monitors and ensures compliances with laws and guidelines of the scheme.

Decentralised Governance

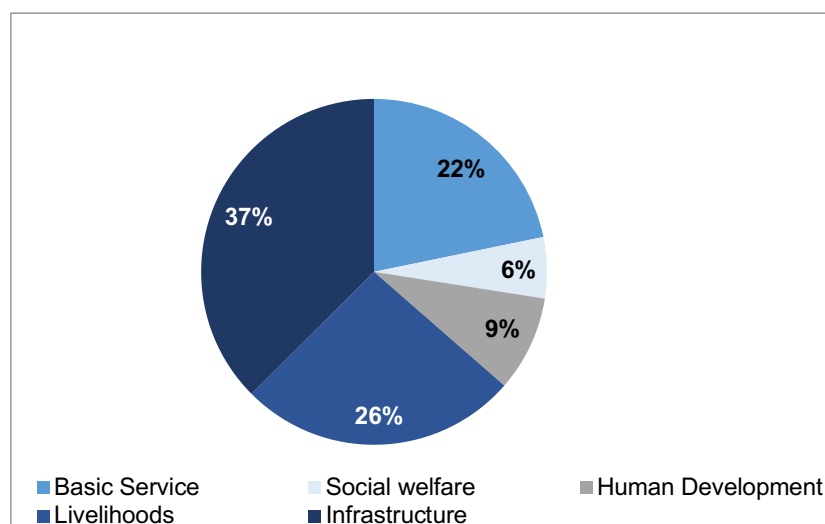
The 73rd Constitution Amendment led to the establishment of Panchayats and the consequent State Acts gave them the State specific legal mandate for their functioning as units of self-government. However, the autonomy of these institutions has been critically linked to the availability of untied funds at their disposal that allows them to meet their developmental aspirations. Preparation of GPDP as a price has been institutionalized which is now increasingly being used to give direction to development in rural areas of the country.

In the Gram Panchayat Development Plan (GPDP), the 14th FFC recommended devolution of large amount of money to Gram Panchayats to the tune of Rs. 2, 00,292 crores for providing basic services for a period of five years during 2015-20. This was three times more allocation than was recommended under the 13th FFC. The Ministry of Panchayat Raj framed guidelines for the preparation of Gram Panchayat Development Plans (GPDP) for economic development and social justice based on participatory processes and convergence of all schemes of Central and State government on 29 subjects that have been devolved to Panchayats under Schedule XI of the constitution.

GPDP essentially has three dimensions: *first*, it captures the vision of what the people would like their village to be; *second*, it sets out goals to achieve the vision; and *third*, it gives an action plan to reach the stated goals. GPDPs are expected to respond to the goals and action plans in a manner where execution of plans will lead towards the achievement of SDG targets by 2030.

Out of 2, 66,870 GPs 93 percent had approved GPDPs in 2019-20. The number of GPs in the country opting for focus area wise data for the year 2019-20 is given in the figure below. The focus area of Basic Service includes water, sanitation, health and PDS; Social welfare includes schemes for weaker sections and tribal welfare. Human Development includes education, libraries, women and child, and cultural activities. Livelihoods include the entire range of livelihoods in rural areas agriculture, animal husbandry, fisheries, small scale industries, and khadi and village industries. Infrastructure is a broad group that includes schemes for energy, plantation, housing, roads, social forestry and irrigation works. It is noteworthy that largest share of works was in Basic services followed by Livelihoods and Infrastructure.

Figure 16 : Focus Area Wise GPs Plan 2019-20



Addressing inequalities

Inclusion implies accounting for inequalities and differences among regions and households. Where the laws mandate non-discrimination and equality of opportunity, it is reforms like adoption of

Transformation of Aspirational Districts programme and SECC data for targeting of spatial and inter-household inequalities. The details of both these reformative actions is given below.

(i) Geographical: Aspirational districts: The story of India's growth will not be complete unless it ensures that growth is both inclusive and sustainable. It is thus imperative that the results and fruits of development are shared by all and the processes of development and growth create spaces where all can participate and contribute in the growth story. There is, however, spatial dimension to underdevelopment in the country. There are places that have not been able to keep pace with development on account of their relatively poor resource endowment, poorer infrastructural network, low quality of social capital, low standards of health, nutrition, education and skills. Depending on the context these factors appear as cause and symptom of under development. The programme for Transformation of Aspirational Districts was launched to address the causes of underdevelopment in these districts and give a sustained push that will bring these districts in development alignment with other areas of the country.

The Transformation of Aspirational Districts programme is aimed to increase the pace of developmental activities in selected 117 districts in 28 states of the country. The programme is implemented by States and the focus is to identify and use the strengths of each district and prioritise attainable outcomes for immediate improvement. The programme works on the three core principles of Convergence, between schemes of Central and State government; Collaboration, among citizens and district teams of Central and State government; and Competition, among districts to maintain and sustain the pace of development. The programme draws on five thematic areas including Education and Health and Nutrition. The other three themes, Agriculture and Water Resources, Financial Inclusion and Skill Development, and Basic Infrastructure, are related to indicators of Rural Development as they seek to enhance multiple aspects of livelihoods and infrastructure in rural spaces in these districts.

The programme monitors the real-time progress of aspirational districts based on 49 indicators (81 data-points) from the 5 identified thematic areas. NITI Aayog has completed a baseline ranking of 101 districts. The districts are ranked based on their progress on a real-time basis to assess 'distance to frontier' – i.e. the distance of each district from the state's and nation's best. The districts are ranked in each of the five thematic areas as well as on a composite index. The dashboard in real time provides ranking of each of the aspirational districts as well as give rank of the top and bottom district for each theme and on composite index.²²⁰

(ii) Household: Addressing Deprivations: Identification of poor households is a prerequisite for effective targeting of beneficiaries under poverty alleviation and rural development programmes. BPL Census was conducted by DoRD every five years since 1992. The Census provided credible basis for evidence based intervention; an estimate of extent of poverty in the country; and efficacy of the government programmes in ameliorating socio-economic conditions of the targeted beneficiaries. The BPL Census was conducted in 1992, 1997 and 2002. Targeting based on BPL list was negatively affected by serious methodological errors that led to errors of exclusion and inclusion which not only deprived the poor from getting benefits of poverty alleviation programmes, but also placed the non-poor into category of poor.

Sumit Bose Committee recommended use of SECC data for targeting the poor and deprived households as beneficiaries of poverty alleviation programmes. The BPL list is prepared based on the data provided by NSSP, whereas SECC data ranks households on different parameters of deprivation and also accords the opportunity of prioritizing households based on criteria of multiple deprivations. Further, since SECC

²²⁰ NITI Aayog (2018) Aspirational Districts: Unlocking Potentials, NITI Aayog, Government of India

has disaggregated data on different deprivations it allows use of the same data set for targeting households for different programmes.

SECC was conducted with participation from DoRD, MoHUA and Office of the Registrar General and Census Commissioner. The SECC was a respondent based survey that was ratified by the Gram Sabha and Gram Panchayat. It had six steps: Enumeration, Supervision, Verification and Correction, Draft list publication, Claims and Objections, Final list publication. The final approved list served as the reference data to target programmes of rural development.

Accountability

Details of accountability and transparency that highlight the reforms instituted for good governance are given in the Accountability and Transparency section of the report (*Page 87*). To summarise, the accountability in the sector takes place through multiple mechanisms that include performance monitoring through web based MIS system well supplemented by geo-tagging of assets and monitoring by DISHA committee at district level. The second system in assessment by National Level Monitors, conduct of Common review Missions and evaluation studies of specific schemes. The third oversight mechanism entails statutory audit compliances as well as the social audit mechanism that has been developed and instituted up to Gram Sabha level. For each of these three systems, specific mechanisms and frameworks have been developed which have brought consistency and depth to the analysis and have given valuable feedbacks for enhancing management and operational efficiency in programme implementation.

E-Gram Swaraj

Ministry of Panchayati Raj in collaboration with States has undertaken the enormous task of e-Panchayat in Mission Mode Project under Digital India programme of Government of India. The project aims to automate internal workflow processes of all the 2.5 lakh Panchayats across the country and make a significant contribution in transforming the rural governance landscape in the country. With the 14th Finance Commission making large amounts of money available to Panchayats it has become imperative to install a robust and effective monitoring system that captures activities in all their manifest forms not only from planning to implementation but also fulfilling accountability compliances and ensuring sustainability of benefits and impacts.

The e-Gram Swaraj, under the e-Panchayat, is a single platform for planning and accounting needs of Panchayats. Developed as part of Panchayat Enterprise Suite, it aims to bring transparency and strengthening of e-Governance in Panchayat institutions. It has five modules: one module profiles the Panchayat in terms of details of elections and elected members of the Panchayats; the second module facilitates planning by recording suggestions of Gram Sabha, repository of shelf of projects, details of resources in terms of budgetary allocation from all sources and enables convergence and preparation of action plans. The third and fourth modules are focused on progress reporting and accounting respectively. These modules track physical and financial progress including geo tagging and securing technical and administrative approvals of works and adopt double entry cash based system for work based accounting and monitoring of flow of funds. The module facilitates daily, monthly and yearly closure of books of accounts. The last module is an Asset Directory that keeps an inventory of all movable and immovable assets of the Panchayats along with their location, status and ownership.

Takeaways

- **Strengthening Decentralisation of Governance.** Rural development interventions conform to taking forward the agenda of strengthening Panchayats in the country. As all the subjects entrusted to Panchayats fall within the purview of rural development sector the collaboration between the sector and Panchayat is not a strategic option but a constitutional imperative. Working with

Panchayats and increasingly giving them space in planning and implementation of programmes of rural development has created institutional experience in these institutions that has worked for the strengthening of decentralized governing systems. Making functions actionable through reformist measures like GPDs furthers the constitutional vision of emergence of Village Panchayats as units of self-government.

- **Sensitivity to tribal cultural milieu.** Most of programmes of rural development are designed for universal coverage and implementation. The regional or cultural variations based on geographical and community groups are not given enough prominence. For example, the design of rural houses has geographical variations, but they have not been designed for the needs of tribal groups that give specific meaning to different parts of their house. Similarly, the institution of Self-Help Groups has been transplanted in tribal areas without assessment of their own traditional systems of collectives and mechanisms for extending credit to each other. In large part the tribal groups in PESA areas have not been informed of their rights and power under the PESA, generally or through programmes of rural development. Thus, the traditional wisdom and socially accepted institutions have not become part of the development design and rural development as a sector seems to have lost on this opportunity.
- **Forest as a special sub sector.** Administratively forests have always been administered by Ministry of Forest according to the provisions of Forest Conservation Act. As a result, rural development as a sector has not developed specialization in forest based livelihoods as it has on farm and farm based livelihoods. Further, rural development interventions that always lie outside the forest area. However, with FRA bringing in area significant population, hitherto outside the ambit of rural development, as part of the sector implies developing forest specific interventions in livelihoods and infrastructure for these geographies and people.
- **Rights and Entitlements.** The rights and entitlements framework has been empowering to the rural households and have given them opportunity to voice their aspirations. The impacts of these are also reflected in the processes associated with GPDs that has further strengthened these voices. The impacts of rights based framework in legislations and their follow up with administratively implemented schemes has prompted formulation of similar legislations (e.g. National Food Security Act) in the country.
- **Bridging the digital divide.** Use of ICT and computer based, and digital technology is making accountability easier and available to citizens. At one end it is making tasks of Panchayats easier and on the other it is bridging the digital divide that exists between urban and rural areas.

Way forward

- **No definition of “country”.** There has been no definition of rural or country in any of the legislations in the country. The Town and Country Planning Act do not define the word country. With rural and urban areas developing as a continuum the distinction becomes important as institutions of governance and standards of services and service delivery will have to be aligned accordingly. Such a definition will contribute in developing long term plans for the country, similar to the plans that are envisaged for town and cities.
- **No legal framework that will guarantee social security to elderly and widows.** At present, there is no legal framework that defines the rights and entitlements related to social security of the elderly and widows. These legislations will establish benchmark minimum of social security and will guarantee a minimum standard of dignified living to the marginalized and dependent population in the country.

- **Decrease of Agency function of Panchayats.** The design of rural development programmes has visualized Panchayats in the function of agency of the rural development administration. The delegation of functions and devolution of powers to Panchayats have to gain in number and content so that these are substantive in nature and enable Panchayats to increasingly function as units of self-government. A review of functions entrusted to Panchayats in the rural development sector can highlight and develop a plan that will gradually transfer powers and function to Panchayat institutions.
- **Universalisation of programme design.** Programmatic designs are universal in nature. The guidelines need to make exception for different geographical areas (Schedule Five and Six areas) different communities (tribal groups) to account for their diversity and to people in different circumstances (Divyang) to cater to their specific needs. These will require greater participation of States in development of programmatic designs and formulations of schemes.
- **Bringing forest and forest based communities and livelihoods as special group.** Forest and forest based livelihoods need to be carved out as special group within rural development so that specific interventions in livelihoods and infrastructure can be developed for them.
- **Pilots from Aspirational District for replication.** Aspirational Districts have defined pathways that have shown progress on different indicators. There is urgent need to document the experiments that were undertaken for planning and implementation that have increased pace of development in these districts for wider replication all over the country.
- **Making SECC dynamic.** For SECC to be made effective, it needs to be made more dynamic wherein its updation is more frequent so that households that have been left out or have added to the list of deprived households are included in the programmes for rural development.

(xii) Impact on and role of private sector, community/ collectives/ cooperatives

Introduction

The rural development sector comprises key stakeholder groups who *contribute to and are impacted by sectoral outcomes* in different ways. The private sector has increasingly become an important stakeholder in rural spaces, thereby opening up possibilities of public-private partnerships and creating spaces for innovation and research. Further, India's history of rural development has strong mechanisms to initiate and reinforce community participation, with *people's aspirations and demands forming the basis of policies and programmes*. Furthermore, collectives and cooperatives are key innovations to aggregate actions and interests in rural spaces, thereby enabling citizens to channelize their funds and efforts towards common developmental goals.

Background

Private Sector

Private sector contribution to rural development is at two levels: one is through *participation in creating of value chains* that enables producers in rural space to gain *by participating as processors in the value chain*; and second, as *Corporate Social Responsibility (CSR) investment in rural spaces*.

(a) Value chain creation

The initial years of agricultural growth that were instrumental in ushering in development in rural areas were focused on *interventions designed to increase production and productivity of farms*. However, in the 1990s as agriculture production stabilized and the sector was open to private players the *opportunity of private sector coming in participate in the creation of value chains* become possible. Further, the private

sector expanded its presence from agriculture to other sub- sectors that included animal husbandry and livestock farming, fisheries, handloom and handicraft products.

The private sector plays multiple roles in the value chain: *as trading partners, service providers like storage and transportation, design and technology providers, knowledge disseminators, processors of primary produce and creators of agriculture/off farm business hubs* in rural areas²²¹. The private sector participation has been instrumental in bringing transformation in agri-based businesses as well as movement of surplus labour in rural areas from agriculture to non-agricultural sectors.

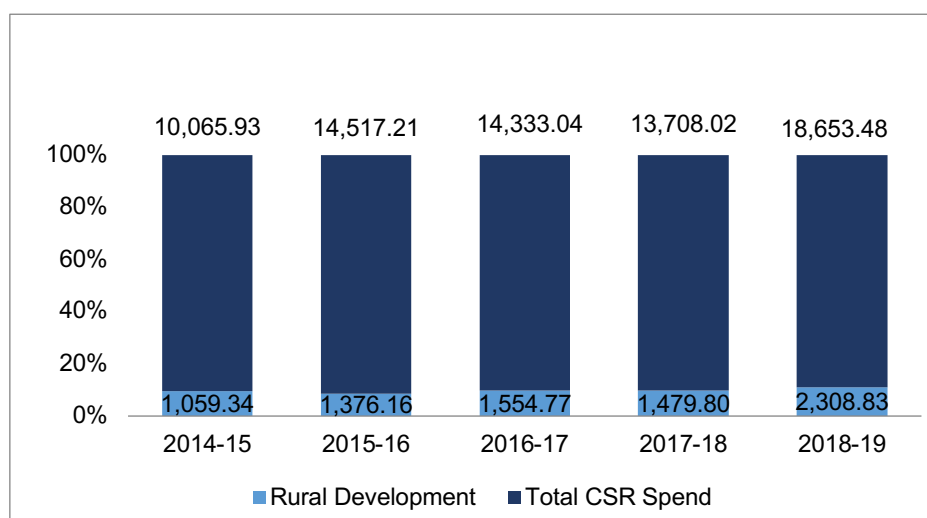
There is however *lack of data that captures the role and contribution of private sector contribution in creation of value chain* emanating from rural sector. The information available is anecdotal and *does not provide a macro picture of the trends and impacts*.

(b) CSR investment

The total CSR spend in 2014-15 was Rs.10,065 crore that increased by 54 percent to Rs.18,653 crore in 2018-19. However, over this period the amount initially increased in 2015-16 but then decreased in the subsequent two years and finally underwent a *quantum jump in 2018-19*. During 2014-15 to 2018-19 the expenditure under CSR for Rural Development increased by 45 percent.²²²

As proportion to the total spend under CSR, investments under rural development have *grown in absolute as well as percentage terms*. Rural development comprised *10.5 percent of total CSR in 2014-15 but it increased to 12.3 percent in 2018-19* indicating that with increase in CSR expenditure rural development is *increasing its share in the total spend by private companies*.²²³

Figure 17 : Total CSR spend and Expenditure on Rural Development (Rs. crores)



The CSR spend is however *uneven across different states*. The majority of investment is in Maharashtra, Tamil Nadu and Andhra Pradesh followed by Karnataka, Rajasthan, Odisha and Delhi. Sector wise, the largest share is that of *education followed by health and then rural development*.²²⁴

Civil Society

There are 92,484 NGOs registered with Darpan portal. Amongst these 22,891 (or 24 percent) work in the field of rural development. These civil society organizations access funds from government, corporate,

²²¹ Adapted from Jain N (2019) Role of private sector in building an efficient agricultural chain, TERI

²²² National CSR Portal, Ministry of Corporate Affairs. Retrieved from <https://www.csr.gov.in/>. Accessed on 27 May 2020.

²²³ Same as Footnote 239.

²²⁴ Same as Footnote 239.

foreign and individual donations. In 2016-17 the *largest donations came from foreign sources* to the tune of Rs. 14,824 crores followed with CSR fund of Rs. 13,465 crores and government donations of Rs. 5,367 crores. There is *no centralized data for individual donations*, yet these have been estimated to be approximately Rs. 461 crores.²²⁵

The *thematic disaggregation of data present difficulties for its categorization*. For example, in case of foreign funds the broad categories are Social, Educational, Religious, Economic and Cultural. Thematic disaggregation is possible in case of CSR data that indicates that *18% data to civil society organizations has been for rural development and poverty alleviation*. In case of individual donation lack of centralized and disaggregated data restricts assessment of thematic data sets.²²⁶

Community collectives

Self Help Groups (SHGs): There are *two major sources that are responsible for formation of SHGs* in the country: *NABARD through its SHG-BLP programme* and *DAY-NRLM*. Both the Programmes have together formed 1 crore SHGs in the country that cover 12 crore households in rural areas. These SHG have mobilized Rs. 23,324 crore worth savings by March 2019²²⁷. Almost half (50.77 lakh) SHGs had outstanding loan amounts as of March 2019 which were worth Rs. 87,098 crores.²²⁸

Cooperatives: There were 8, 33,560 cooperatives in the country in 2016 with a total membership of 274.97 million persons. Of the total cooperatives 46,870 (around 5.6 percent) were defunct. Amongst the total cooperatives, 17 percent (141,118) were credit-based cooperatives and the remaining were non-credit based cooperatives. The cooperatives had a total share capital of Rs. 383,285 million. Among the cooperatives there were 12 National, 399 state and 3,571 District level cooperative federations. Further 1,255 were multi-state cooperatives.²²⁹

The contribution of cooperatives in national economy can be assessed with the fact that cooperatives cover 94.32 percent villages and distribute 17 percent of the total agriculture credit and Kisan Cards to 75.71 percent farmers.²³⁰

Producer Companies (PC): There are 7,374 producer companies registered in India between January 2003 and March 2019.²³¹ The *pace of registration of companies was slow in the initial 10 years* of the amendment to the Companies Act. It is only after 2016 that the registration of PCs took off with more than 1,691 companies being registered during the year. In 2019, a total of 11,804 producer companies were registered.²³²

A total of 445 companies are in the process of being struck off or have been struck off representing 6 percent of the total companies registered. The percentage of companies struck off may be low as the process of striking off begins after two years of registration and when the company has been given time to respond to the queries of the Ministry of Corporate Affairs. Significantly, 46 percent of the companies that have been registered for more than 10 years have been struck off by the Ministry.²³³

²²⁵ Centre for Social Impact and Philanthropy, Ashoka University. (2019). Estimating Philanthropic Capital in India: Approaches and Challenges.

²²⁶ Same as Footnote 242.

²²⁷ National Bank for Agriculture & Rural Development. (2019). Status of Micro-Finance in India 2018-19

²²⁸ Same as Footnote 244.

²²⁹ National Cooperative Movement of India. (2016). India Cooperative Movement: A Statistical Profile.

²³⁰ Same as Footnote 246.

²³¹ Registered as producer companies under Section 581 of Part IX-A of the Companies Act 1956 or Section 465 of the Companies Act 2013

²³² Neti, A., Govil, R., & Rao, M. R. Farmer Producer Companies in India: Demystifying the Numbers.

²³³ Same as Footnote 249.

The registered producer companies have a total authorized capital of about Rs. 15.7 billion and total paid-up capital of about Rs. 8.6 billion, with an average of Rs. 1.17 million per company. There are about 4.3 million shareholders across all producer companies.²³⁴

Key Takeaways

- **Rural Development sector has gained by collaborating with private sector, civil society organizations and people's collectives:** The gain to rural development by collaborating with private sector and civil society has been *manifold*. There has been *widespread penetration of civil society and people's collective (especially cooperatives)* in the length and breadth of the rural areas of the country. These organizations have been able to build a *strong saving and credit base* for collectives of the poor and *ensured their financial inclusion* with banks.

In addition to its financial contribution through CSR funding, the private sector has made contributions *by way of developing and strengthening of value chain enabling movement* from produce to product and from farm to firm.

- **There are no comprehensive policy guidelines for engagement with private sector and civil society at a sectoral level:** There are schematic guidelines that stipulate the manner of engagement with collectives and civil society *for the purpose of the scheme only*. For example, the DAY-NRLM guidelines stipulate the engagement of NGOs as technical support agencies and the formation of PCs as aggregators of producer with common range of produce. There are, however, *no comprehensive policy guidelines that creates space for interface and engagement with private sector and civil society organizations on a regular basis* which are not only knowledge sharing platforms but also for collaborative research and development as well action oriented initiatives.

Way Forward

- **Creation of knowledge haring platform with private sector and civil society organizations:** Bringing together sectoral representatives from the private sector and civil society for knowledge sharing and exchange *will bring depth to the sector as it will gain from different experiences and competencies*.
- **Interface platforms that can give rise to private-public-collective initiatives:** There is need to facilitate promotion of public, private and people's partnerships that will create the base for innovation and high risk ventures. These interfaces may create a new breed of startups in different fields of rural development- namely livelihoods, infrastructure and social safety nets.
- **Policy for engagement with private sector, civil society organizations and people's collective:** There is need for sector level policy framework and guidelines that enable regular interaction between private sector, civil society and people's collectives with rural development interventions. The policy needs to take a long term view that will promote these engagements and create synergies among the strengths of different institutions.

(xiii) Migration

Introduction

Migration is a *complex and multifaceted phenomenon*, manifested in a variety of forms, *from local mobility to permanent relocation across international boundaries*.²³⁵ Despite the importance of migration as the

²³⁴ Same as Footnote 249.

²³⁵ Avis, W. R. (2017). Scoping study on defining and measuring distress migration.

harbinger of economic transformation, it suffers definitional inconsistencies. The *UN Convention on the Rights of Migrants* defines a migrant worker as a 'person who is to be engaged, is engaged or has been engaged in a remunerated activity in a State of which he or she is not a national'²³⁶. However, this definition does not take in to account cases where migrants leave their place of origin on account of economic insecurity, conflicts, political or social persecution, environmental degradation or disasters or simply in search of their very survival.

Based on review of various definitions that exist in different countries, scholars have grouped the motivations to migrate in to five criteria: *direction of movement, destination of movement, duration of movement, lawfulness of movement, and willingness to move*. Such a classification has been made to understand the 'degree to which individuals or household's decision to migrate is made voluntarily or involuntarily'.²³⁷ Voluntary migration indicates a *decision based on their intrinsic desire to bring improvement in their economic life by exploring better livelihood options*. Involuntary migration on the other hand depicts a migratory movement that has *elements of coercion or threats to life and livelihoods from manmade or natural causes*. A relevant and significant factor for rural development as a sector is the *phenomena of distress migration that is prompted by the lack of access to employment and the inability to survive with dignity*²³⁸.

Background

Migration gains constitutional sanction which guarantees all citizens the right to move freely and reside and settle in any part of the country (Article 19), prohibits discrimination on the basis of place of birth (Article 15), and guarantees equal opportunity to all citizens in matters of public employment (Article 16). These sanctions have been further strengthened with the ruling of the Supreme Court²³⁹ that held restrictions based on residence for the purpose of employment unconstitutional. Economically, migration represents opportunity that carries human capital to regions where it is needed thereby *enabling acquisition of new skills and better standards of living*²⁴⁰. At macroeconomic level rural to urban migration has been the *driver that has fuelled the Indian economy away from agriculture towards manufacturing and services*.

Data on macro trends internal migration in India is based on Census and the quinquennial household surveys carried out by NSSO. Census defines migrant as a *person residing in a place other than his or her place of birth or one who has changed place usual place of residence to another place*. Resident is defined as one who is staying in a location for six months or more. NSSO uses *the change in usual place of residence as the basis of identifying migrant*. In its 64th Round (2007- 08), migrant was defined as a household member whose last usual place of residence, anytime in the past, was different from the present place of enumeration. In both the cases the *fact of migration has been captured but the reason for migration (based on the willingness criteria) has not been captured*. This defies a macro level assessment of the trend of *distress migration* and whether the interventions at the sector level in rural development are able to address the phenomena of distress migration.

Sangeeta (2017)²⁴¹ explores the *inverted U relationship between income/wealth and migration* to look into situations of distress migration or high levels of migrations at abysmally low levels of income. The paper posits that *as income increases there is an increase in migration till a certain point beyond which*

²³⁶ Faso, B. (2012). International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.

²³⁷ Same as Footnote 252.

²³⁸ Mander, H. & Sahgal, G. (2015). Internal Migration in India: Distress and Opportunities.

²³⁹ Charu Khurana v. Union of India and Others (Civil Writ Petition No. 73/2013)

²⁴⁰ Korra, V. (2011). Labour migration in Mahabubnagar: Nature and characteristics. *Economic and Political Weekly*, 67-70.

²⁴¹ Sangita, S. (2017). Poverty and Migration: Evidence of Distress Migration in India. In IARIW-ICIER Conference (pp. 23-25).

there is an inflection. Beyond this point, there is a downward sloping curve, wherein improved levels of income lead to decreased migration. At the same time there is a cost associated to migration and households that are unable to bear the cost may not migrate and may remain trapped in the zone of immobility. Sangeeta (2017) uses 64th Round of NSSO data and generates evidence that at extremely low levels of income the inverted U curve hypothesis may not hold true for income/wealth and migration. That is, lower levels of income will cause distress migration and the households may opt for unsafe passages to migrate.

Rural development sector makes investment at both ends - investments that facilitate migration, and interventions that seek to arrest the phenomena of distress migration.

- **Sectoral interventions to facilitate migration:** Investments in infrastructure by way of road rural networks enhance mobility and bring down the cost of transportation, thereby facilitating migration. Further, SPMRM recognizes the rural-urban continuum and adopts a cluster approach for livelihoods enhancement. This, in turn, creates a network which facilitates increased opportunities for employment within the cluster. These interventions are directed towards increased movement of households seeking better job opportunities. Effects may also manifest in the form of decreased migration as the job seekers will choose to commute, and not migrate within the cluster.
- **Sectoral interventions to mitigate distress migration:** Sectoral investments that direct their impact on decreasing distress migration are at four levels: *one*, provisioning of demand-based employment under MGNREGS that guarantees work/unemployment allowance; *two*, providing safe and secure shelter by way of housing that acts as a dis-incentive to migrate (at least for long periods); *three*, provisioning of pensions under NSAP that makes cash available to the households that act as a deterrent to migrate; and *fourth*, easy access to credit to the poor families through the SHGs (including Vulnerability Reduction Fund) provides opportunities to the families on threshold of distress to make investments in their food security and livelihoods and refrain from migrating in distress (the impact of the scheme and programmes on distress migration will be discussed in detail in respective schematic sections in this report).

Takeaways

- **There is a lack of typologies of migration:** Migration as a phenomenon has been well documented and researched. Surveys and narratives explore the phenomena as an evidence of structural transformation on Indian economy and as evolution of the economy from an agrarian base towards industrial and service oriented sources of wealth creation. These explorations have not dwelled in to different types of migration, other than making broad generalizations of the push and the pull factors. The lack of typologies of different types of migration has created an information and knowledge gap wherein it is not possible to assess and determine long and short terms trends in migration in general, and distress migration in particular.
- **Sectoral interventions facilitate migration as well as seek to arrest distress migration:** In the absence of clear and consistent definition of distress migration it is difficult to make an assessment of the impact of sectoral interventions on distress migration. Even within programmes, the factor of migration is not tracked in regular monitoring and review processes. Consequently, the rural development policy depends on systematic evaluations to provide feedback on the impact migration and distress migration of the investments made in the sector. These gaps constrain the sector in identifying and giving priority to households that are the verge of distress.
- **MGNREGS holds the potential to mitigate distress migration to some extent:** MGNREGS is perhaps the only programmatic opportunity that has the capacity and the flexibility to bring succour and relief to households and geographies facing distress on account of prolonged drought and/or

natural disasters. The programme has increased the guarantee of 100 days to 150 days in Districts that face high levels of migration on account of drought situations. However, since the programme is demand-based, it does not impact the decisions of the household directly but indirectly by making work available locally. Other issues of food security, debt burden etc. are not accounted for in the programme.

Way Forward

- **Initiate demand for definition of migration and typologies of different types of migration:** DoRD, representing the *host* to migrants, can collaborate with MoHUA, as *destination and recipient* of migrants, demanding the definition of migration and creation of categories and typologies of different types of migration. These will bring in *consistency in data collection and exploration in the phenomenon of migration*, and its reasons and impacts thereof. The Ministry of Statistics can provide *technical backstopping* to develop glossary related to migration in the country.
- **Track migration as part of regular MIS of programmes:** The sector needs to initiate the process of *tracking migration as a result of its programmatic interventions*. The tracking can be of both, the individuals and households that were facilitated to migrate (by way of skill development and/or through facilitative investments in their economic system), and households that were supported to reduce or stop their migration in distress. This data will be helpful in providing *real time inputs of the impacts of programmes* in rural development for policy making. The pilot for tracking migration can be made part of *Transformation of Aspiration Districts programme* which will give a pan-India view of the magnitude, extent, processes, factors, and reasons for migration in the country.
- **Promote impact studies on migration under different programmes:** So far the studies in rural development and migration have been with reference to MGNREGS. However, the *impact of other programmes especially PMAY-G, PMGSY, NSAP and SPMRM on migration have not been studied nor assessed*. These impact studies will be helpful in developing impact indicators for each of the schemes and also generate the narrative that will *link investment in rural spaces to development of human capital*, thereby laying down conditions that facilitate migration (whether in distress or for improvement in standard of living).
- **Developing a packaged approach to address distress migration:** The issue of distress migration, at present, *does not have a packaged approach*. There is reliance on MGNREGS to provide work locally. Other issues of food security, debt servicing, availability of safe drinking water etc. are not packaged with the programme. Even in high migrating districts/regions there is need for a packaged approach to address the issue of distress migration.

1.3. Issues and Challenges

Rural sector with considerable history of varying scale of projects and apparent success and challenges requires stocktaking for understanding the relevant issues and challenges for future policy. There has been considerable recent discussion of the changes that are taking place in the rural sector, both within rural economies and in terms of the approaches adopted towards rural policy. The predominant characterisation is of a single change, commonly from an approach focussed fundamentally on the agricultural sector towards one focussed on the rural space and more diversified economic activity. These were driven by a need to ensure domestic food security and the central role of agriculture in rural economies. This approach met variety of objectives for food security, rural development and farm incomes simultaneously. There has been a steadier process of economic and social change in rural areas over a period.

The core of the rural transformation agenda now is defined by the following major imperatives²⁴²:

- **Reducing poverty and inequalities**²⁴³: not only those inherited from past policy decisions and social structures but also the new gaps and inequalities being created by the process of rapid change itself.
- **Ensuring food security and accelerating agricultural development**²⁴⁴: securing a relevant role and opportunities for small-scale producers and family farmers in value chains.
- **Creating more and better jobs and economic self-sufficiency**²⁴⁵ in rural areas: including small towns and intermediate cities.
- **Rural economic diversification**²⁴⁶ as a major driver of job creation. At the same time, addressing imperfect rural labour markets.
- **Meeting the climate adaptation and enhancing green agenda**²⁴⁷.
- **Stimulating growth of rural towns and intermediate cities and strengthening the links**²⁴⁸ between them and their rural households.
- Managing the complex²⁴⁹ and sensitive issue of **rural–urban migration**²⁵⁰.
- Securing **universal access to basic public services**²⁵¹ with improved quality standards.
- Securing **widespread access to efficient and sustainable financial services and capital with improvements in efficiency and institutional capacity of rural financial systems**²⁵².

²⁴² The agenda of rural transformation has been arrived at based on references derived from secondary literatures. Rural transformation (both structural and sectoral) vis-à-vis the relationships that exists find relationship both in terms of conceptual underpinnings and policy imperatives.

²⁴³ Claire Aubron, Hugo Lehoux et Corentin Lucas (2015); Poverty and inequality in rural India. <http://journals.openedition.org/echogeo/14300>

²⁴⁴ HLPE. 2016. Sustainable agricultural development for food security and nutrition: what roles for livestock? A report by the High-Level Panel of Experts on Food Security and Nutrition of the Committee on World Food Security, Rome.

²⁴⁵ IFAD (2019) Creating opportunities for rural youth; Rural Development report

²⁴⁶ Mehta, Niti. (2018). Occupational Diversification and Rural Transformation. 10.1007/978-981-10-8962-6_2.

²⁴⁷ UNDP (2012) Greening Rural Development in India Vol I & Vol II.

²⁴⁸ Sietchiping et. Al (2014) The Role of Small and Intermediate Towns in Enhancing Urban-Rural Linkages for Sustainable Urbanization, Regional Development Dialogue, vol. 35, 2014 <https://www.researchgate.net/publication/322909630> (accessed 8th March 2020)

²⁴⁹ Bhagat (2017) International Institute for Population Sciences, Mumbai. Paper presented at United Nations Expert Group Meeting on Sustainable cities human mobility and International migration, Population Division, Department of Economic and Social Affairs United Nations Secretariat New York 7-8 September 2017

²⁵⁰ Bhagat, R. B. (2016) 'Changing pattern of migration in India', In C. Guilmoto and Gavin Jones, (eds.) Contemporary Demographic Transformations in China, India and Indonesia, Springer, Dordrecht, pp. 239-254

²⁵¹ Same as Footnote 65.

²⁵² IFAD. (2016). Rural Development Report Chapter 7 – Rural Finance.

- Promoting **innovation, research and development**²⁵³ focused on the needs of rural ecosystem with engagement for community and rural producers with opportunities offered by digital transformation.
- Putting in place **social support schemes including cash transfers, pensions and employment guarantees for the most vulnerable to secure the basic human dignity and ease of living**²⁵⁴ for every rural household.

All these offer sustainable long-term outcomes with localized, inclusive economic growth, complemented and not replaced by social support schemes. The evolution of such a pattern leading to transformation, enabling ecosystem and convergence-based interface across all the nodes of rural sector viz.; infrastructure, livelihoods and social safety nets are tabulated below to understand the empirical pattern and spatially explicit narrative of the rural sector.

Table 8: Evolution of Rural Development Transformation Agenda²⁵⁵

Underpinning	Paradigm – Old	Paradigm – New	Enabling policies Paradigm
Basic principles	Agriculture policy Rural Policy	Multisectoral (Competitiveness)	Multiple dimensions addressed by programs viz.; rural economy (infrastructure creation and livelihoods); decentralized planning and implementation (PRIs) & resilience (ecological and participation of women in economy and society)
Policy, Procedural and Institutional Changes	Support for single dominant resource sector	Inclusion and Inclusive growth	<ul style="list-style-type: none"> • Promotion of Human Development and gender Equality • Capacity Building for Decentralization • Sustainable Livelihoods • Vulnerability reduction and Sustainability
Tools	Subsidies	Transparency and Accountability systems of PRIs Devolution and Autonomy to decentralized planning Fiscal provisioning and Targeting	<ul style="list-style-type: none"> • Integrated approach incorporating Subsistence rural households, diversified rural households, Specialized farm and non-farm households (agriculture, livestock fisheries, forest based, services, skill based etc.) & transitioning rural households (Rural – urban continuum) • Aims to address both spatial- and regional and gender-based disparities / inequalities
Key actors and stakeholders	Central and State Governments and	All level of synergy within and outside incorporating public,	<ul style="list-style-type: none"> • Interface with Public sector, private sector and non-

²⁵³ FAO (2017) Innovation for sustainable rural development

²⁵⁴ ILO (2014) Social protection for older persons: Key policy trends and statistics Social protection for older persons: key policy trends and statistics / International Labour Office, Social Protection Department. - Geneva: ILO, 2014 (Social protection policy paper: No.11, ISSN: 1020-9581; 1020-959X)

²⁵⁵ Related indices to arrive at the matrix have been established based on the statistical information and the pattern of rural transformation in India. Three multidimensional assessing indicator system viz.; Rural Development Index (RDI), Rural Transformation Index (RTI) and urban-rural coordination index (URCI) have been considered as enumerated in the study by Ohlan (2016); Rural Transformation in India in the Decade of Miraculous Economic Growth, Journal of Land and Rural Studies 4(2) 1–18 © 2016 Centre for Rural Studies, LBSNAA DOI: 10.1177/2321024916640110

Underpinning	Paradigm – Old	Paradigm – New	Enabling policies Paradigm
	sectoral focussed Institutions	private and civil society and local stakeholders	government organizations / civil society <ul style="list-style-type: none"> Demographic structure and trends considered for economic opportunities and welfare
Approach	Uniformly applied top down policy	Bottom up policy, local strategies Empowered deliberative democracy (EDD) (Fung et. al., 2001) ²⁵⁶	Opportunity (Demand) based vs. Necessity (Provisioning) based with policy and investment balance
Rural Definition	Not urban (Classified based on population)	Rural as variety of distinct types of geographies	Functional areas: Switch from static definition of “rural” and “urban” toward multidimensional policies that incorporate rural areas into regional development and build on positive dynamics of rural urban linkages

Policy and Operational Paradigm of Rural Sector

The increased complexity and differentiation of rural sector also has implications for the ways in which policy decisions and various operational paradigm are being contextualized. Diversity of various kinds implies that appropriate decisions within the multi-level governance system for the administration of programs in the Indian rural sector should include an effective sovereign system for delivering policies and assessing their impacts.

The causal mechanism including focus on the issues and challenges to drive the rural growth will bring about not only economic but also social stability. An integrated approach with all sub sectoral policies in conformity with each other, public goods becoming efficient in serving their purpose and markets serve as guiding force towards allocation of resources, the vision of minimum *government*, *maximum governance* can be realised. The entire process may not be achieved overnight but it may set the ball rolling.

Developing productive assets and expanding economic inclusion to develop a supported market led approach, which addresses regional economic opportunities, without changing the demand led drive of current investments is the need. Investment in monitoring and evaluation to assess sustainability, creation of platforms and networking systems for quick peer to peer/ cross-programme learning too are critical. Systemic impacts of the social capital-based projects to negotiate and mediate the terms on which the public and private sector interact with the poor on a completely new scale that facilitates targeting and inclusion and builds on its leveraging capacity will be desired. Household sustainability along with cost effectiveness and economic rates of return to cope with resilience and encourage innovations and opportunities to building linkages for future will prove to be an enabler for the structural transformation of the Indian rural economy.

1. Targeting the Poor²⁵⁷

²⁵⁶ Fung & Wright (2001). Deepening democracy: Innovations in empowered participatory governance; Politics and Society, Vol. 29, No. 1.

²⁵⁷ Targeting the poor forms part of the National level KII that was conducted with Shri N C Saxena (Chairman, Committee constituted by Ministry of Rural Development). Further the article by Shri N C Saxena: Has it ignored too many poor households? EPW, Vol.50, Issue no; 30, 25th July 2015 too has been referred to.

The subject of 'what' is poverty and 'who' are the poor has been a long-debated issue in public discourse for poverty alleviation in the country. Where 'what' of poverty is important for determining measures of poverty and thereby estimates of number of poor, the 'who' of poverty gains significance in targeting and identifying beneficiary's poverty alleviation programmes.

The discourse on 'what' of poverty has come from *income-minimum calories in-take* measurement to the contentious *monthly per capita consumption expenditure*²⁵⁸ that was revised by Rangarajan Committee in 2012. As shortcomings of these measurements became apparent, the multi-dimensional character of poverty was recognized. The caste census that was mandated to be conducted in 2011 was reoriented to collect data in terms of economic deprivation. SECC 2011 was a respondent-based survey that was ratified by Gram Sabha and Gram Panchayat that has been used to estimate the poor and the household level data has been used to target the programmes aimed at poverty alleviation. The main criticism of SECC has been three-fold: methodological; under/over reporting; and updation.

- (i) *Methodological*: Where privileges are attached in a respondent-based survey and vested interests may creep in and distort information. This has the likelihood of increasing the errors of inclusion and exclusion in the survey and its interpretation.
- (ii) *Under/Over reporting*: There are specific sets of data that have been challenged and have raised question over the authenticity and reliability of SECC data. For example, government had declared a figure of 7.7 lakh manual scavengers in Lok Sabha but the SECC data enumerated only 1.8 lakh households. Similarly, the poorest were enumerated to be 1.65 million which are well below the figure of number of issued Antyodaya cards at 25 million.

In addition to the under-reporting of the poor, there was over-reporting of the rich. This occurred because the definition of deprivation was kept narrow so that more can be excluded. For example, owning a two-wheeler was taken to be a measure of richness irrespective of the fact that it could have been a second/third hand purchase and without taking in to account the ability to use it at current level of income.

- (iii) *Updation*: The BPL surveys were updated every five years. There has been no commitment or declaration from the government on the frequency of updation of the list. As a result, the households who had lost out due to various reasons and new entrants do not have the opportunity to get their names added in the SECC list and stake their claim for entitlements.

One of the reasons that make targeting of poor a contentious issue is the challenge to determine a uniform criterion for measurement of poverty. In vast and diverse economic and social milieu, this may not be the best strategy for the sector.

2. Transformative Push: Panchayats as drivers of change²⁵⁹

Panchayats that gained constitutional status with the enactment of 73rd constitutional amendment have led to creation of an institutional architecture that has made implementation of the schemes of rural development universal. There are 2, 69, 059 Gram Panchayats in the country that provide local self-governance to 6, 40,930 villages in the country. With conditions attached to the 14th FC grant, the Panchayats prepare their Gram Panchayat Development Plans according to the local needs and aspirations.

²⁵⁸ Alagh, Y. K. (2010). The poverty debate in perspective: moving forward with the Tendulkar committee. *Indian Journal of Human Development*, 4(1), 33-44.

²⁵⁹ Sinha & Jaiswal (2020), Positioning Panchayats as agents of Change, National Council of Applied Economic Research, New Delhi

There is strong evidence that suggests that rural India is at threshold of a major transformation awaiting the final push, awaiting its *butterfly moment*. Anecdotal instances indicate that this transformation will be based on tapping/emergence of local genius and local energy. The potential for leadership and commitment has been created through the institution of Panchayats.

At present the schemes of rural development Panchayats play a critical role in selection of beneficiaries (MGNREGS, PMAY-G and NSAP), preparation of plans for infrastructure development (PMGSY, MGNREGS and SPMRM), and execute wage employment scheme (MGNREGS). The perspective and design of the programmes view Panchayats in the role of *agency* of Central government where the structure and grammar of the programme has been pre-decided, and the Panchayats have a specific role to play in their execution.

The other factor that brings in the role and function of Panchayats into rural development is the very basic structure that defines the political economy of a federal State that is based on the tenets of cooperative federalism and the control over resources. Both these aspects are based on two myths that have been created and institutionalized:

- (i) **Lack of Institutional Capacity of Panchayats:** A popular myth that operates amongst the policy influencer in government is generally articulated as lack of institutional capacity of Panchayats. An observation in this regard in the Convergence Report of NRCDDP is noteworthy. The report states that *“observation made in the course of the review of the CSSs is that bureaucrats with experience in rural development and Panchayati Raj generally have a more positive perception of the role that PRIs can play in more effective delivery of services. Officers with little or no exposure / experience to either rural development or Panchayati Raj tend to brush aside suggestions of involvement of the PRIs. They support their perception with anecdotal reference to their own field experience, often dated by over 25-30 years, and with little regard to subsequent developments”*²⁶⁰.

At the same time, there is evidence that suggests that whenever Panchayats are endowed with freedom to exercise their judgement there have been a positive quantitative and qualitative impact on the programme. The same report stated that *“there is ample anecdotal evidence to show that wherever Panchayati Raj Institutions of their own volition, or with the authority conferred by the State Governments, have involved themselves in overseeing the functioning of Schools, Anganwadi Centres and Primary Health Centres, invariably, absenteeism of staff has come down because client satisfaction becomes an issue. This has led to an almost immediate improvement of the quality of services for the Aam Aadmi. Clearly, any direct and upfront involvement of PRIs in the planning, implementation and oversight of CSSs, being so far run through departmental structures, does impact outputs and outcomes in a positive manner.”*

The design of institutional mechanism Panchayats with paramount supremacy of Gram Sabha and the political prudence of the elected representatives creates situations where decisions and their execution must correspond closely to the needs and aspirations of the electorate/Gram Sabha.

- (ii) **Resources are available with and will come from Centre:** An unstated but unchallenged myth that pervades thinking in determining resources and agencies for rural development is that the resources are available with the Centre and it is the Centre which will allocate these resources. It assumes perpetual dependency of States and hence by implication Panchayats on Centre²⁶¹.

This myth has been busted in case of programmes pertaining to social safety net. In each of the schemes under NSAP, the State governments top up the amount allocated by DoRD to improve the

²⁶⁰ Convergence Report, Centrally Sponsored Schemes: Identifying a domain for the Panchayati Raj Institutions. National Resource Cell for Decentralized District Planning.

²⁶¹ Finding of a Key Informant Interview with a senior official from the NGO sector.

efficacy and effectiveness of these schemes. Similar experiments have been made in case of PMAY-G where States have added on amenities to the houses constructed under the rural housing programme. The argument needs to be stretched to give this space and opportunity to Panchayats to add and create their own value within the larger framework of rural development.

3. Specific use devolution by Finance Commission²⁶²

Finance Commission may adopt two streams of devolution of funds: one, is the regular process of marking funds in to schematic or programmatic silos; and second, specific use devolution of funds that are placed in an escrow account which can be drawn upon by states subject to fulfilment of certain condition pertaining to rural development. For example, matching funds to Gram Panchayats that are able to raise funds for maintenance of infrastructure created under programmes of rural development. Similarly, the Finance Commission can place funds in the escrow account that can be drawn by States or Panchayats to upscale/replicate any of the proven innovation/pilots developed by them to the entire state. The primary criterion for specific use should be activities and processes that improve the ease of living in rural areas.

4. Addressing inequality and regional disparity²⁶³

Among the various axes of inequality in India, regional disparities have acquired greater salience in recent times, with demands being made for special status for certain states on this basis. What has been completely overlooked in the process is that regional backwardness in India is a moving frontier with the most intense forms of poverty and deprivation getting increasingly concentrated within enclaves of backwardness, especially those inhabited by indigenous communities.

This spatial dimension of uneven development in these polarised districts calls for a re-examination of some of the conventional theories of development planning. Mainstream regional economic planning entails a growth pole strategy designed with the expectation of favourable spin-off impacts for the larger region. Advocates for the strategy argue that all regions do not possess equal capacity to grow and deliberate focusing of investment on a limited number of centres would satisfy a necessary condition for development.

5. Convergence²⁶⁴

When convergence has been built into the design of the programme, it inevitably happens and is also reported upon. In most cases, such convergences have element of linearity built into it that makes it easier for different implementing agencies to build their execution system on achievement of the previous milestone. This is best exemplified in houses constructed under PMAY-G. The design and guidelines of the scheme provide for 90 person days of unskilled labour which is implemented and reported under MGNREGS as well as PMAY-G. Similarly, assistance for construction of toilet, distribution of gas under Ujjwala, etc. happens after the house is constructed and the information is transmitted to the relevant implementing agencies.

However, in case of SPMRM, where the design of intervention is based on the premise of convergent planning and execution, making different agencies work together has been the major challenge. Further

²⁶² Accountability Initiative, Centre for policy Research (2019); Devolution of Union Finance Commission Grants to Panchayats – A study for the Fifteenth finance commission.

²⁶³ Jose (2019), IFMR, Chennai - India's regional disparity and its policy responses, Journal of Public affairs, volume 19, issue 4.

²⁶⁴ <https://aajeevika.gov.in/en/content/convergence-partnerships> finds mention by DoRD wherein various CSS address different dimensions of poverty and deprivation with convergence to facilitate entitlements, Improve quality of rural life by enhancing capabilities, skills enhancement, creating livelihoods opportunities through facilitating Institutional finance, Physical Infrastructure etc.

vertical integration in DAY-NRLM and MGNREGS within the scheme and across the schemes have posed functional challenges of coordination and collaboration.

6. Non-Farm Livelihoods²⁶⁵

Transition from agriculture-based employment to non-farm job opportunities is both the driver and indicator of change in rural areas. This out-migration of labour from agriculture is constrained by multiple factors: availability of skill, employment opportunities not being able to meet the aspirational levels of the rural populations, growth of entrepreneurial ability, access to credit based on credible business plan, facilitative ecosystem for growth of micro enterprises, land laws that do not permit change of land use from agriculture to non-agriculture uses, etc.

7. Maintenance of Infrastructure²⁶⁶

The rural development sector has made substantial investment in creation of range of social and economic infrastructure: roads, housing, water harvesting, and storage structures, soil and moisture conservation works, basic amenities including drinking water, sanitation etc. In some cases, the maintenance of infrastructure has been built into design, e.g. roads, but the same cannot be said for other items of infrastructure.

The demand for repair and maintenance of houses constructed under IAY has been expressed by the beneficiaries. Similarly, the ponds constructed in the first phase of MGNREGS are now demanding resources for their maintenance and upkeep. The PMGSY roads constructed in the early 2000s are now past their contractual period of maintenance.

In the absence of regular monitoring and maintenance of the infrastructure it is likely that the rural areas will lose the advantage of wellbeing and ease of living that has been developed during the period. At present the maintenance is the responsibility of the States. They are expected to create a maintenance fund for the infrastructure created under rural development programmes. This progress in this regard has been inconsistent and except for PMGSY, the need for and the system for maintenance of infrastructure has not been factored into the programmes.

8. Green Technology²⁶⁷

In the context of climate change and the depletion of natural resources the implementation of Infrastructure programmes in rural development spaces necessitate increasing use of green technology. The construction material used in construction of houses; rural roads; wells, animal sheds, dams, irrigation works etc. have not been assessed for their carbon footprint and modified in usage to make the technology used green and climate adaptive.

Adoption of green technology requires re-orientation of skills and procurement of relevant green material. The implementation machinery is not geared to, nor do they take it their responsibility, to search for and institute green processes and material in construction of infrastructure under rural development programmes. This factor has not even been identified and hence not been incorporated under the SPMRM programme which is likely to usher in major infrastructure development works in at least 300 clusters in different locations in the country.

9. Sustainability of Social Safety Nets²⁶⁸

²⁶⁵ http://www.mksp.gov.in/images/2_Advisory_on_diversification_Farm_Livelihoods_14_April_2020.pdf advisories on diversification of livelihoods under DAY – NRLM. April 2020.

²⁶⁶ McCord & Paul (February 2019); An Introduction to MGNREGA Innovations and their Potential for India-Africa Linkages on Public Employment Programming – Working Paper GIZ.

²⁶⁷ Same as Footnote 283.

²⁶⁸ World Bank. (2018). The State of Social Safety Nets.

Social safety nets have largely come down to mean direct cash transfers to the beneficiaries. These nets have been effective in providing critical assistance to the most vulnerable and marginalized. These perpetual cash transfers raise the challenge of defining sustainability as by themselves these cash transfers do address the causes and factors that have led to the vulnerabilities and marginalization of the beneficiaries.

If the welfare character of the State demands that the cash transfers should continue in perpetuity then the issue of adequacy of pension amounts and demand from other vulnerable groups should be taken in to account with greater degree of frequency than it is being done at present.

10. Reimagining Rural Areas: Future of Work

The dominant outlook of rural spaces (socially, economically or politically) has been with a deficit perspective. That is, rural areas were always viewed as having a “*lack of*” - it could be lack of knowledge, resources, productivity, opportunity, facilities, amenities and so on. The consequent programmatic interventions were on provisioning that would remove one (or more than one deficit). This led to identification of a visible product (house, road, amenities, natural resource, credit) which was to be transplanted in rural areas with the assumption that this will remove the deficit and hence increase the wellbeing of the rural population. The perspective works well in defining and creating a potential for change.

Presently, rural areas faced with globalization, technological innovations and demographic shifts have become diverse in their economic profiles. There is no one picture of rural economy. In fact, there are multiple pictures of rural economy and each of these pose the challenge of defining the types of livelihoods that will emerge in rural areas. The fast pace with which technological innovations are moving, demand a re-imagination of rural spaces in order to identify and define future of work in these economies.

To enable rural areas to adapt to these transformative forces requires a new perspective: a perspective of *appreciation* (as opposed to deficit). The appreciative inquiry will seek answers to *what exists* (as opposed to what lacks). Consequently, the programmatic interventions will be designed to build on resources and opportunities that exists in rural spaces. This perspective will allow programmes to be diverse, flexible and widespread in content to keep pace with technological innovations which are creating their own economy.

11. Redefining the role of central ministry: entrusting the task ahead of Sustainable livelihoods to the states

In the rural sector, the programs under CSS have been prescribed by the DoRD for implementation by the state governments. States have been the centre stage of all innovations – process and design²⁶⁹. Schemes such as MGNREGS are focussed on decentralised programme delivery while others such as DAY-NRLM allow for localisation of livelihood needs. Going forward, it is key that greater decentralisation is ensured. It is important to unravel the developmental phenomena as societies are cursed by ethnic, lingual, religious, and caste pathologies, along with the ever-increasing problem of population. It is true that 'public administration' in general will be held responsible in forging ahead with this uphill task but being pivotal to developing nations, this instrument should help bring about a change as well as development. Thus, the quality and quantity of progress depends largely on the public administration in general. An antiquated political structure and leisurely procedures are insufficient to realise the goals of a welfare

²⁶⁹ Based on innovations in institutional approaches in livelihood promotion (SEWA, Gujarat, Care & DFID – ACCESS, BRLPS, and MPRLP etc.).

state. Attention needs to be given towards evolving an administrative setup and modes of functioning tinged with professionalism.

ANNEX 1: DETAILS OF KEY INFORMANT INTERVIEWS (KIIS)

S. No.	Name of KI	KII Post/Occupation	KII Level (National/State/District/Block/GP)	Scheme	State	District	Block	GP
1	Mr GIRIJA SHANKAR / Mr NISHANTH Hussain / Mr Rama Rao	Commissioner RD	State	All 6	Andhra Pradesh	NA	NA	NA
2	Mr RAJA BABU / Mr SUBBA REDDY / Nishanth Hussain	CEO	State	PMGSY	Andhra Pradesh	NA	NA	NA
3	Mrs INDRA PRIYA DARSHINI / Ranga Rao	Nodal Officer / Additional Commissioner RD	State	SPMRM	Andhra Pradesh	NA	NA	NA
4	Mr AJAY JAIN / Mr Dhanumjayudu B / Mr SRIRAMULLU	MD / Project Director	State	PMAY-G	Andhra Pradesh	NA	NA	NA
5	Mr KESHAVA KUMAR	Deputy General Manager	State	DAY-NRLM	Andhra Pradesh	NA	NA	NA
6	Mr GIRIJA SHANKAR / Mr G Venkata Suryanarayana	Commissioner RD	State	MGNREGS	Andhra Pradesh	NA	NA	NA
7	Mr RAJA BABU / Mr P RAMA RAO	Chief executive officer	State	NSAP	Andhra Pradesh	NA	NA	NA
8	Mr Shiva Kumar	Director	District	PMGSY	Andhra Pradesh	KRISHNA	NA	NA
9	Mr A Md Imtiaz. / Venkateshwara rao	District Magistrate	District	All 6	Andhra Pradesh	KRISHNA	NA	NA
10	Mr G Venkata Suryanarayana	Project Director	District	MGNREGS	Andhra Pradesh	KRISHNA	NA	NA
11	Mr KESHAVA KUMAR	Director	District	All 6	Andhra Pradesh	KRISHNA	NA	NA
12	Mr Dhanumjayudu B	Project Director	District	PMAY-G	Andhra Pradesh	KRISHNA	NA	NA

13	Mr Surya Prakash	Chief Executive officer	District	SPMRM	Andhra Pradesh	KRISHNA	NA	NA
14	Mr Suresh	Project Director	District	DAY-NRLM	Andhra Pradesh	KRISHNA	NA	NA
15	Mr Sudhkar	Director	District	NSAP	Andhra Pradesh	KRISHNA	NA	NA
16	Mr Maheshwariah	Project Engineering Officer	District	MGNREGS	Andhra Pradesh	ANANTA PUR	NA	NA
17	Mr Maheshwaraih P, Mr Chandramouli Reddy, Mr Narasimha Reddy & Mr Gandham Chandradu	District Magistrate	District	All 6	Andhra Pradesh	ANANTA PUR	NA	NA
18	Mr Prasad Babu	District Program Officer	District	MGNREGS	Andhra Pradesh	ANANTA PUR	NA	NA
19	Mr Narasimha Reddy	DRDA Officer	District	All 6	Andhra Pradesh	ANANTA PUR	NA	NA
20	Mr Chandramoulidhar Reddy /	Director	District	PMAY-G	Andhra Pradesh	ANANTA PUR	NA	NA
21	Mr Adi Narayana Reddy	Assistant Engineer	District	SPMRM	Andhra Pradesh	ANANTA PUR	NA	NA
22	Mr Narsaiah / Mr Maheshwariah	Assistant Engineer	District	DAY-NRLM	Andhra Pradesh	ANANTA PUR	NA	NA
23	Mr Nazeer Ahmed / Narasimha Reddy	Assistant Engineer	District	NSAP	Andhra Pradesh	ANANTA PUR	NA	NA
24	Mr H Kurmarao	Project Director	District	MGNREGS	Andhra Pradesh	Srikakulam	NA	NA
25	Mr NIWAS / Mr H Kurmarao	DM / Project Director	District	All 6	Andhra Pradesh	Srikakulam	NA	NA
26	Mr H Kurmarao	Project Director	District	MGNREGS	Andhra Pradesh	Srikakulam	NA	NA
27	Mr Kalyana Chakaravarthi	Project Director	District	All 6	Andhra Pradesh	Srikakulam	NA	NA
28	Mr Srinivas	Project Director	District	PMAY-G	Andhra Pradesh	Srikakulam	NA	NA
29	Mr Chakravarthi	Chief Executive officer	District	SPMRM	Andhra Pradesh	Srikakulam	NA	NA

30	Mr Chakravarthi	Chief Executive officer	District	DAY-NRLM	Andhra Pradesh	Srikakulam	NA	NA
31	Mr Chakravarthi	Chief Executive officer	District	NSAP	Andhra Pradesh	Srikakulam	NA	NA
32	Mrs M SUDHA RANI	Mandal Parishad Development Officer (MPDO)	Block	All 6	ANDHRA PRADESH	SRIKAKULAM	Ranastalam	NA
33	Mr Dayanandh Kumar	AO	Block	DAY-NRLM	ANDHRA PRADESH	SRIKAKULAM	Ranastalam	NA
34	Mr B GOPI KRISHNA	SDO	Block	PMGSY	ANDHRA PRADESH	SRIKAKULAM	Ranastalam	NA
35	Mr B Purnandh Rao	AE	Block	PMAY-G	ANDHRA PRADESH	SRIKAKULAM	Ranastalam	NA
36	Mrs S VASTHA KUMARI	Extension officer Panchayat raj rural development	Block	MGNREGS	ANDHRA PRADESH	SRIKAKULAM	Ranastalam	NA
37	Mr Chandrashekar	PS	Block	SPMRM	ANDHRA PRADESH	SRIKAKULAM	Ranastalam	NA
38	Mrs B SAILAJA / Shivaji Panigrahi	Mandal parishad Development Officer / Mandal Revenue Officer	Block	All 6	ANDHRA PRADESH	SRIKAKULAM	Sompetta	NA
39	Mr Patnayak Tirupati	Administrative Officer	Block	DAY-NRLM	ANDHRA PRADESH	SRIKAKULAM	Sompetta	NA
40	Mr K RAMESH	Assistant Engineer	Block	PMGSY	ANDHRA PRADESH	SRIKAKULAM	Sompetta	NA
41	Mr P SHIVA RAMA KRISHNA	Assistant Engineer	Block	PMAY-G	ANDHRA PRADESH	SRIKAKULAM	Sompetta	NA
42	Mr G Jyothishwar Reddy	Extension Officer Panchayat raj & Rural Development	Block	MGNREGS	ANDHRA PRADESH	SRIKAKULAM	Sompetta	NA
43	Mr M Shanthi Kumari	PS	Block	SPMRM	ANDHRA PRADESH	SRIKAKULAM	Sompetta	NA
44	Mr Shiva Reddy	Mandal Parishad Development Officer (MPDO)	Block	All 6	ANDHRA PRADESH	ANANTA PUR	Kambadur	NA

45	Mr Govindappa / Shiva Reddy	Additional Program Officer	Block	DAY-NRLM	ANDHRA PRADESH	ANANTA PUR	Kambadur	NA
46	Mr Sudhakar G	SDO	Block	PMGSY	ANDHRA PRADESH	ANANTA PUR	Kambadur	NA
47	Mr Prudhvi Raj	Work Inspector	Block	PMAY-G	ANDHRA PRADESH	ANANTA PUR	Kambadur	NA
48	Mr Parandhamaiah	Extension officer Panchayat raj rural development	Block	MGNREGS	ANDHRA PRADESH	ANANTA PUR	Kambadur	NA
49	Mr Shiva Reddy	Mandal Parishad Development Officer (MPDO)	Block	SPMRM	ANDHRA PRADESH	ANANTA PUR	Kambadur	NA
50	Mr K AZAD	Mandal Parishad Development Officer (MPDO)	Block	All 6	ANDHRA PRADESH	ANANTA PUR	Nallamada	NA
51	Mr SHAKEER	Village program Co-ordinator	Block	DAY-NRLM	ANDHRA PRADESH	ANANTA PUR	Nallamada	NA
52	Mr Hari Prakash Reddy	AE	Block	PMAY-G	ANDHRA PRADESH	ANANTA PUR	Nallamada	NA
53	Mr Surya Narayana	PPO	Block	MGNREGS	ANDHRA PRADESH	ANANTA PUR	Nallamada	NA
54	Mr Venkateshwar Reddy	BDO	Block	All 6	ANDHRA PRADESH	KRISHNA	Chandarlapa du	NA
55	Mr Kotiswararao	Administrative Officer	Block	DAY-NRLM	ANDHRA PRADESH	KRISHNA	Chandarlapa du	NA
56	Mr Ramesh	PRAE (Panchayat Raj Assistant Engineer)	Block	PMGSY	ANDHRA PRADESH	KRISHNA	Chandarlapa du	NA
57	Mr Sridhar	Assistant Engineer	Block	PMAY-G	ANDHRA PRADESH	KRISHNA	Chandarlapa du	NA
58	Mr VENKATESH	Technical Assistant	Block	MGNREGS	ANDHRA PRADESH	KRISHNA	Chandarlapa du	NA

59	Mr Prasad	Panchayat Secretary	Block	SPMRM	ANDHRA PRADESH	KRISHNA	Chand arlapa du	NA
60	Mrs Bhargavi	Mandal Parchiat Development Officer (MPDO)	Block	All 6	ANDHRA PRADESH	KRISHNA	Agirip alle	NA
61	MR Rama Krishna	Assistant Project Manager	Block	DAY-NRLM	ANDHRA PRADESH	KRISHNA	Agirip alle	NA
62	Mr Srinivasrao	Assistant Engineer	Block	PMGSY	ANDHRA PRADESH	KRISHNA	Agirip alle	NA
63	Mr Sharath Babu	Additional Program Officer	Block	MGNREGS	ANDHRA PRADESH	KRISHNA	Agirip alle	NA
64	Mr B SRINIVAS RAO	Site Engineering	Block	SPMRM	ANDHRA PRADESH	KRISHNA	Agirip alle	NA
65	Mr N S Sinha	Asst Executive Engineer , SRDA , PWD	State	PMGSY	Assam	NA	NA	NA
66	Utpala Saikia	Joint Director , Assam Civil Service	State	DAY-NRLM	Assam	NA	NA	NA
67	Rashul Hussain	Sr State Project Manager	State	PMAY-G	Assam	NA	NA	NA
68	Mriganka Choudhury / Dibyajoti Borah	Joint Director , Assam Civil Service / IT Manager NSAP	State	NSAP	Assam	NA	NA	NA
69	Arup Pathak	Joint Director , Assam Civil Service	State	SPMRM	Assam	NA	NA	NA
70	Padmananda Choudhury	Executive Enngineer	District	PMGSY	Assam	Goalpara	NA	NA
71	Navid Anjumul Haque	Dist MIS Manager	District	MGNREGS	Assam	Goalpara	NA	NA
72	Arup Kumar Sarma	CEO Zila Parishad , ACS	District	4 schemes excluding PMGSY and SPMRM	Assam	Goalpara	NA	NA
73	Khalid Md.Choudhury	Additional District Programme Manager	District	PMAY-G	Assam	Goalpara	NA	NA
74	Musaraf Hussain Choudhury	Dist Project Manager	District	DAY-NRLM	Assam	Goalpara	NA	NA
75	Mrinal Kanti Sarkar	Additional District Programme Manager	District	NSAP	Assam	Goalpara	NA	NA

76	Manuranjan Saikia	Executive Engineer, PWD, DPIU	District	PMGSY	Assam	Tinsukia	NA	NA
77	Monjit Borkakoty	ADC, Development	District	4 schemes excluding PMGSY and SPMRM	Assam	Tinsukia	NA	NA
78	Saptarshi Paul	Assistant District Program Manager	District	MGNREGS	Assam	Tinsukia	NA	NA
79	Moidul Islam	ADPM	District	PMAY-G	Assam	Tinsukia	NA	NA
80	Kamal Kanto Goala	DPM	District	DAY-NRLM	Assam	Tinsukia	NA	NA
81	Subendu Dutta	DPM	District	NSAP	Assam	Tinsukia	NA	NA
82	Bidur Borgiyari	Executive Engineer (DPIU)	District	PMGSY	Assam	Nagaon	NA	NA
83	Nilam Sarma/Ashinta Baruah	Additional District Program Manager/ Asst Engineer	District	MGNREGS	Assam	Nagaon	NA	NA
84	Debasish Baishya	CEO Zila Parishat	District	4 schemes excluding PMGSY and SPMRM	Assam	Nagaon	NA	NA
85	Chandramohan Barkakaty	District IT officer	District	PMAY-G	Assam	Nagaon	NA	NA
86	Abhijeet Dey	District Functional Expert	District	DAY-NRLM	Assam	Nagaon	NA	NA
87	Mrinal Kumar Nath	District Programme Manger	District	NSAP	Assam	Nagaon	NA	NA
88	Ramchandra Deuri	BDO	Block	4 schemes excluding PMGSY and SPMRM	Assam	Tinsukia	Margherita	NA
89	Olee Paul	BPM	Block	DAY-NRLM	Assam	Tinsukia	Margherita	NA
90	Pulin Sharma	AEE	Block	PMGSY	Assam	Tinsukia	Margherita	NA
91	Pranjal Rajkhowa	Junior Asst	Block	PMAY-G	Assam	Tinsukia	Margherita	NA
92	Manoj Sharma	Computer Asst	Block	MGNREGS	Assam	Tinsukia	Margherita	NA
93	Mofidur Rahman	BDO	Block	4 schemes excluding PMGSY and SPMRM	Assam	Tinsukia	Sadiya	NA
94	Manoj Kumar Borah	Block Program Manager	Block	DAY-NRLM	Assam	Tinsukia	Sadiya	NA

95	Rahul Amin	Asst Executive Engineer, PWD	Block	PMGSY	Assam	Tinsukia	Sadiya	NA
96	Tarun Chandra Gogoi	Senior Asst cum Accountant	Block	PMAY-G	Assam	Tinsukia	Sadiya	NA
97	Ritrajit Sarkar	Computer Assistant	Block	MGNREGS	Assam	Tinsukia	Sadiya	NA
98	Muslim Ali	BDO	Block	4 schemes excluding PMGSY and SPMRM	Assam	Goalpara	Matia	NA
99	Babysree Deka/Luit Borkalita/Parashar Deka	BlockProgram Manager/Block coordinator/Block Coordinator	Block	DAY-NRLM	Assam	Goalpara	Matia	NA
100	Banajit Adhikary	SDO	Block	PMGSY	Assam	Goalpara	Matia	NA
101	Abdul Haseem Mandal / Mustafa Galib Hussain/Abdur Razzak	NSC-IT Computer Asst/GPC	Block	PMAY-G	Assam	Goalpara	Matia	NA
102	Achyut Madak/ Arup Kumar Das	Accountant/MIS Manager	Block	MGNREGS	Assam	Goalpara	Matia	NA
103	Mailnul Haque Choudhury	BDO	Block	4 schemes excluding PMGSY and SPMRM	Assam	Nagaon	Juria	NA
104	Kumud Nath/ Apurba Katakya	Block Project Manager/Block Coordinator	Block	DAY-NRLM	Assam	Nagaon	Juria	NA
105	Girin Hazarika	Assistant Executive Engineer	Block	PMGSY	Assam	Nagaon	Juria	NA
106	Imamul Haque/ Rakib Alom/ Wahidur Rahman/ Ibrahim ussain	Computer Assistant/GPC/GPC/GRS	Block	PMAY-G	Assam	Nagaon	Juria	NA
107	Manoj Kumar Saikia / Gautam Saikia/ Iqbal Ahmed / Jiaul Haque	Computer Assistant/JE/GRS/GRS	Block	MGNREGS	Assam	Nagaon	Juria	NA
108	Munindranath Bhattacharjee	BDO	Block	4 schemes excluding PMGSY and SPMRM	Assam	Nagaon	Kathia toli	NA
109	Kuldip Lekharo/Gopinath Das	Block Program Manager/Block Coordinator	Block	DAY-NRLM	Assam	Nagaon	Kathia toli	NA

110	Manoj Saikia	Assistant Executive Engineer	Block	PMGSY	Assam	Nagaon	Kathia toli	NA
111	Abhijeet Kumar Das/ Dilip Kumar Medhi	Computer Asst /Senior Accountant	Block	PMAY-G	Assam	Nagaon	Kathia toli	NA
112	Debojit Deka Baruah / Assanullah / Poragjyoti Kalita	Comp. Asst /GRS/AE	Block	MGNREGS	Assam	Nagaon	Kathia toli	NA
113	Mahmud Ul Hassan	Incharge BDO	Block	4 schemes excluding PMGSY and SPMRM	Assam	Goalpara	Kharm uja	NA
114	Alfaruque Hussain	Block Program Manager	Block	DAY-NRLM	Assam	Goalpara	Kharm uja	NA
115	Abhijeet Rajkhuwa	Asst Executive Engineer	Block	PMGSY	Assam	Goalpara	Kharm uja	NA
116	Sultana Parveen Ahmeed / Mansur Rahman/Mukibur Rahman	Comuter Asst/GPC/AE	Block	PMAY-G	Assam	Goalpara	Kharm uja	NA
117	Samim Ahmed Khan	Incharge Account	Block	MGNREGS	Assam	Goalpara	Kharm uja	NA
118	Vaishali Solanki	DPMU-PMAY-G- Nodle Officer	District	PMAY-G	DADRA & NAGAR HAVELI	Dadra Nagar Haveli	NA	NA
119	Ms.Sharmishta Desai	SPMRM-DPMU-Nodle Officer	District	SPMRM	DADRA & NAGAR HAVELI	Dadra Nagar Haveli	NA	NA
120	Ms.Sharmishta Desai	DAY-NRLM-Nodle Officer	District	DAY-NRLM	DADRA & NAGAR HAVELI	Dadra Nagar Haveli	NA	NA
121	Nilesh Shivaji Patel	DRDA-NSAP-Nodle Officer	District	NSAP	DADRA & NAGAR HAVELI	Dadra Nagar Haveli	NA	NA
122	Mr.SHITIZ	Project Officer, SPMRM	State	SPMRM	Haryana	NA	NA	NA
123	Varun Gupta	Executive Engineer	State	PMGSY	Haryana	NA	NA	NA
124	MS.SHEETAL MALHOTRA	Research Officer, PMAY-G	State	PMAY-G	Haryana	NA	NA	NA

125	Mr. Naveen	Infrastructure Incharge	State	DAY-NRLM	Haryana	NA	NA	NA
126	Mr.Parveen	Finance Manager	State	MGNREGS	Haryana	NA	NA	NA
127	Krishan Lal	Assistant-Superintendent Pension	State	NSAP	Haryana	NA	NA	NA
128	Narender Kumar	ADPO (HQ)	District	MGNREGS & DAY-NRLM	Haryana	Hisar	NA	NA
129	Dr. Priyanka Soni	DM	District	All 6	Haryana	Hisar	NA	NA
130	Dr. Rajkumar Narwala	Project Officer, DRDA HISAR	District	MGNREGS	Haryana	Hisar	NA	NA
131	Manoj Kumar, HCS	CEO, DRDA Hisar	District	MGNREGS, NRLM, & PMAY-G	Haryana	Hisar	NA	NA
132	Suresh Kumar	District Coordinater	District	PMAY-G	Haryana	Hisar	NA	NA
133	Virender Singh	District Program Manager	District	DAY-NRLM	Haryana	Hisar	NA	NA
134	Dr. Dalbir Singh Saini	District Social Welfare Officer	District	NSAP	Haryana	Hisar	NA	NA
135	Mr. Darshan Rathi	DRDA Officer	District	MGNREGS	Haryana	Rohtak	NA	NA
136	Sh. R S Verma, IAS	DM	District	All 6	Haryana	Rohtak	NA	NA
137	Ravinder Kumar	CO-MIS	District	MGNREGS	Haryana	Rohtak	NA	NA
138	Mr. Bharham Prakasha	CEO	District	MGNREGS & PMAY-G	Haryana	Rohtak	NA	NA
139	Mr. Manjeet	PO-MIS	District	PMAY-G	Haryana	Rohtak	NA	NA
140	Dr. Vinod Dhankar	District Program Manager	District	DAY-NRLM	Haryana	Rohtak	NA	NA
141	Mr. Rajesh Malik	Assistant-DSWO	District	NSAP	Haryana	Rohtak	NA	NA
142	Jaswinder Singh Malik	Executive Engineer	District	PMGSY	Haryana	Ambala	NA	NA
143	Gurudev Singh	District Program Officer	District	MGNREGS	Haryana	Ambala	NA	NA
144	Ashok Kumar	CEO	District	MGNREGS & PMAY-G	Haryana	Ambala	NA	NA
145	Dalvinder Kaur	Additional Program Officer	District	PMAY-G	Haryana	Ambala	NA	NA
146	Gayatri	District Program Officer	District	SPMRM	Haryana	Ambala	NA	NA
147	Mamta Sharma	District Program Officer	District	DAY-NRLM	Haryana	Ambala	NA	NA

148	Surjeet Kaur	District Social Welfare Officer	District	NSAP	Haryana	Ambala	NA	NA
149	Kanchan Lata	BDPO Hansi	Block	PMAY-G, MGNREGS & DAY-NRLM	Haryana	Hisar	Hansi-Block	NA
150	Anil Kumar	DEO (NRLM)	Block	DAY-NRLM	Haryana	Hisar	Hansi-Block	NA
151	Vajir Singh	SDO (PWD/BR)	Block	PMGSY	Haryana	Hisar	Hansi-Block	NA
152	Jitender Malik	ÁSSTT JRY	Block	PMAY-G	Haryana	Hisar	Hansi-Block	NA
153	Mr. Jabir Hooda	ABPO	Block	MGNREGS	Haryana	Hisar	Hansi-Block	NA
154	Narender Malhotra	BDPO	Block	PMAY-G, MGNREGS & DAY-NRLM	Haryana	Hisar	Barwa la-Block	NA
155	Anita Rani	Assistant	Block	DAY-NRLM	Haryana	Hisar	Barwa la-Block	NA
156	Vajir Singh	SDO (PWD/BR)	Block	PMGSY	Haryana	Hisar	Barwa la-Block	NA
157	Rajkumar	Assistant	Block	PMAY-G	Haryana	Hisar	Barwa la-Block	NA
158	Rajpal Poonia	ABPO	Block	MGNREGS	Haryana	Hisar	Barwa la-Block	NA
159	Raj Pal Chahal	BDPO	Block	PMAY-G, MGNREGS & DAY-NRLM	Haryana	Rohtak	Block-SAMP LA	NA
160	Robin	BPM	Block	DAY-NRLM	Haryana	Rohtak	Block-SAMP LA	NA
161	Arun Singmar	SDO-PWD	Block	PMGSY	Haryana	Rohtak	Block-SAMP LA	NA

162	Shree Mohinder Singh	Assistant	Block	PMAY-G	Haryana	Rohtak	Block-SAMP LA	NA
163	Deepak Kumar	ABPO	Block	MGNREGS	Haryana	Rohtak	Block-SAMP LA	NA
164	Raj Kumar Sharma	BDPO	Block	PMAY-G, MGNREGS & DAY-NRLM	Haryana	Rohtak	BLOCK - KALA NAUR	NA
165	Sandeep	BPM	Block	DAY-NRLM	Haryana	Rohtak	BLOCK - KALA NAUR	NA
166	Vijay Dalal	Sub-divisional Officer-PWD	Block	PMGSY	Haryana	Rohtak	BLOCK - KALA NAUR	NA
167	Suman Ji	DO-MIS	Block	PMAY-G	Haryana	Rohtak	BLOCK - KALA NAUR	NA
168	Amit Dangi	ABPO	Block	MGNREGS	Haryana	Rohtak	BLOCK - KALA NAUR	NA
169	Daljeet Singh	BDPO	Block	PMAY-G, MGNREGS	Haryana	Ambala	BLOCK - Ambal a-1	NA
170	Mr. Gourav	BPM	Block	DAY-NRLM	Haryana	Ambala	BLOCK - Ambal a-1	NA
171	Surender Sharma	Assistant Sub- divisional Officer	Block	PMGSY	Haryana	Ambala	BLOCK -	NA

							Ambal a-1	
172	Avtar Singh	Assistant	Block	PMAY-G	Haryana	Ambala	BLOCK - Ambal a-1	NA
173	Balveer	ABPO	Block	MGNREGS	Haryana	Ambala	BLOCK - Ambal a-1	NA
174	Mr. RK Chandna	BDPO	Block	MGNREGS & PMAY-G	Haryana	Ambala	BLOCK - BARA RA	NA
175	Niranjan	BPM	Block	DAY-NRLM	Haryana	Ambala	BLOCK - BARA RA	NA
176	Mr. Rajender	SDO	Block	PMGSY	Haryana	Ambala	BLOCK - BARA RA	NA
177	Rakesh Kumar	BPO	Block	PMAY-G	Haryana	Ambala	BLOCK - BARA RA	NA
178	Mr. Sukhvinder	Assistant	Block	MGNREGS	Haryana	Ambala	BLOCK - BARA RA	NA
179	Girish Kumar Rathi	SDO	Block	SPMRM	Haryana	Ambala	BLOCK - BARA RA	NA
180	Deep kumar - (Superintendent)	SPMU/STSA (State Project Management	State	PMAY-G	Himachal Pradesh	NA	NA	NA

		Unit/State Technical Support Agency)						
181	Minakshi	State nodal officer-SPMRM	State	SPMRM	Himachal Pradesh	NA	NA	NA
182	Sandeep Jishtu	Director- SEGC MGNREGS	State	MGNREGS	Himachal Pradesh	NA	NA	NA
183	Neeraj Kapoor	DPMU/Statistical assistants	District	PMAY-G	Himachal Pradesh	Chamba	NA	NA
184	Chain Lal Sharma	DPO	District	MGNREGS	Himachal Pradesh	Chamba	NA	NA
185	Anita Narula	District mission manager	District	DAY-NRLM	Himachal Pradesh	Chamba	NA	NA
186	Narender Jarial	District Social Welfare Officer	District	NSAP	Himachal Pradesh	Chamba	NA	NA
187	Sanjay Kumar	Computer oprator refer by Superintend DRDA	District	MGNREGS	Himachal Pradesh	Sirmaur	NA	NA
188	MaheshKumar	Computer oprator Refer Superintend DRDA	District	PMAY-G	Himachal Pradesh	Sirmaur	NA	NA
189	Rama	Ladies Social Education officer	District	DAY-NRLM	Himachal Pradesh	Sirmaur	NA	NA
190	Vivek Arora	District Welfare officer Sirmaur	District	NSAP	Himachal Pradesh	Sirmaur	NA	NA
191	Sujeev Kumar Juglani	District Program Officer	District	MGNREGS	Himachal Pradesh	Hamirpur	NA	NA
192	Kamal Dev	Deputy Director DRDA	District	All 6	Himachal Pradesh	Hamirpur	NA	NA
193	Totu Ram	Senior Assistant DRDA	District	PMAY-G	Himachal Pradesh	Hamirpur	NA	NA
194	Khushi Ram	Technical Assistant	District	DAY-NRLM	Himachal Pradesh	Hamirpur	NA	NA
195	Sanjeev Sharma	District welfare officer	District	NSAP	Himachal Pradesh	Hamirpur	NA	NA
196	Vijay Kumar	Social education & Block Program officer	Block	DAY-NRLM	Himachal Pradesh	Chamba	Salooni	NA

197	Vijay Kumar	Social education & Block Program officer	Block	PMAY-G	Himachal Pradesh	Chamba	Salooni	NA
198	Yogal Joshi	Lead Manerga in block level	Block	MGNREGS	Himachal Pradesh	Chamba	Salooni	NA
199	Anish Rawat	Young Professional	Block	DAY-NRLM	Himachal Pradesh	Chamba	Batiyatat	NA
200	Anish Rawat	Young Professional	Block	SPMRM	Himachal Pradesh	Chamba	Batiyatat	NA
201	Gaurav Dhiman	BDO	Block	All 6	Himachal Pradesh	Sirmaur	Ponta Sahib	NA
202	Renu Thakur	LSEO	Block	DAY-NRLM	Himachal Pradesh	Sirmaur	Ponta Sahib	NA
203	DS Tomar	SDO	Block	PMGSY	Himachal Pradesh	Sirmaur	Ponta Sahib	NA
204	Rajesh Naegi	Social Education Block Program Officer	Block	PMAY-G	Himachal Pradesh	Sirmaur	Ponta Sahib	NA
205	Rajesh Naegi	Social Education Block Program Officer	Block	MGNREGS	Himachal Pradesh	Sirmaur	Ponta Sahib	NA
206	Anuj Sharma	BDO	Block	All 6	Himachal Pradesh	Sirmaur	Nahan	NA
207	Babita Chauhan	LSEO	Block	DAY-NRLM	Himachal Pradesh	Sirmaur	Nahan	NA
208	Darshan Lal	Social Education Plaining officer	Block	PMAY-G	Himachal Pradesh	Sirmaur	Nahan	NA
209	Anil Sharma	Superintend	Block	MGNREGS	Himachal Pradesh	Sirmaur	Nahan	NA
210	Dinesh Kumar	BDO	Block	All 6	Himachal Pradesh	Hamirpur	Bhijri	NA
211	Anupan kumar	Block Mission Manager	Block	DAY-NRLM	Himachal Pradesh	Hamirpur	Bhijri	NA
212	Lalit Kumar	SDO	Block	PMGSY	Himachal Pradesh	Hamirpur	Bhijri	NA
213	Dinesh Kumar	BDO	Block	PMAY-G	Himachal Pradesh	Hamirpur	Bhijri	NA

214	Ajay Pathania	Block Panchayat officer	Block	MGNREGS	Himachal Pradesh	Hamirpur	Bhijri	NA
215	Kedar Nath	BDO	Block	All 6	Himachal Pradesh	Hamirpur	Bhoranj	NA
216	Neena Soni	Block Mission Manager	Block	DAY-NRLM	Himachal Pradesh	Hamirpur	Bhoranj	NA
217	Sanjay Gupta	SDO	Block	PMGSY	Himachal Pradesh	Hamirpur	Bhoranj	NA
218	Kedar Nath	BDO	Block	PMAY-G	Himachal Pradesh	Hamirpur	Bhoranj	NA
219	Ashok Kumar	Program officer	Block	MGNREGS	Himachal Pradesh	Hamirpur	Bhoranj	NA
220	Deerendra Prasad	Executive Engineer	District	PMGSY	Jharkhand	Hazaribagh	NA	NA
221	Abhik	ADF	District	All 6	Jharkhand	Hazaribagh	NA	NA
222	Dr.Bhuwnesh Prasad Singh	District Collector	District	All 6	Jharkhand	Hazaribagh	NA	NA
223	Anuja Rana	Project Officer	District	MGNREGS	Jharkhand	Hazaribagh	NA	NA
224	Uma Manto	Director DRDA	District	MGNREGS,PMAY-G, SPMRM	Jharkhand	Hazaribagh	NA	NA
225	Shalu Prasad Mehta	Project Economist	District	PMAY-G	Jharkhand	Hazaribagh	NA	NA
226	Amit Kumar	Rural Delopment Expert	District	SPMRM	Jharkhand	Hazaribagh	NA	NA
227	Gaurav Jaiswal	DPM	District	DAY-NRLM	Jharkhand	Hazaribagh	NA	NA
228	Niyaz Ahmed	Assistant Director Social Security	District	NSAP	Jharkhand	Hazaribagh	NA	NA
229	Charvee	ADF	District	All 6	Jharkhand	Hazaribagh	NA	NA
230	Amrendra kumar	PIA	District	PMGSY	Jharkhand	Gumla	NA	NA
231	Smaikshak Mohanti	ADF DG of DRDA	District	PMAY-G,PMGSY,SPMRM,DAY-NRLM	Jharkhand	Gumla	NA	NA
232	Sashi Ranjan	District Collector	District	All 6	Jharkhand	Gumla	NA	NA

233	Rajni Kant	ADO PRDA	District	MGNREGS	Jharkhand	Gumla	NA	NA
234	Hari Prashad Keshri	Deputy District Commissioner	District	MGNREGS, PMAY-G, SPMRM	Jharkhand	Gumla	NA	NA
235	Bikas Kumar	District Coordinator	District	PMAY-G	Jharkhand	Gumla	NA	NA
236	Beby Kumari	DPMU	District	SPMRM	Jharkhand	Gumla	NA	NA
237	Manisha Sancha	District Program Manager	District	DAY-NRLM	Jharkhand	Gumla	NA	NA
238	Bhagirat Mahto	Assistant Director Social Security	District	NSAP	Jharkhand	Gumla	NA	NA
239	Gautam Kr Thakur	MIS	District	MGNREGS	Jharkhand	Godda	NA	NA
240	Santosh Kumar	Sail Incharge Cum Dist. Co. Nity AAYOG	District	Aspiration Dist. Fellowship all 5 section	Jharkhand	Godda	NA	NA
241	Sunil Kumar	Deputy District Commissioner	District	5 schemes excluding SPMRM	Jharkhand	Godda	NA	NA
242	Sunil KUMAR	DDC-CUM-DPC	District	MGNREGS	Jharkhand	Godda	NA	NA
243	Nalini kant	Accountant DRDA	District	5 schemes excluding SPMRM	Jharkhand	Godda	NA	NA
244	Kr. Sanjiv	DIST Coordinator	District	PMAY-G	Jharkhand	Godda	NA	NA
245	Sushil kr das	DPM	District	DAY-NRLM	Jharkhand	Godda	NA	NA
246	Anil Tudu	Assistant Director Social Security	District	NSAP Nodal Officer at Dist.	Jharkhand	Godda	NA	NA
247	Smt. Aruna Kumari	B.D.O	Block	PMAY-G, MGNREGS, SPMRM, NSAP	Jharkhand	Hazaribagh	Barhi	NA
248	Deepak Kumar	Block Program Manager	Block	DAY-NRLM	Jharkhand	Hazaribagh	Barhi	NA
249	Ajay Kumar	Block Co-ordinator	Block	PMAY-G	Jharkhand	Hazaribagh	Barhi	NA
250	Rajesh Kumar	B.P.O	Block	MGNREGS	Jharkhand	Hazaribagh	Barhi	NA
251	Smt.Kirti Bala Cakra	B.D.O	Block	MGNREGS, PMAY-LD, DAY-NRLM, NSAP	Jharkhand	Hazaribagh	Barkat ha	NA
252	Dharmendra Kumar Soha	Block Anchor Person	Block	DAY-NRLM	Jharkhand	Hazaribagh	Barkat ha	NA
253	Sanjoy Kr. Rana	Block Co-ordinator	Block	PMAY-G	Jharkhand	Hazaribagh	Barkat ha	NA
254	Ekram Hussain	B.P.O	Block	MGNREGS	Jharkhand	Hazaribagh	Barkat ha	NA

255	Ravindra Kumar Gupta	B.D.O	Block	MGNREGS, PMAY-G, NSAP, DAY-NRLM	Jharkhand	Gumla	Basia	NA
256	Bindo Kumar	BPM (Block Programme Manager)	Block	DAY-NRLM	Jharkhand	Gumla	Basia	NA
257	Surydev Ram	Assistant Engineer	Block	PMGSY	Jharkhand	Gumla	Basia	NA
258	Alok Kumar Mishra	Block -Co-ordinator	Block	PMAY-G	Jharkhand	Gumla	Basia	NA
259	Bipin Kumar	B.P.O	Block	MGNREGS	Jharkhand	Gumla	Basia	NA
260	Sandhya	B.D.O	Block	MGNREGS, PMAY-G, NSAP, DAY-NRLM,SPMRM	Jharkhand	Gumla	Gumla	NA
261	Ranikant Mishra	B.M.M.U	Block	DAY-NRLM	Jharkhand	Gumla	Gumla	NA
262	Anjani Kumar	Assistant Engineer	Block	PMGSY	Jharkhand	Gumla	Gumla	NA
263	Kamlesh Barla	Block -Co-ordinator	Block	PMAY-G	Jharkhand	Gumla	Gumla	NA
264	Beby Kumarl	B.P.O, MGNREGS	Block	MGNREGS	Jharkhand	Gumla	Gumla	NA
265	Geeta Devi	SPMRM, CDMU	Block	SPMRM	Jharkhand	Gumla	Gumla	NA
266	Ashoak Kumar Chopra	B.D.O	Block	MGNREGS, PMAY-G, BDO,PMGSY	Jharkhand	Godda	Godda	NA
267	Yogendra Kuamar	BPM	Block	DAY-NRLM	Jharkhand	Godda	Godda	NA
268	Ramashish Ram	Assistant Engineer	Block	PMGSY	Jharkhand	Godda	Godda	NA
269	Kunal Kishore	BC	Block	PMAY-G	Jharkhand	Godda	Godda	NA
270	Kamal Kishore Das	B.P.O	Block	MGNREGS	Jharkhand	Godda	Godda	NA
271	Dhiraj Prakash	B.D.O	Block	MGNREGS, PMAY-G, BDO,PMGSY	Jharkhand	Godda	MAHA GAMA	NA
272	Prem Prakash	BPM	Block	DAY-NRLM	Jharkhand	Godda	MAHA GAMA	NA
273	Ramjanam Mandal	Assistant Engineer	Block	PMGSY	Jharkhand	Godda	MAHA GAMA	NA
274	Mithun Kr. Singh	BC	Block	PMAY-G	Jharkhand	Godda	MAHA GAMA	NA
275	Purusottam Kumar	B.P.O	Block	MGNREGS	Jharkhand	Godda	MAHA GAMA	NA
276	Siddharth Tripathi	Additional Secretary, SRRD	State	All 6	Jharkhand	NA	NA	NA

277	Manish Keshri. S. Verma Subodh Paswan	MIS Nodal officer,Senior Engineer & Assitant Engineer	State	PMGSY	Jharkhand	NA	NA	NA
278	Naveen Kishan Subarno, Abhishek Kr. Dipak, Ranjit Kr. Singh, Jayprakash Kushwaha, MIS Officer	Commisioner, SPMRM,Civil Engineer, RURBAN &Convergence expert, RURBAN.	State	SPMRM	Jharkhand	NA	NA	NA
279	Yatindra Prasad, Mrs. Shyama,	Additional Secretary, PMAY-G &Finance Manager, PMAY-G	State	PMAY-G	Jharkhand	NA	NA	NA
280	Bishnu Charan Parida, Anil Kumar, Ajay Srivastava,	COO, DAY- NRLM,RSETI & Supporting person, DAY-NRLM &M & E, Jharkhand State Livelihood Promotion Society	State	DAY-NRLM	Jharkhand	NA	NA	NA
281	Pankaj Rana	Nodal Officer, MGNREGS	State	MGNREGS	Jharkhand	NA	NA	NA
282	Jaya Minz	Assitant Director,	State	NSAP	Jharkhand	NA	NA	NA
283	IONA R SANGMA, IAS	Director, Directorate of Community & Rural Development	State	All 6	Meghalaya	NA	NA	NA
284	Teneson Gini Nennong	Chief Engineer, PWD (State Rural Roads Development Agency)	State	PMGSY	Meghalaya	NA	NA	NA
285	ROPLANG KHARMALKI	Program Manager, SPMU	State	PMAY-G	Meghalaya	NA	NA	NA
286	RONALD KYNTA	Chief Operating Officer - Programme, Meghalaya State Rural Livelihoods Society	State	DAY-NRLM	Meghalaya	NA	NA	NA

287	Mr J.E.Massar	Officer on Special Duty (OSD)- SPMRM	State	SPMRM	Meghalaya	NA	NA	NA
288	IARAPHUNLIN DIENGDOH	Joint Mission Director (STATE RURAL EMPLOYMENT SOCIETY)	State	MGNREGS	Meghalaya	NA	NA	NA
289	NERIUS SAWKMIE	Senior Rural Development Officer Community & Rural Development (NSAP- Nodal department)	State	NSAP	Meghalaya	NA	NA	NA
290	Tirot Laloo	DPIU , Executive Engineer	District	PMGSY	Meghalaya	Ri Bhoi	NA	NA
291	D. P. Kharsati	Additional Deputy Commissioner cum planning officer Ri Bhoi	District	4 schemes excluding PMGSY and SPMRM	Meghalaya	Ri Bhoi	NA	NA
292	P. Marbaninang/S.Marbaniang	DPM/ADPM	District	MGNREGS	Meghalaya	Ri Bhoi	NA	NA
293	Benteliang Kharshandi	Additional Deputy Commissioner cum Project Directotor DRDA Ri bhoi	District	4 schemes excluding PMGSY and SPMRM	Meghalaya	Ri Bhoi	NA	NA
294	N.Mawlong/Kras Nongsiej	IT / Accounts officer	District	PMAY-G	Meghalaya	Ri Bhoi	NA	NA
295	T Khongshi / Andreas Mymrn	DMM/ District functional Specialist financial inclusion	District	DAY-NRLM	Meghalaya	Ri Bhoi	NA	NA
296	W Nongkling	Accountant	District	NSAP	Meghalaya	Ri Bhoi	NA	NA
297	Parnel Hynneiewta	Executive Engineer	District	PMGSY	Meghalaya	East Khasi Hills	NA	NA

298	Miss Lajied Lang Basaiawmoit	District Program Manager	District	DAY-NRLM	Meghalaya	East Khasi Hills	NA	NA
299	P. Paul Syiemiong	District Program Officer (MGNREGS)	District	MGNREGS	Meghalaya	East Khasi Hills	NA	NA
300	Mr D. Hynniewta , MCS	Project Director DRDA & ADC East Khasi Hills	District	4 schemes excluding PMGSY and SPMRM	Meghalaya	East Khasi Hills	NA	NA
301	Mr Pakma	Assistant Project Officer- PMAY_G	District	PMAY-G	Meghalaya	East Khasi Hills	NA	NA
302	Mr Pakma	Assistant Project Officer- NSAP	District	NSAP	Meghalaya	East Khasi Hills	NA	NA
303	A Phawa & Anu Manda	Executive Engineer & Asst Executive Engineer	District	PMGSY	Meghalaya	East jayanti Hills	NA	NA
304	MT. D. SUJA, MCS	ADC & PD DRDA	District	All 6	Meghalaya	East jayanti Hills	NA	NA
305	Miss Sandalim Sutna	District Program Manager	District	MGNREGS	Meghalaya	East jayanti Hills	NA	NA
306	SMT. ERWAMAYA NONGSIEJ	District Program Manager	District	DAY-NRLM	Meghalaya	East jayanti Hills	NA	NA
307	Baia Kmenlang Sumer	Additional Programme Officer - PMYG	District	PMAY-G	Meghalaya	East jayanti Hills	NA	NA
308	J Diana Darmai	Lower Division Assistant- Nodal officer	District	NSAP	Meghalaya	East jayanti Hills	NA	NA
309	Raja Brahma	BDO	Block	4 schemes excluding PMGSY and SPMRM	Meghalaya	Ri bhoi	Umsning	NA
310	Wallamlad S Kharwanlang	Coordinator BMMU	Block	DAY-NRLM	Meghalaya	Ri bhoi	Umsning	NA

311	Werlis Sumer / Pynsukjai Hujon	SDO /JE	Block	PMGSY	Meghalaya	Ri bhoi	Umlin g	NA
312	Bantailang Marwein/ Esterisus Marbeniang	Technical Asst (both)	Block	PMAY-G	Meghalaya	Ri bhoi	Umsni ng	NA
313	Moralisa Swer /Rebecca Kharbuli / Referman Lyngdoh	Additional Prog Officer/Additional ProgOfficer CLIB/ Technical Assistant	Block	MGNREGS	Meghalaya	Ri bhoi	Umsni ng	NA
314	Rodrik Nongrum	BDO	Block	4 schemes excluding PMGSY and SPMRM	Meghalaya	Ri bhoi	Umlin g	NA
315	Erlina Lyngdoh	Manager Block Mission Management Unit	Block	DAY-NRLM	Meghalaya	Ri bhoi	Umlin g	NA
316	Rymphang Kharkongor	Executive Engineer	Block	PMGSY	Meghalaya	Ri bhoi	Umsni ng	NA
317	Meristela Syiem	Data Entry Operator	Block	PMAY-G	Meghalaya	Ri bhoi	Umlin g	NA
318	Omita Syiemlieh / Bundorlin Kharjana /Mary W Lyngdoh/ Margrita Lyngdoh	APO/ Rest 3 Tech Asst	Block	MGNREGS	Meghalaya	Ri bhoi	Umlin g	NA
319	Mr P. Khonglah	BDO	Block	4 schemes excluding PMGSY and SPMRM	Meghalaya	East Khasi Hills	Pynur sla	NA
320	W R Lingdow	Asst Executive Engineer - SDO- PMGSY	Block	PMGSY	Meghalaya	East Khasi Hills	Pynur sla	NA
321	Fran Copper Thapa	Technical Assistant	Block	PMAY-G	Meghalaya	East Khasi Hills	Pynur sla	NA
322	Evanpynhun Lyngdoh	Block Program Manager	Block	MGNREGS	Meghalaya	East Khasi Hills	Pynur sla	NA
323	Moonstar Pyngrope	Cluster coordinator- BMMU - NRLM	Block	DAY-NRLM	Meghalaya	East Khasi Hills	Pynur sla	NA

324	Mr Mukhim	BDO (Block Development Officer)	Block	All 6	Meghalaya	East Khasi Hills	Shella Bholaganj	NA
325	Bayahulam Makado	Asst Executive Engineer , PWD	Block	PMGSY	Meghalaya	East Khasi Hills	Shella Bholaganj	NA
326	Nickey Kharbuli	Junior Engineer	Block	PMAY-G	Meghalaya	East Khasi Hills	Shella Bholaganj	NA
327	Pynlang Shangplyang	MIS Executive Nodal Officer	Block	MGNREGS	Meghalaya	East Khasi Hills	Shella Bholaganj	NA
328	S. MARWEIN, MCS	BDO (Block Development Officer)	Block	All 6	Meghalaya	East Jayantia Hills	Saipung	NA
329	KUNE LANG IBHA SYNNAH	Asst Program Officer	Block	DAY-NRLM	Meghalaya	East Jayantia Hills	Saipung	NA
330	JOHN TARIANG	Asst Executive Engineer , PWD	Block	PMGSY	Meghalaya	East Jayantia Hills	Saipung	NA
331	SHRI. BISWAJIT KHONGLAH & SHRI. OVERSEE MALANG	Section Assistant & Technical Assistant	Block	PMAY-G	Meghalaya	East Jayantia Hills	Saipung	NA
332	SMT.FELICITY SYNGKREM,	Asstion Program officer	Block	MGNREGS	Meghalaya	East Jayantia Hills	Saipung	NA
333	S. MARWEIN, MCS	BDO (Block Development Officer)	Block	All 6	Meghalaya	East Jayantia Hills	Khleriat	NA
334	SMT. ERWAMAYA NONGSIEJ	BPM cum DPM	Block	DAY-NRLM	Meghalaya	East Jayantia Hills	Khleriat	NA
335	JOHN TARIANG	Asst Executive Engineer , PWD	Block	PMGSY	Meghalaya	East Jayantia Hills	Khleriat	NA

336	MEDA CHALLAM & SMT. A. NONGBRI	Assistant Program officer & OFFICE ASST.	Block	MGNREGS	Meghalaya	East Jayantia Hills	Khleri at	NA
337	SHRI. BANJOP WARBAH, JE & SMT. RIMAYA SAIIOO, DEO	Junior Engineer & Data Entry Operator	Block	PMAY-G	Meghalaya	East Jayantia Hills	Khleri at	NA
338	Sasmita Jena	MGNREGS Co-ordinator	District	MGNREGS	Odisha	Bhadrak	NA	NA
339	Sandip Kumar Mohanty	Program Officer	District	MGNREGS	Odisha	Bhadrak	NA	NA
340	Madhusudan Dash	PD DRDA	District	All 6	Odisha	Bhadrak	NA	NA
341	Debendra Pandab	Additional Program Director, Rural Housing	District	PMAY-G	Odisha	Bhadrak	NA	NA
342	Sanjay Barik	DPM	District	DAY-NRLM	Odisha	Bhadrak	NA	NA
343	Saurendra Kr Behuri	District Social Security Officer	District	NSAP	Odisha	Bhadrak	NA	NA
344	Sandhyarani Pattanaik	MC, MGNREGS	District	MGNREGS	Odisha	Ganjam	NA	NA
345	Abhijit	Officer on Special Duty (OSD)	District	MGNREGS	Odisha	Ganjam	NA	NA
346	B. Kiran Kumar	Computer Programer,	District	MGNREGS	Odisha	Ganjam	NA	NA
347	Saumya Ranjan Hota	Additional Program Director, Rural Housing	District	PMAY-G	Odisha	Ganjam	NA	NA
348	Naveen Kumar Senapati	DPM	District	SPMRM	Odisha	Ganjam	NA	NA
349	Naveen Kumar Senapati	DPM-OLM	District	DAY-NRLM	Odisha	Ganjam	NA	NA
350	Subhranshu Maharana	DSSO	District	NSAP	Odisha	Ganjam	NA	NA
351	Sanjay Kumar Mishra	Executive Engineer	District	PMGSY	Odisha	Bargarh	NA	NA
352	Himansu Sekhar Patra	MC, MGNREGS	District	MGNREGS	Odisha	Bargarh	NA	NA
353	Prashant Priyadarshini Panda	APD, RH	District	PMAY-G	Odisha	Bargarh	NA	NA
354	Sankar Challan	DPM	District	DAY-NRLM	Odisha	Bargarh	NA	NA
355	Nava Sahu	DSSO	District	NSAP	Odisha	Bargarh	NA	NA
356	Chittaranjan Monhanty	Additional Project Director, Technical	District	SPMRM	Odisha	Bargarh	NA	NA

357	Shyamsunder Tudu	BDO	Block	All 6	Odisha	Bhadrak	Dham nagar	NA
358	Pitabas Biswal	BPM, OLM	Block	DAY-NRLM	Odisha	Bhadrak	Dham nagar	NA
359	Narayan Sahoo	SDO	Block	PMGSY	Odisha	Bhadrak	Dham nagar	NA
360	Piyusha Ranjan Rout	APO	Block	MGNREGS	Odisha	Bhadrak	Dham nagar	NA
361	Abinash Barik	SDO	Block	PMGSY	Odisha	Bhadrak	Chand bali	NA
362	Satya Narayan Sethi	ABDO	Block	All 6	Odisha	Bhadrak	Chand bali	NA
363	Stalin Nayak	BPM, OLM	Block	DAY-NRLM	Odisha	Bhadrak	Chand bali	NA
364	Manoj Kumar Patra	BPA	Block	PMAY-G	Odisha	Bhadrak	Chand bali	NA
365	Santosh Kumar Nayak	MGNREGS ASST	Block	MGNREGS	Odisha	Bhadrak	Chand bali	NA
366	Bimal Kumar Rayguru	BMMU	Block	DAY-NRLM	Odisha	Ganjam	Khalli kote	NA
367	Bipra charan Behera	Executive Engineer	Block	PMGSY	Odisha	Ganjam	Khalli kote	NA
368	Sukanta Kumar Pattanaik	BPC, RH	Block	PMAY-G	Odisha	Ganjam	Khalli kote	NA
369	Anil Kumar Pani	APO	Block	MGNREGS	Odisha	Ganjam	Khalli kote	NA
370	Dibyajyoti Mohanty	Program Executive	Block	SPMRM	Odisha	Ganjam	Khalli kote	NA
371	Archita Panigrahi	APO	Block	MGNREGS	Odisha	Ganjam	Chhatrapur	NA
372	Umesh kumar Sabat	BPC, RH, BPMU, PMAY	Block	PMAY-G	Odisha	Ganjam	Chhatrapur	NA
373	Manini Jena	BPO, NRLM	Block	DAY-NRLM	Odisha	Ganjam	Chhatrapur	NA
374	Pranati Bag	BPM, OLM	Block	DAY-NRLM	Odisha	Bargarh	Atabira	NA

375	Gagan Bihari Mishra	SDO	Block	PMGSY	Odisha	Bargarh	Atabira	NA
376	Amiya Charan Pradhan	BPC, RH	Block	PMAY-G	Odisha	Bargarh	Atabira	NA
377	Puspanjali Mahakud	APO	Block	MGNREGS	Odisha	Bargarh	Atabira	NA
378	Pranab Kumar Chand	BDO	Block	All 6	Odisha	Bargarh	Atabira	NA
379	Sankarsan Behera	BDO	Block	All 6	Odisha	Bargarh	Padampur	NA
380	Bikram Keshari Barik	BPC, RH, BPMU, PMAY	Block	PMAY-G	Odisha	Bargarh	Padampur	NA
381	Suresh Budhia	APO, MNREGA	Block	MGNREGS	Odisha	Bargarh	Padampur	NA
382	Satya Kumbhar	BPM, NRLM	Block	DAY-NRLM	Odisha	Bargarh	Padampur	NA
383	Hema Sharma	Young Professional, RURBAN, CDMU	Block	SPMRM	Odisha	Bargarh	Padampur	NA
384	Laxman Kumar Soren	Executive Engineer	Block	PMGSY	Odisha	Bargarh	Padampur	NA
385	Sanjeev Mathur	Chief Enginner	State	PMGSY	Rajasthan	NA	NA	NA
386	RameshKumar	Project Officer	State	SPMRM	Rajasthan	NA	NA	NA
387	Jaypal Singh	State Nodal Officer	State	PMAY-G	Rajasthan	NA	NA	NA
388	Noordeen	State Nodal Officer	State	DAY-NRLM	Rajasthan	NA	NA	NA
389	Arbind Saksena	State Nodal Officer	State	MGNREGS	Rajasthan	NA	NA	NA
390	Suresh Gupta	Project Officer	State	NSAP	Rajasthan	NA	NA	NA
391	Balveer ji	Suprintendent Engineer	District	DAY-NRLM	Rajasthan	Barmer	NA	NA
392	Anshudeep	DM	District	All 6	Rajasthan	Barmer	NA	NA
393	Net Singh	MIS Manager	District	MGNREGS	Rajasthan	Barmer	NA	NA
394	Mohan Dan Ratnoo	Circle Officer	District	5 schemes excluding SPMRM	Rajasthan	Barmer	NA	NA
395	Rajendra singh	Supridented Engineer	District	PMAY-G	Rajasthan	Barmer	NA	NA
396	Rajendra singh	Supridented Engineer	District	SPMRM	Rajasthan	Barmer	NA	NA

397	Ankit Bhargaw	District Mission Director	District	DAY-NRLM	Rajasthan	Barmer	NA	NA
398	Manoj Poorwa Gola	Executive Engineer	District	MGNREGS	Rajasthan	Baran	NA	NA
399	Poonam Sharma	Additional District Information Officer	District	ADS	Rajasthan	Baran	NA	NA
400	Genda Lal Garge	Assistant Engineer	District	MGNREGS	Rajasthan	Baran	NA	NA
401	Braj Mohan Bairwa	CEO	District	5 schemes excluding SPMRM	Rajasthan	Baran	NA	NA
402	Genda Lal Garge	Assistant Engineer	District	PMAY-G	Rajasthan	Baran	NA	NA
403	Vishwar Nagar	DM	District	DAY-NRLM	Rajasthan	Baran	NA	NA
404	Chandra Shekhar	Additional Tragry Officer	District	NSAP	Rajasthan	Baran	NA	NA
405	R.K.Jain	Executive Engineer	District	PMGSY	Rajasthan	Baran	NA	NA
406	Mahendra Singh	Supridented Engineer	District	PMGSY	Rajasthan	Churu	NA	NA
407	Mahendra Singh	Suprintendent Engineer	District	MGNREGS	Rajasthan	Churu	NA	NA
408	Ramsaroop Chauhan	CEO	District	All 6	Rajasthan	Churu	NA	NA
409	Anup Sharma	Supridented Engineer	District	PMAY-G	Rajasthan	Churu	NA	NA
410	Saurav Mehta	District Manager	District	DAY-NRLM	Rajasthan	Churu	NA	NA
411	Ramdhan	Nodal Officer	District	NSAP	Rajasthan	Churu	NA	NA
412	Sumer Singh	BDO	Block	All 6	Rajasthan	Barmer	Sindhri	NA
413	Mahaveer	Enginner	Block	PMGSY	Rajasthan	Barmer	Sindhri	NA
414	Parbhu Singh	BPMU	Block	PMAY-G	Rajasthan	Barmer	Sindhri	NA
415	Ashok	Area Manager	Block	DAY-NRLM	Rajasthan	Balotra, Barmer	Sindhri	NA
416	Jitendra Chaudhary	Program Officer	Block	MGNREGS	Rajasthan	Barmer	Sindhri	NA
417	Rajkumar	BDO	Block	All 6	Rajasthan	Barmer	Balotra	NA
418	Ashok	Area Manager	Block	DAY-NRLM	Rajasthan	Barmer	Balotra	NA

419	Jhunja Ram Chaudhary	Engineer	Block	PMGSY	Rajasthan	Barmer	Balotra	NA
420	Shankar Lal	Unit Head	Block	PMAY-G	Rajasthan	Barmer	Balotra	NA
421	Sanjay Kumar Dubey	Program Officer	Block	MGNREGS	Rajasthan	Barmer	Balotra	NA
422	Chandra prakash Mathur	Enginner	Block	SPMRM	Rajasthan	Barmer	Balotra	NA
423	Mazhar Imam	BDO	Block	All 6	Rajasthan	Baran	Anta	NA
424	Hariom	BPM	Block	DAY-NRLM	Rajasthan	Baran	Anta	NA
425	Arifa Khatoon	Assistant Engineer	Block	PMGSY	Rajasthan	Baran	Anta	NA
426	Gobardan Bairwa	APO	Block	PMAY-G	Rajasthan	Baran	Anta	NA
427	Saukat Ali	Program Officer	Block	MGNREGS	Rajasthan	Baran	Anta	NA
428	Chhotan Lal meena	BDO	Block	All 6	Rajasthan	Baran	Shahabad	NA
429	Hemraj	BPM	Block	DAY-NRLM	Rajasthan	Baran	Shahabad	NA
430	Mukesh	Assistant Engineer	Block	PMGSY	Rajasthan	Baran	Shahabad	NA
431	Vimal Kumar Jain	BPM	Block	PMAY-G	Rajasthan	Baran	Shahabad	NA
432	Manohar Meena	Program Officer	Block	MGNREGS	Rajasthan	Baran	Shahabad	NA
433	Sant Kumar Meena	BDO	Block	All 6	Rajasthan	Churu	Sardar Sahar	NA
434	Sayar/ Ravinda Kumawat	BPMU	Block	DAY-NRLM	Rajasthan	Churu	Sardar Sahar	NA
435	Omprakash Sharma	Enginner	Block	PMGSY	Rajasthan	Churu	Sardar Sahar	NA
436	Pawan Kumar parikh	BPMU	Block	PMAY-G	Rajasthan	Churu	Sardar Sahar	NA
437	Bhawani singh	Program Officer	Block	MGNREGS	Rajasthan	Churu	Sardar Sahar	NA
438	Dinesh Mishra	BDO	Block	All 6	Rajasthan	Churu	Ratang argh	NA
439	Shivani Bhatnagar	BPMU	Block	DAY-NRLM	Rajasthan	Churu	Ratang argh	NA

440	Ritik Sakla	Enginner	Block	PMGSY	Rajasthan	Churu	Ratang argh	NA
441	Lal Chandra	PO	Block	PMAYG	Rajasthan	Churu	Ratang argh	NA
442	Rajveer Singh	Program Officer	Block	MGNREGS	Rajasthan	Churu	Ratang argh	NA
443	Rajesh	Add Director	State	PMGSY	TAMIL NADU	NA	NA	NA
444	Radha	Add Director	State	SPMRM	TAMIL NADU	NA	NA	NA
445	Razik	Add Director	State	PMAY-G	TAMIL NADU	NA	NA	NA
446	Veeranan	Add Director	State	DAY-NRLM	TAMIL NADU	NA	NA	NA
447	Muthumeena	Add Director	State	MGNREGS	TAMIL NADU	NA	NA	NA
448	Subha	Asst Commissioner	State	NSAP	TAMIL NADU	NA	NA	NA
449	Kavitha	EE	District	PMGSY	TAMIL NADU	Theni	NA	NA
450	Sankaranarayanan	Additional Program Officer	District	MGNREGS	TAMIL NADU	Theni	NA	NA
451	Thilagavathy	PD	District	All 6	TAMIL NADU	Theni	NA	NA
452	Dhandapani	Additional Program Director	District	PMAY-G	TAMIL NADU	Theni	NA	NA
453	Kavitha	EE	District	SPMRM	TAMIL NADU	Theni	NA	NA
454	Sivakumar	PD	District	DAY-NRLM	TAMIL NADU	Theni	NA	NA
455	Kavitha	Deputy Thasildar	District	NSAP	TAMIL NADU	Theni	NA	NA
456	Angusamy	Additional Program Officer	District	PMGSY	TAMIL NADU	Nagapattinam	NA	NA
457	Praveen Nair	District Collector	District	All 6	TAMIL NADU	Nagapattinam	NA	NA

458	Kumar	Additional Program Officer	District	MGNREGS	TAMIL NADU	Nagapattinam	NA	NA
459	Prasanth	PD	District	All 6	TAMIL NADU	Nagapattinam	NA	NA
460	Selvam	Additional Program Officer	District	PMAY-G	TAMIL NADU	Nagapattinam	NA	NA
461	PANDIYAN	Additional Program Officer	District	DAY-NRLM	TAMIL NADU	Nagapattinam	NA	NA
462	RAJAN	Deputy Collector	District	NSAP	TAMIL NADU	Nagapattinam	NA	NA
463	Sadaiyappan	EE	District	PMGSY	TAMIL NADU	Salem	NA	NA
464	RAMAN	District Collector	District	All 6	TAMIL NADU	Salem	NA	NA
465	Susilarani/Srinivasan	Additional Program Officer	District	MGNREGS	TAMIL NADU	Salem	NA	NA
466	Arul Jothiarasan	PD	District	All 6	TAMIL NADU	Salem	NA	NA
467	Priya	Additional Program Officer	District	PMAY-G	TAMIL NADU	Salem	NA	NA
468	Selvakumar	PD	District	DAY-NRLM	TAMIL NADU	Salem	NA	NA
469	Baskaran	Sp Deputy Collector	District	NSAP	TAMIL NADU	Salem	NA	NA
470	Monikka	BDO	Block	All 6	TAMIL NADU	Theni	Theni	NA
471	Sasi	Deputy BDO	Block	DAY-NRLM	TAMIL NADU	Theni	Theni	NA
472	Karthik	A E	Block	PMGSY	TAMIL NADU	Theni	Theni	NA
473	Balakrishnan	Deputy BDO	Block	PMAY-G	TAMIL NADU	Theni	Theni	NA
474	Palani Raj	Deputy BDO	Block	MGNREGS	TAMIL NADU	Theni	Theni	NA
475	Monikka	BDO	Block	SPMRM	TAMIL NADU	Theni	Theni	NA

476	Thirupathi Muthu	BDO	Block	All 6	TAMIL NADU	Theni	Periyakulam	NA
477	Kalaivani	Deputy BDO	Block	DAY-NRLM	TAMIL NADU	Theni	Periyakulam	NA
478	Nagarajan	Asst Engineer	Block	PMGSY	TAMIL NADU	Theni	Periyakulam	NA
479	Nagarajan	Asst Engineer	Block	PMAY-G	TAMIL NADU	Theni	Periyakulam	NA
480	Chitra	Deputy BDO	Block	MGNREGS	TAMIL NADU	Theni	Periyakulam	NA
481	Thirumalaikannan	BDO	Block	All 6	TAMIL NADU	Nagapattinam	KILVELUR	NA
482	Rajagopal	BMMU	Block	DAY-NRLM	TAMIL NADU	Nagapattinam	KILVELUR	NA
483	Vetrivel	JE	Block	PMGSY	TAMIL NADU	Nagapattinam	KILVELUR	NA
484	Rajakumar	Deputy BDO	Block	PMAY-G	TAMIL NADU	Nagapattinam	KILVELUR	NA
485	Subramaniyan	Deputy BDO	Block	MGNREGS	TAMIL NADU	Nagapattinam	KILVELUR	NA
486	Raju	BDO	Block	All 6	TAMIL NADU	Nagapattinam	VEDARANYAM	NA
487	Prema	BMM	Block	DAY-NRLM	TAMIL NADU	Nagapattinam	VEDARANYAM	NA
488	Manimaran/Thirunavukarasu	AE	Block	PMGSY	TAMIL NADU	Nagapattinam	VEDARANYAM	NA
489	Rajakannan	BDO	Block	PMAY-G	TAMIL NADU	Nagapattinam	VEDARANYAM	NA
490	Tamilselvi	Deputy BDO	Block	MGNREGS	TAMIL NADU	Nagapattinam	VEDARANYAM	NA
491	Murugesan	BDO	Block	All 6	TAMIL NADU	Salem	OMALUR	NA

492	Jothi	BMMU	Block	DAY-NRLM	TAMIL NADU	Salem	OMALUR	NA
493	Sankar	AE	Block	PMGSY	TAMIL NADU	Salem	OMALUR	NA
494	Ayyandurai	Deputy BDO	Block	PMAY-G	TAMIL NADU	Salem	OMALUR	NA
495	Yamuna	Deputy BDO	Block	MGNREGS	TAMIL NADU	Salem	OMALUR	NA
496	Sundarraaj	BDO	Block	All 6	TAMIL NADU	Salem	ATTUR	NA
497	Saritha	BMMU	Block	DAY-NRLM	TAMIL NADU	Salem	ATTUR	NA
498	Rajkumar / Prabhavathi	Assistant Engineer	Block	PMGSY	TAMIL NADU	Salem	ATTUR	NA
499	Periyasamy	Deputy BDO	Block	PMAY-G	TAMIL NADU	Salem	ATTUR	NA
500	Madeswaran	Deputy BDO	Block	MGNREGS	TAMIL NADU	Salem	ATTUR	NA
501	SUJIT KUMAR	CEO	State	PMGSY	Uttar Pradesh	NA	NA	NA
502	SUJIT KUMAR	MD	State	DAY-NRLM	Uttar Pradesh	NA	NA	NA
503	RAJESH KUMAR GAUTAM	AE	District	PMGSY	Uttar Pradesh	MAHAMAYA NAGAR	NA	NA
504	ASHWANI KUMAR MISHRA	Project Director	District	MGNREGS	Uttar Pradesh	MAHAMAYA NAGAR	NA	NA
505	ASHWANI KUMAR MISHRA	Project Director	District	5 schemes excluding SPMRM	Uttar Pradesh	MAHAMAYA NAGAR	NA	NA
506	ASHWANI KUMAR MISHRA	Project Director	District	PMAY-G	Uttar Pradesh	MAHAMAYA NAGAR	NA	NA
507	AWDHESH SINGH YADAV	District Mission Manager	District	DAY-NRLM	Uttar Pradesh	MAHAMAYA NAGAR	NA	NA

508	SHIV KUMAR	District Social Welfare Officer	District	NSAP	Uttar Pradesh	MAHAMAYA NAGAR	NA	NA
509	Goutam Singh Yadav	AEE	District	PMGSY	Uttar Pradesh	Ballia	NA	NA
510	Dev Nandan Dubey	Project Director	District	MGNREGS & PMAY-G	Uttar Pradesh	Ballia	NA	NA
511	Badri Nath Singh	Community Development Officer	District	All 6	Uttar Pradesh	Ballia	NA	NA
512	Devki Nandan Dubey	Project Director	District	PMAY-G	Uttar Pradesh	Ballia	NA	NA
513	Sashi moli mishra	District Development Officer	District	DAY-NRLM	Uttar Pradesh	Ballia	NA	NA
514	Vijay Shankar	District Social Welfare Officer	District	NSAP	Uttar Pradesh	Ballia	NA	NA
515	Pardeep	EE- RED	District	PMGSY	Uttar Pradesh	Chitrakot	NA	NA
516	Dr.DayaRam Yadav	Deputy Commissioner Labor Employment	District	MGNREGS	Uttar Pradesh	Chitrakot	NA	NA
517	Anay Mishra	Project Director, DRDA	District	All 6	Uttar Pradesh	Chitrakot	NA	NA
518	Anay Mishra	Project Director, DRDA	District	PMAY-G	Uttar Pradesh	Chitrakot	NA	NA
519	Anay Mishra	Project Director, DRDA	District	SPMRM	Uttar Pradesh	Chitrakot	NA	NA
520	Ram Udrej Yadav	Deputy Commissioner Self Employment	District	DAY-NRLM	Uttar Pradesh	Chitrakot	NA	NA
521	Neelam Singh	District Social Welfare Officer	District	NSAP	Uttar Pradesh	Chitrakot	NA	NA
522	Garrima Khare	BDO	Block	5 schemes excluding SPMRM	Uttar Pradesh	Mahamaya Nagar	Sikandra Rao	NA
523	Rajiv Gautam	ADO	Block	DAY-NRLM	Uttar Pradesh	Mahamaya Nagar	Sikandra Rao	NA
524	Sahib Singh	Asst Eng	Block	PMGSY	Uttar Pradesh	Mahamaya Nagar	Sikandra Rao	NA

525	Avnish Babu	Accountent	Block	PMAY-G	Uttar Pradesh	Mahamaya Nagar	Sikandra Rao	NA
526	Mohd Jameel	APO	Block	MGNREGS	Uttar Pradesh	Mahamaya Nagar	Sikandra Rao	NA
527	Manoj Sharma	BDO	Block	4 schemes excluding PMGSY and SPMRM	Uttar Pradesh	Mahamaya Nagar	Hathras	NA
528	Pramod Kr Sharma	ADO	Block	DAY-NRLM	Uttar Pradesh	Mahamaya Nagar	Hathras	NA
529	Chandra Shekhar	Asst Eng	Block	PMGSY	Uttar Pradesh	Mahamaya Nagar	Hathras	NA
530	Ramkumar Goswami	APO	Block	PMAY-G	Uttar Pradesh	Mahamaya Nagar	Hathras	NA
531	Jitendra Dixit	APO	Block	MGNREGS	Uttar Pradesh	Mahamaya Nagar	Hathras	NA
532	Ram Ashish	BDO	Block	4 schemes excluding PMGSY and SPMRM	Uttar Pradesh	Ballia	Nagra	NA
533	Pramod Kr Pandey	ADO ISB	Block	DAY-NRLM	Uttar Pradesh	Ballia	Nagra	NA
534	Md Shamshad	Accountant	Block	PMAY-G	Uttar Pradesh	Ballia	Nagra	NA
535	Amit Singh	APO	Block	MGNREGS	Uttar Pradesh	Ballia	Nagra	NA
536	Rajesh Yadav	BDO	Block	4 schemes excluding PMGSY and SPMRM	Uttar Pradesh	Ballia	Hanumanganj	NA
537	Dharmendra Yadav	ADO ISB	Block	DAY-NRLM	Uttar Pradesh	Ballia	Hanumanganj	NA
538	Majid Ali	Accountant	Block	PMAY-G	Uttar Pradesh	Ballia	Hanumanganj	NA
539	Gyanendra Yadav	APO	Block	MGNREGS	Uttar Pradesh	Ballia	Hanumanganj	NA
540	Pankaj Sharma	Block Mission Manager	Block	DAY-NRLM	Uttar Pradesh	Chitrakot	Karwi	NA

541	Ramesh Singh	Block Program Officer	Block	PMAY-G	Uttar Pradesh	Chitrakot	Karwi	NA
542	Rajendra Chauhan	Computer Operator	Block	MGNREGS	Uttar Pradesh	Chitrakot	Karwi	NA
543	DK Agarwal	BDO	Block	4 schemes excluding PMGSY and SPMRM	Uttar Pradesh	Chitrakot	Manikpur	NA
544	Muneesh Jogi	Block Mission Manager	Block	DAY-NRLM	Uttar Pradesh	Chitrakot	Manikpur	NA
545	Surya Prakash	Computer Operator	Block	PMAY-G	Uttar Pradesh	Chitrakot	Manikpur	NA
546	Bhuwal Singh(APO)	BPPO	Block	MGNREGS	Uttar Pradesh	Chitrakot	Manikpur	NA
547	Sushil Mohan	Add seceratery	State	DAY-NRLM	Uttarakhand	NA	NA	NA
548	MOHD ASLAM	State consultant	State	MGNREGS	Uttarakhand	NA	NA	NA
549	Vivek Upadhyay	Deputy Director	State	PMAY-G	Uttarakhand	NA	NA	NA
550	Vinod Goswami	Director Social welfare department	State	NSAP	Uttarakhand	NA	NA	NA
551	RAVINDRA SINGH	DPO	District	MGNREGS	Uttarakhand	CHAMOLI	NA	NA
552	DHANANJAY LINGWAL	DDO	District	NSAP	Uttarakhand	CHAMOLI	NA	NA
553	Prathviraj Rawat	AE- DMMU	District	DAY-NRLM	Uttarakhand	CHAMOLI	NA	NA
554	SHRI PRAKASH RAWAT	PD- DRDA	District	PMAY-G, DAY-NRLM	Uttarakhand	CHAMOLI	NA	NA
555	Pramod Gangari	EE- PWD Nodal division-PIA- PMGSY	District	PMGSY	Uttarakhand	CHAMOLI	NA	NA
556	PK PANDEY	DDC	District	MGNREGS	Uttarakhand	DEHRADUN	NA	NA
557	ARTI SEMWAL	PROJECT ECONOMICST	District	PMAY-G	Uttarakhand	DEHRADUN	NA	NA
558	R S BISHT	ASSIT ENG	District	SPMRM	Uttarakhand	DEHRADUN	NA	NA

559	MO BASIF	DISTT THEMETIC EXPERT	District	DAY-NRLM	Uttarakhand	DEHRADUN	NA	NA
560	HEMLATA PANDEY	NODAL OFFICER	District	NSAP	Uttarakhand	DEHRADUN	NA	NA
561	Himanshu Joshi	PD- DRDA	District	PMAY_G,NRLM and SPMRM	Uttarakhand	US NAGAR	NA	NA
562	MANGAL CHANDRA JOSHI	DPO	District	MGNREGS	Uttarakhand	US NAGAR	NA	NA
563	SHAILENDRA SRIVASTAVA	DPMO	District	PMAY-G	Uttarakhand	US NAGAR	NA	NA
564	PRAMOND KANDPAL	DMMO	District	SPMRM	Uttarakhand	US NAGAR	NA	NA
565	PRAMOND KANDPAL	DMMO	District	DAY-NRLM	Uttarakhand	US NAGAR	NA	NA
566	K S RANA	NODAL OFFICER	District	NSAP	Uttarakhand	US NAGAR	NA	NA
567	R S BARATWAL	BDO	Block	All 6	Uttarakhand	CHAMOLI	KARANPRA YAG	NA
568	PRASHANT KUMAR	BMM	Block	DAY-NRLM	Uttarakhand	CHAMOLI	KARANPRA YAG	NA
569	ARUN KUMAR	JET	Block	PMGSY	Uttarakhand	CHAMOLI	KARANPRA YAG	NA
570	KAILASH	BPMU	Block	PMAY-G	Uttarakhand	CHAMOLI	KARANPRA YAG	NA
571	PANNI LAL	ASSIT ENG.	Block	PMGSY	Uttarakhand	CHAMOLI	GHAT	NA
572	N C ARYA	ACCOUNTENT	Block	MGNREGS	Uttarakhand	CHAMOLI	KARANPRA YAG	NA
573	MANOJ KUMAR	ADO	Block	All 6	Uttarakhand	CHAMOLI	GHAT	NA
574	SUMITRA KHANERA	BMM	Block	DAY-NRLM	Uttarakhand	CHAMOLI	GHAT	NA

575	NANDAN SINGH RANA	ADO	Block	PMAY-G	Uttarakhand	CHAMOLI	GHAT	NA
576	MOHAN PRASAD	Data Entry Operator	Block	MGNREGS	Uttarakhand	CHAMOLI	GHAT	NA
577	SMT ANITA PAWANR	BDO	Block	4 schemes excluding PMGSY and SPMRM	Uttarakhand	DEHRADUN	CHAKRATA	NA
578	ANKIT RAWAT	BMM	Block	DAY-NRLM	Uttarakhand	DEHRADUN	CHAKRATA	NA
579	KULDEEP RANA	COMPUTER OPERATOR	Block	PMAY-G	Uttarakhand	DEHRADUN	CHAKRATA	NA
580	Sandeep kaushik	BPO- MGNREGS	Block	MGNREGS	Uttarakhand	DEHRADUN	CHAKRATA	NA
581	BHAGWAN SINGH	BDO	Block	5 schemes excluding PMGSY	Uttarakhand	DEHRADUN	DOIWALA	NA
582	SURAJ CHAMOLI	BMM	Block	DAY-NRLM	Uttarakhand	DEHRADUN	DOIWALA	NA
583	KIRTAN SINGH	Village Development Officer	Block	PMAY-G	Uttarakhand	DEHRADUN	DOIWALA	NA
584	NARENDRA SINGH CHAUHAN	ADO	Block	MGNREGS	Uttarakhand	DEHRADUN	DOIWALA	NA
585	ANIL SHARMA	Village Development Officer	Block	SPMRM	Uttarakhand	DEHRADUN	DOIWALA	NA
586	NAVIN CHANDRA UPADHAYA	BDO	Block	5 schemes excluding PMGSY	Uttarakhand	US NAGAR	KHATI MA	NA
587	MD IQBAL	BMM	Block	DAY-NRLM	Uttarakhand	US NAGAR	KHATI MA	NA
588	SUNDER SINGH	Accountant	Block	PMAY-G	Uttarakhand	US NAGAR	KHATI MA	NA
589	GRISH CHANDRA JOSHI	BPO	Block	MGNREGS	Uttarakhand	US NAGAR	KHATI MA	NA
590	MD IQBAL	CDMU	Block	SPMRM	Uttarakhand	US NAGAR	KHATI MA	NA
591	HARISH CHANDRA JOSHI	BDO	Block	4 schemes excluding PMGSY and SPMRM	Uttarakhand	US NAGAR	SITAR GANJ	NA
592	BHAWNA	BMM	Block	DAY-NRLM	Uttarakhand	US NAGAR	SITAR GANJ	NA

593	GHANSHAYAM SINGH	ACCOUNTENT	Block	PMAY-G	Uttarakhand	US NAGAR	SITAR GANJ	NA
594	NEERAJ JOSHI	BPO	Block	MGNREGS	Uttarakhand	US NAGAR	SITAR GANJ	NA
595	Nirmla Devi	IDI with Beneficiaries (NSAP)	GP	WPS	Himachal Pradesh	Chamba	Bhattiyat	BALANA
596	Sapna Devi	IDI with Beneficiaries (NSAP)	GP	WPS	Himachal Pradesh	Hamirpur	Bhijri	Bhijri
597	Amresh Patel	IDI with Beneficiaries (NSAP)	GP	DPS	DADRA & NAGAR HAVELI	Dadra Nagar Haveli	Dadra Nagar Haveli	RANDHA
598	Savitaben Patel	IDI with Beneficiaries (NSAP)	GP	WPS	DADRA & NAGAR HAVELI	Dadra Nagar Haveli	Dadra Nagar Haveli	Dadra
599	Girdhari Gop	IDI with Beneficiaries (NSAP)	GP	DPS	Jharkhand	Hazaribagh	Barhi	Karso
600	Champa mosamat	IDI with Beneficiaries (NSAP)	GP	WPS	Jharkhand	Godda	Godda	Bari Kalyani
601	Jagat Nath	IDI with Beneficiaries (NSAP)	GP	DPS	Assam	Goalpara	Matia	Bakaitari
602	Surjyabanu Bibi	IDI with Beneficiaries (NSAP)	GP	WPS	Assam	Nagaon	Kathiatoli	Bakulguri
603	Wilfred Klein	IDI with Beneficiaries (NSAP)	GP	DPS	Meghalaya	Ri Bhoi	Umling	Belkuri
604	Mr Penam Chiatyan dev	IDI with Beneficiaries (NSAP)	GP	DPS	Andhra Pradesh	Srikakulam	Sompe ta	Korlam
605	Mr GANGULLAPPA	IDI with Beneficiaries (NSAP)	GP	IGNOAPS	Andhra Pradesh	ANANTA PUR	Nallamada	CHARUPALLI
606	Rajammal	IDI with Beneficiaries (NSAP)	GP	WPS	Tamil Nadu	THENI	THENI	Poomalaikundu
607	Balu	IDI with Beneficiaries (NSAP)	GP	DPS	Tamil Nadu	SALEM	OMALUR	MANGUPPAI

608	Balwan Singh	IDI with Beneficiaries (NSAP)	GP	DPS	Haryana	Hisar	Barwala	Bhani Badshapur
609	Santosh	IDI with Beneficiaries (NSAP)	GP	WPS	Haryana	Rohtak	Sampl a	Khara wad
610	Rajkumar	IDI with Beneficiaries (NSAP)	GP	DPS	Rajasthan	Barmer	Sindhri	AADE L
611	Kanchan Lal	IDI with Beneficiaries (NSAP)	GP	IGNOAPS	Rajasthan	Baran	Shaha bad	AAGA R
612	VIMAL RAM	IDI with Beneficiaries (NSAP)	GP	IGNOAPS	Uttarakhan d	US NAGAR	Sitarga nj	GOTH A
613	Khilafi Ram	IDI with Beneficiaries (NSAP)	GP	DPS	Uttarakhan d	Chamoli	Ghat	BURA
614	Samuthiran	IDI with Beneficiaries (NSAP)	GP	NSAP-Disability	Tamil Nadu	Theni	Theni	Poom alaiku ndu
615	Madhurjya Borah	District Mission Manager	District	DAY-NRLM	Assam	Nagaon	NA	NA
616	Basheer Khan	BDO	Block	BDO	Himachal Pradesh	Chamba	Bhatti yat	NA
617	Yateshwar Singh	Data entry operator	Block	MGNREGS	Himachal Pradesh	Chamba	Bhatti yat	NA
618	Sonu	Village level coordinator	Block	PMAY-G	Himachal Pradesh	Chamba	Bhatti yat	NA
619	Gautam Sharma	District Nodal officer(ADF)+ District Program officer	District	Not given responses for any scheme and provided general information about ADF as it is recently implemented in district.	Himachal Pradesh	Chamba	NA	NA
620	Sita Ram	IDI with Beneficiaries (NSAP)	GP	IGNOAPS	Rajasthan	Baran	Anta	Amla sera
621	Soma Shekhar	PIA	District	PMGSY	Andhra Pradesh	ANANTA PUR	NA	NA
622	Prasanta Kumar Barik	Block program manager	Block	PMAY-G	Odisha	Bhadrak	Dham nagar	NA
623	Bhura lal Mali	District Manager	District	DAY-NRLM	Rajasthan	Baran	NA	NA

624	Parmjeet	IDI with Beneficiaries (NSAP)	GP	DPS	Haryana	Ambala	Barara	Subhr i
625	Uday Veer	Executive Engineer	District	PMGSY	Haryana	Rohtak	NA	NA
626	Herera Khatun	IDI with Beneficiaries (NSAP)	GP	WPS	Assam	Nagaon	Juria	Maha ripur
627	Dinesh Bharti	Tragery Officer	District	NSAP	Rajasthan	Barmer	NA	NA
628	Mrs. Jeeva Santhi	Beneficiary	GP	NSAP-Family Benefit	Tamil Nadu	Theni	Theni	Poom alaiku ndu
629	Kamal Kanto Goala	District Mission Manager	District	DAY-NRLM	ASSAM	Tinsukia	NA	NA
630	Sanjay Barik	District Program manager	District	DAY-NRLM	Odisha	Bhadrak	NA	NA
631	Ganga Ram Baspota	Beneficiary	GP	IGNOAPS	Assam	Tinsukia	SADIA	NAGA ON
632	Mr. Parveen	District Finance manager	District	DAY-NRLM	Haryana	Rohtak	NA	NA
633	Kusuma Mosriat	Beneficiary	GP	WPS	Jharkhand	Hazariba gh	Barkat ha	Barka n Gang o
634	Murtiram Chandravanshi	Beneficiary	GP	IGNOAPS	Jharkhand	Hazariba gh	Barhi	Karso
635	Vulavalapudi Devasahayam	Beneficiary	GP	IGNOAPS	Andhra Pradesh	Krishna	Chand ralapa du	Kona yapal em
636	Patapanchula Veeramma	Beneficiary	GP	WPS	Andhra Pradesh	Krishna	Agirip alle	Boda nnap alli
637	Mansha Ram	Beneficiary	GP	IGNOAPS	Himachal Pradesh	Hamirpu r	Bhora nj	Aghar
638	Sushma Devi	Beneficiary	GP	WPS	Himachal Pradesh	Hamirpu r	Bhijri	Kalw al
639	Bijay Kumar Das	RD Executive Engineer	District	PMGSY	Odisha	Bhadrak	NA	NA
640	Vikram Singh	Project Director DRDA	District	DAY-NRLM, PMAY-G, SPMRM	Uttarakhan d	Dehradu n	NA	NA

641	Sankar Challan	District Program manager	District	NRLM	Odisha	Bargarh	NA	NA
642	NEENA DASH	Beneficiary	GP	NSAP-Family Benefit	Odisha	Bargarh	ATTA BIRA	Janged
643	Sita Ram	IDI with Beneficiaries (NSAP)	GP	IGNOAPS	Rajasthan	Churu	Churu	Ajeetsar
644	Jeet Singh Thakur	Executive Engineer	District	PMGSY	Himachal Pradesh	Chamba	NA	NA
645	Babita	Beneficiary	GP	WPS	Haryana	Rohtak	Sampla	Bhesri Kurd
646	Sarwan Kumar	Assistance Executive Engineer	Block	PMGSY	Jharkhand	Hazaribagh	Barhi	NA
647	Sarwan Kumar	Assistance Executive Engineer	Block	PMGSY	Jharkhand	Hazaribagh	Barkatha	NA
648	DAYA RAM YADAV	Assistant project director	District	MGNREGS	Uttar Pradesh	CHITRAKOOT	NA	NA
649	Saurav Mathey	District Manager	District	DAY-NRLM	Rajasthan	Churu	NA	NA
650	Saliesh Rana	SDO	Block	PMGSY	Himachal Pradesh	Chamba	Salooni	NA
651	Navid Anjumul Haque	District MIS Manager	District	MGNREGS	ASSAM	Goalpara	NA	NA
652	Mr Vijay Kumar P	District Program Officer	District	DAY-NRLM	Andhra Pradesh	Krishna	NA	NA
653	Mr Gururajagupta	Assistance Executive Engineer	Block	PMGSY	Andhra Pradesh	Anantapur	Nallamada	NA
654	Naveen Kumar Senapati	DPM-OLM	District	DAY-NRLM	ODISHA	Ganjam	NA	NA
655	Vinod Kumar	Project Eng	District	SPMRM	Himachal Pradesh	Chamba	NA	NA
656	Rajesh Kumar	APO+Nodal officer of MGNREGS	District	MGNREGS	Himachal Pradesh	Hamirpur	NA	NA
657	Naba Krushna Jena	BDO	Block	All 6	Odisha	Ganjam	Khalikote	NA
658	Devli Chagan Radiya	Beneficiary	GP	WPS	DADRA & NAGAR HAVELI	DNH	DNH	Randha
659	Alekh Nayak	Beneficiary	GP	DPS	ODISHA	Bhadrak	Chandabali	Bhatapada

660	Belinda Sohkhlet	Beneficiary	GP	WPS	MEGHALA YA	EAST KHASI HILLS	SHELL A BHOL AGANJ	MAW SMAI
661	Kikubhai Beliyabhai Patel	Beneficiary	GP	IGNOAPS	DADRA & NAGAR HAVELI	DNH	NA	Dadra
662	ANNPURNA GARG	JOINT MAGISTRATE	District	DAY-NRLM	Uttar Pradesh	Ballia	NA	NA
663	SHALIGRAM JOSHI	Assistance Executive Engineer	Block	PMGSY	Uttar Pradesh	CHITRAKOOT	KARWI	NA
664	K P BIND	Assistance Executive Engineer	Block	PMGSY	Uttar Pradesh	CHITRAKOOT	MANI KPUR	NA
665	P.C.Kishan	Special Secretary	State	All 6	Rajasthan	NA	NA	NA
666	Miss Lajied Lang Basaiawmoit	District Mission Manager	District	DAY-NRLM	MEGHALA YA	EAST KHASI HILLS	NA	NA
667	Narinder Choudhary	SDO	Block	PMGSY	Himachal Pradesh	Chamba	Bhattiyat	NA
668	Smt. Sandalin Sutnga	District Program Manager	District	MGNREGS	MEGHALA YA	EAST JAYANTI A HILLS	NA	NA
669	Thilagavathy	Project Director	District	MGNREGS	Tamil Nadu	Theni	NA	NA
670	Sivakumar	Project Director	District	DAY-NRLM	Tamil Nadu	Theni	NA	NA
671	M. PUSPA	Beneficiary	GP	NSAP-Family Benefit	Odisha	Ganjam	Chhatrapur	Aryapalli
672	Arun Kumar	Project Economist	State	All 6	Haryana	NA	NA	NA
673	SUNIL KR SINGH	BDO	Block	All 6	Uttar Pradesh	CHITRAKOOT	KARWI	NA
674	LACHMANIYA	Beneficiary	GP	WPS	Uttar Pradesh	CHITRAKOOT	KARWI	Agarhunda
675	RUKI DEVI	Beneficiary	GP	WPS	Uttar Pradesh	CHITRAKOOT	KARWI	Bankat
676	Sachikanta Das	JEE, RD	Block	PMGSY	ODISHA	Ganjam	Chhatrapur	NA
677	Khushi Ram Sood	Technical Assistant	District	DAY-NRLM	Himachal Pradesh	Hamirpur	NA	NA

678	Sujeev Kumar Juglani	District Program Officer	District	MGNREGS	Himachal Pradesh	Hamirpur	NA	NA
679	Dalbir Singh Rana	Executive Engineer	Block	PMGSY	Himachal Pradesh	Sirmaur	Nahan	NA
680	Dolamani Biswal	Beneficiary	GP	IGNOAPS	ODISHA	Bargarh	Padmapur	Jamartala
681	Pardeep Sharma	Assistant Executive Engineer	Block	PMGSY	Uttar Pradesh	BALIA	Hanumanganj	NA
682	ASWANI KUMAR MISHRA	Project Director DRDA	District	MGNREGS	Uttar Pradesh	Mahamaya Nagar	NA	NA
683	Shri Federick M Doph, IAS	District Magistrate	District	All 6	MEGHALAYA	EAST JAYANTI A HILLS	NA	NA
684	Mr Chinnatathaiiah	District program officer	District	MGNREGS	Andhra Pradesh	Krishna	NA	NA
685	Phoida Paul Syiemiong	District Program Manager	District	MGNREGS	MEGHALAYA	EAST KHASI HILLS	NA	NA
686	VIMLA/W/O TEJPAL	Beneficiary	GP	WPS	Uttar Pradesh	Mahamaya Nagar	Hathras	Koka
687	PATWARI/PUNNE	Beneficiary	GP	IGNOAPS	Uttar Pradesh	Hathras	Sikandarao	Khijar Pur
688	KIRAN / TOTA RAM	Beneficiary	GP	WPS	Uttar Pradesh	Hathras	Hathras	Koka
689	PURAN SINGH	Beneficiary	GP	IGNOAPS	Uttarakhand	Dehradun	Doiwala	Gadol
690	SHRI PRAKASH RAWAT	PD- DRDA	District	PMAY-G	Uttarakhand	CHAMOLI	NA	NA
691	Bah Lanong	Finance and Admin officer	State	DAY-NRLM	MEGHALAYA	NA	NA	NA
692	KAMESHWAR SINGH	ADO-DRDA	District	MGNREGS	Uttar Pradesh	BALIA	NA	NA
693	Mr Mukhim	BDO	Block	DAY-NRLM	MEGHALAYA	EAST KHASI HILLS	Shella Bhoganj	NA

694	Kir Dkhar	Beneficiary	GP	IGNOAPS	MEGHALA YA	EAST JAYANTI A HILLS	Saipung	Pala
695	JAI RAM	ADD. DIRECTOR	State	NSAP	Uttar Pradesh	NA	NA	NA
696	Mrs E G S Syamala	CFO	STATE	MGNREGS	Andhra Pradesh	NA	NA	NA
697	SUMITRA DEVI	Beneficiary	GP	DPS	Uttarakhand	US NAGAR	SITAR GANJ	GOTHA
698	NARAINI DEVI	Beneficiary	GP	IGNOAPS	Uttarakhand	US NAGAR	KHATI MA	FULA IYA
699	Winsan Phawa	Beneficiary	GP	DPS	MEGHALA YA	EAST JAYANTI A HILLS	Khleri at	Bataw
700	Smita Deka	Finance officer	State	MGNREGS	ASSAM	NA	NA	NA
701	Harendra GOP	Cluster head	Block	SPMRM	JHARKHAND	Hazaribagh	Barhi	Panchmadhaw
702	Ritu Gupta	Financial Advisor	State	MGNREGS	Rajasthan	NA	NA	NA
703	Surinder Sharma	Superintend Engineer PMGSY	District	PMGSY	Himachal Pradesh	Hamirpur	NA	NA
704	Rakesh Thakur	Chairman, ZP-Hamirpur	District	All 6	Himachal Pradesh	Hamirpur	NA	NA
705	MANGAL CHANDRA JOSHI	District Program Officer	District	MGNREGS	Uttarakhand	UDHAM SINGH NAGAR	NA	NA
706	PRAMOND KANDPAL	DMMO	District	DAY-NRLM	Uttarakhand	UDHAM SINGH NAGAR	NA	NA
707	Himanshu Joshi	Project Director	District	All 6	Uttarakhand	UDHAM SINGH NAGAR	NA	NA
708	Rajneesh Sharma	BDO	Block	All 6	Himachal Pradesh	Chamba	Salooni	NA
709	Pradeep Baranwal	Assistant Executive Engineer	Block	PMGSY	Uttar Pradesh	BALIA	Nagara	NA

710	Yogender Kumar	Deputy Director Cum project officer	District	All 6	Himachal Pradesh	Chamba	NA	NA
711	Manas Debata	Additional Secretary	State	MGNREGS	Odisha	NA	NA	NA
712	Sudarsan Parida	Director	State	PMGSY	Odisha	NA	NA	NA
713	Sanjay Kumar	Computer oprator refer by Superintend DARDA	District	MGNREGS	Himachal Pradesh	Sirmuar	NA	NA
714	Saravanan	State Program Manager (Operations & Procurement)	State	DAY-NRLM	Tamil Nadu	NA	NA	NA
715	Krutibas Rout	project director	District	All 6	Odisha	Baragarh	NA	NA
716	Mr Sanjay	Executive Engineer PMGSY	District	PMGSY	Uttarakhand	Dehradun	NA	NA
717	Mr Sanjay	Executive Engineer PMGSY	Block	PMGSY	Uttarakhand	Dehradun	Doiwal a	NA
718	Mr BC Pant	Executive Engineer PMGSY	Block	PMGSY	Uttarakhand	Dehradun	Chakr ata	NA
719	Deepak Chauhan	Head of department SRLM	State	DAY-NRLM	Himachal Pradesh	NA	NA	NA
720	AKHILESH SINGH	ADDITIONAL DIRECTOR - PMAYG	State	PMAY-G	Uttar Pradesh	NA	NA	NA
721	Rama	Ladies Social Education officer	District	DAY-NRLM	Himachal Pradesh	Sirmuar	NA	NA
722	DK Nag	Environment and Social development officer, HPPWD	State	PMGSY	Himachal Pradesh	NA	NA	NA
723	Mr Srinivas Rao	Mandal In-charge	Block	PMAY-G	Andhra Pradesh	Krishna	Agirip alle	NA
724	Janmjay Shukla	ADDITIONAL COMMISSIONER	State	All 6	Uttar Pradesh	NA	NA	NA
725	Vikram Singh	Project Director- Rural devolepment	District	DAY-NRLM	Uttarakhand	Dehradun	NA	NA
726	NEERAJA GUPT	Deputy Commissioner	State	SPMRM	Uttar Pradesh	NA	NA	NA
727	Dr Siva Shankar Prasad	Deputy Commissioner	State	MGNREGS	Andhra Pradesh	NA	NA	NA

728	Jyoyi Snkar Ray	BDO	Block	All 6	Odisha	Ganjam	Ganjam	NA
729	Soumya Ranjan Hota	Additional project director	District	All 6	Odisha	Ganjam	NA	NA
730	Rashmi Singh	Senior Audit Officer (Finance)	State	MGNREGS	JHARKHAND	NA	NA	NA
731	JEFFREY KHARSYNTIEW	Programme Manager	State	MGNREGS	MEGHALAYA	NA	NA	NA
732	Kalyani Gupta	Deputy Director Sirmaur (DRDA)	District	All 6	Himachal Pradesh	Sirmaur	NA	NA
733	Isha Thakur	Joint director	State	State Nodal Officer	Himachal Pradesh	NA	NA	NA
734	MOHD ASLAM	State Consultant MGNAREGA	State	MGNREGS	Uttarakhand	NA	NA	NA
735	MOHD ASLAM	State Consultant MGNAREGA	State	MGNREGS	Uttarakhand	NA	NA	NA
736	Deepa Rajkamal	CEO (TNVRC - Tamil Nadu State on Governmental Organizations and Volunteers Resource Centre)	State	DAY-NRLM	Tamil Nadu	NA	NA	NA
737	RAM UDRAJ YADAV	Deputy commissioner-SE	District	DAY NRLM	Uttar Pradesh	CHITRKOT	NA	NA
738	RANDHEER SINGH	young professional	Block	SPMRM	Uttar Pradesh	CHITRAKOOT	KARWI	NA
739	AMLAN AHMAD	young professional	Block	SPMRM	Uttarakhand	US NAGAR	KHATIMA	NA
740	PRABHAKER BEBNI	Deputy Director	State	SPMRM	Uttarakhand	NA	NA	NA
741	Awadesh Singh	District Mission Manager	District	DAY-NRLM	Uttar Pradesh	Mahamaya Nagar	Hatras	NA
742	Smt Matsiewdor War Nongbri	District Magistrate	District	All 6	MEGHALAYA	EAST KHASI HILLS	NA	NA
743	Musaraf Hussain Choudhury	Dist Project Manager	District	DAY-NRLM	ASSAM	Goalpara	NA	NA

744	Madan Mohan Behera	Under Secretary	State	NSAP	Odisha	NA	NA	NA
745	Smt. Suprabha Roy , ACS	Assistant Deputy Commissioner	District	All 6	ASSAM	Goalpara	NA	NA
746	Mr Pranay Singh	CDO	District	All 6	Uttar Pradesh	Saharanpur	NA	NA
747	Dev Nandan Dubey	PD- RD	District	All 6	Uttar Pradesh	Ballia	NA	NA
748	PRAVEEN KUMAR LAKSHKAR	DM	District	All 6	Uttar Pradesh	Mahamaya Nagar	NA	NA
749	Debi Prasad Nayak	CEO, MIS, MLE	State	DAY-NRLM	ODISHA	NA	NA	NA
750	Sthitaprajna Swain	Project Manager, Communication	State	DAY-NRLM	ODISHA	NA	NA	NA
751	Anil Sharma	JD- State Rural Development Department	State	All 6	Himachal Pradesh	NA	NA	NA
752	S E Kuttalingam Abdul Razik Rajesh Raghuram Radha	Superintendent Engineer Additional Director Executive Engineer Consultant TNSRLM Senior Consultant	State	All 6	Tamil Nadu	NA	NA	NA
753	Nanumal Paharia	DM	District	All 6	Rajasthan	Swaimadhopur	NA	NA
754	Arvind Saxena	Superintendent Engineer	State	MGNREGS	Rajasthan	Jaipur	Jaipur	Jaipur
755	Balwant Singh	IDI NSAP beneficiaries	GP	NSAP-Old Age	Uttarakhand	US NAGAR	SITAR GANJ	GOTHA
756	Kiran Valand	MGNREGS - Incharge	District	MGNREGS	DADRA & NAGAR HAVELI	DADRA & NAGAR HAVELI	NA	NA
757	Kiran Valand	MGNREGS - Incharge	District	MGNREGS	DADRA & NAGAR HAVELI	DADRA & NAGAR HAVELI	NA	NA
758	Sushil Kumar Swain	Deputy CEO, Finance	State	MGNREGS	ODISHA	NA	NA	NA
759	Ms. Sharmishtha Desai	NRLM - Incharge	District	DAY-NRLM	DADRA & NAGAR HAVELI	DADRA & NAGAR HAVELI	NA	NA

760	Nilesh Patel, Kiran Valand, Ms. Sharmishtha Desai, Ms. Vaishali Solanki	District Incharges	District	All 6	DADRA & NAGAR HAVELI	DADRA & NAGAR HAVELI	NA	NA
761	Murad Ali	Training Programme officer	State	DAY-NRLM	Uttar Pradesh	NA	NA	NA
762	RK Singh	Executive Engineer	District	PMGSY	Uttarakhand	Pauri garhwal	NA	NA
763	Ms. Sarmishtha Desai	KMU Incharge	State	NSAP	DADRA & NAGAR HAVELI	NA	NA	NA
764	Ms. Sarmishtha Desai	FMU Incharge	State	DAY-NRLM	DADRA & NAGAR HAVELI	NA	NA	NA
765	KC Arya	Executive engineer	Block	PMGSY	Uttarakhand	Almora	Almora	NA
766	Mr. HM Chavda	CEO, Project Director, District Panchayat	District	All 6	DADRA & NAGAR HAVELI	NA	NA	NA
767	Dr. Rousy K. Baruah	State Project Manager- Social Mobilisation, Institution Building and Capacity Building, ASRLMS	State	DAY-NRLM	ASSAM	NA	NA	NA
768	YOGESH KUMAR	Deputy Commissioner	State	MGNREGS	Uttar Pradesh	NA	NA	NA
769	Prem Kumar	State project management officer - finance	State	DAY-NRLM	Uttar Pradesh	NA	NA	NA
770	Tarandeep	Training Coordinator	State	MGNREGS	Haryana	NA	NA	NA
771	Mr. Parveen	Finance Manager- State	State	MGNREGS	Haryana	NA	NA	NA
772	Mr Upesh Ch Das	DM	District	All 6	ASSAM	Nagaon	NA	NA
773	Rita Gogoi	CEO, Zila Parishad	District	All 6	ASSAM	Tinsukia	NA	NA
774	Nathumal Didel	DM	District	All 6	Rajasthan	Bharatpur	NA	NA

775	Sri Jonash Basumatary	Liaison Officer, DRDA	District	All 6	ASSAM	Udalguri	NA	NA
776	Neelam singh Chauhan	Young professional	Block	SPMRM	Uttar Pradesh	Chitrakot	Mau Mustaqil	NA
777	Hargobind Bhatt	DC-State Rural Development Department	State	All 6	Uttarakhand	NA	NA	NA
778	Sanjeev Kumar	Finance officer	State	MGNREGS	Himachal Pradesh	NA	NA	NA
779	Ashish Singha	Rural Development Specialist	State	SPMRM	Odisha	NA	NA	NA
780	Sunil Kumar	DMM	District	DAY-NRLM	Uttarakhand	Pauri garhwal	NA	NA
781	Kishan Lal	Executive Engineer PMGSY	District	PMGSY	Himachal Pradesh	Sirmaur	NA	NA
782	Mr Plani	Project Director DRDA	District	All 6	Tamil Nadu	Thanjavur	NA	NA
783	Dileep Chouhan	Chairman Zila Parishad	District	All 6	Himachal Pradesh	Sirmaur	NA	NA
784	DS Pathania	Chairman Zila Parishad	District	All 6	Himachal Pradesh	Chamba	NA	NA
785	Smti D. Pegu , ACS	Joint Director RURAL DEVELOPMENT DEPERTMENT	State	MGNREGS	ASSAM	NA	NA	NA
786	Madhusudan Dash	PD-DRDA	District	All 6	ODISHA	Bhadrak	NA	NA
787	HD Pandey	CDO	District	All 6	Uttarakhand	Chamoli	NA	NA
788	Atul Saxena	IT coordinator	State	PMGSY	Uttarakhand	NA	NA	NA
789	Hemen Das, IAS	Commissioner of Panchayat and Rural Development, Guwahati	State	All 6	Assam	NA	NA	NA
790	Sudhanshu Mohan Samal	DM	District	All 6	ODISHA	Deograh	NA	NA
791	Kulveer Singh	CEO	District	All 6	Haryana	Gurgaon	NA	NA

792	Siddharth Sankar Swain	Project Director DRDA	District	All 6	ODISHA	Ganjam	NA	NA
793	Vikram Singh	PD-DRDA	District	All 6	Uttarakhand	Dehradun	NA	NA
794	Pranati	State Rural Housing Dept.	State	PMAY-G	ODISHA	NA	NA	NA
795	Mr Lalit Jain	Director-Rural Development Dept	State	MGNREGS	Himachal Pradesh	NA	NA	NA
796	Pankaj Rana	State MIS officer	State	MGNREGS	Jharkhand	NA	NA	NA
797	Ashish Singha, Srimant Kumar Samal, Madan Mohan Behera, Sudarsan Parida, Debi Prasad Nayak	RD Specialist/State Prog Officer/Under Secretary/Director/C EO, MIS-MLS	State	All 6	Odisha	NA	NA	NA
798	Rural Skills Division Team	MoRD	National	DAY-NRLM	National	NA	NA	NA
799	Zinat Niazi	Vice President, Development Alternatives(DA)	National	PMAY-G	National			
800	Smt Alka Upadhyaya	Additional Secretary, MoRD	National	Sector	National			
801	Sh. Gaya Prasad	Director-General, PMAY-G	National	PMAY-G	National			
802	Ms Roop Avtar Kaur	Director, SPMRM	National	SPMRM	National			
803	Dr. Biswajeet Banerjee	Joint Secretary, Policy, Planning & Management (PPM), MoRD	National	SPMRM &Sector	National			
804	Mr. Raminder Singh Rekhi	Resource Person, NRLM	National	DAY-NRLM	National			
805	Prof. K. Raju	Ex Professor, IRMA	National	Sector + NRLM	National			
806	Mr. Liby Johnson	Executive Director, Gram Vikas, Odisha	National	Sector + NRLM	National			
807	Ms. Leena Johri	Joint Secretary, Rural Livelihoods	National	Sector	National			
808	Dr. N. Srinivas Rao	Economic Advisor	National	Sector	National			
809	Mr. Naresh Saxena	Ex Bureaucrat	National	Sector	National			

810	Mr. Vijay Mahajan	Founder, BASIX	National	DAY-NRLM	National			
811	Sh. Rohit Kumar	Joint Secretary, MGNREGS	National	MGNREGS	National			
812	Mr. Ved Arya	Founder Srijan, Buddha Fellow Programme	National	Sector	National			
813	Ms Mamta Kohli	Department for International Development (DRID)	National	Sector	National			
814	Anish	Transforming Rural India Foundation (TRIF)	National	Sector	National			
815	Mr. Darshan Parikh	Operations Director, CEPT Research & Development Foundation	National	SPMRM	National			
816	Mr. Vijay Mahajan	Founder, BASIX	National	DAY-NRLM	National			
817	Dr. Sridharan	Director – School of Planning and Architecture, Bhopal	National	SPMRM	National			
818	Mr. Nagesh Singh	Ex- Officer, PMGSY	National	PMGSY	National			
819	Prof. Jyothis Satyapalan	Head, Centre for Wage Employment, NIRD & PR	National	MGNREGS	National			
820	Mrs. Nita Kejriwal,	Joint Secretary - DAY- NRLM	National	DAY-NRLM	National			
821	Dr. Ashok Kumar Sarkar	Divisional Chairperson, Engineering	National	PMGSY	National			
822	Mr. I. K. Pateriya	Director(Projects), National Rural Infrastructure Development Agency(NRIDA), New Delhi	National	PMGSY	National			

ANNEX 2: BIBLIOGRAPHY

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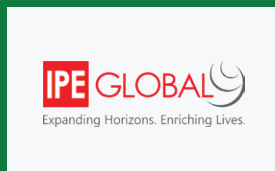


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