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**IMPLEMENTATION OF WELFARE PROGRAMMES AND
PEOPLE'S PARTICIPATION AT MANDAL PANCHAYATS
IN WEST GODAWARI DISTRICT, ANDHRA PRADESH
FROM 1985 - 90**

Dissertation submitted to the Jawaharlal Nehru University
in partial fulfilment of the requirements
for the award of the Degree of
MASTER OF PHILOSOPHY

N. JOHN



**CENTRE FOR POLITICAL STUDIES
SCHOOL OF SOCIAL SCIENCES
JAWAHARLAL NEHRU UNIVERSITY
NEW DELHI - 110067.
INDIA
1995**

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जवाहरलाल नेहरू विश्वविद्यालय
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School of Social Sciences*

21st July 1995

CERTIFICATE

Certified that this dissertation entitled "*IMPLEMENTATION OF WELFARE PROGRAMMES AND PEOPLE'S PARTICIPATION AT MANDAL PANCHAYATS IN WEST GODAVARI DISTRICT, ANDHRA PRADESH FROM 1985-90*" submitted by *N. JOHN* in partial fulfillment of the requirements for the award of the Degree of MASTER OF PHILOSOPHY has not been previously submitted for any degree of this university or any other university and is his own work.

We recommend that this dissertation may be placed before the examiners for evaluation.

**DR. KIRAN SAXENA
CHAIRPERSON**

**PROF. C.P. BHAMBHRI
SUPERVISOR**

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ACKNOWLEDGEMENT

In preparing this dissertation, I am grateful to many whose knowledge and experience I have freely utilised. I am greatly indebted to my Supervisor, Professor C.P. Bhambhri, I have benefitted a great deal from his sharp analysis, erudite suggestions; constructive guidance and unflagging interest. But for his unstinting support this dissertation would not have seen the light of the day.


I also thank the staff of the Jawaharlal Nehru University Library, my thanks are also due to the library staff of District Library Eluru and the officials of DRDA, SC Cooperative Society, BC Cooperative Society, SETWEL, Social Welfare Department, Housing Corporation and all the respondents of my Questionnaires and interviews without whose cooperation this study would not have been possible.

I express my sincere thanks to Sridhar, D.V. Rao and Janarthan for the help they extended to me.

My sincere thanks are also due to Mrs. Kameswari, and Raghu who has spared number of efforts in giving me the type scripts at a very short notice.

I take this opportunity to express my gratitude to my mother, Nunna Anna Purnamma who had always stood by me and gave me the confidence to complete this assignment.

21 July


(N. JOHN)

CHAPTER I

INTRODUCTION

The process of industrialization around the eighteenth century has been marked by an immense change in the entire Europe and America. It involved the scientific application of knowledge to the mass production of goods and services for mass consumption and intensification of urbanization which inevitably resulted in the breaking up of the traditional social institutions. Apart from this, the changes in the forces of production accelerated the concentration of capital in the hands of private entrepreneurs together with mass exploitation of new classes of industrial wage earners. The capital accumulation with the policy of Laissez-Faire or individualist state, rapid and continuous industrialization has given birth to enormous social problems such as unemployment, poverty, helplessness and human elimination. The unforeseen disasters of illness, depression of wages, material and moral poverty of the workers and their movement for social revolution left the state with no other option except to intervene to pacify these disruptions caused by industrialisation. To overcome these obstacles, the state has often been undertaking the task of promoting and regulating the collective social life through bureaucratic and other institutions.

Thus the emergence of welfare state is an institutional creation of state-provided social services in the early twentieth century. However, contrasting strands on the idea of Welfare State may be observed. The state regards itself more as an agency of social service to generate general happiness and welfare than the instrument of power. According to Lehman, "the Welfare State is simply a state in which people are free to develop their individual capacities, to receive just awards for their talents and to engage in the pursuit of happiness unhindered by fear of actual hunger, actual homelessness or oppression by reason of race, creed or colour". According to him, an individual has a pivotal position and Welfare State should assure minimum standard of living and opportunity to the citizens irrespective of race, creed or colour. T.H. Marshall believes that Welfare State was a long process which ended with the identification and establishment of social rights. He says that the Welfare State is an extension of ideal citizenship than the broadening of state power.¹ In the words of G.D.H.Cole, "The Welfare State as a society in which an assured minimum standard of living and opportunity becomes the possession of every citizen." The international labour conference at Philadelphia had noted -----

1. Quoted in The Blackwell Dictionary of Twentieth Century Social Thought, (London: The Alden Press, 1993) p 708.

the deep desire of people to create a "new organisation for social security which can be described as a public service state for the citizens at large."²

An analysis of these definitions reflects that the modern 'Service State' or Welfare State has some 'basic elements' through which it would endeavour for the realization of its goals like (1) health and maternity insurance, (2) basic education and housing facilities, (3) unemployment insurance, (4) family allowances, (5) old age and surviving dependents insurance, (6) pensions, (7) accident insurance. Thus the welfare state stands for a wide range of collective services.

SYSTEMS OF DIFFERENT COUNTRIES

The amount and form of social services contributed by the Welfare State is synonymous with the concept of social security. However the aims and practices of social security policies in the western countries are not uniform in their fundamentals. The following are the different social security policies in the major western countries.

1. GREAT BRITAIN : The social reform prepared by the Beveridge Commission introduced a considerable degree of medical care after 1945, a minimum national

2. Encyclopedia of Marxism, Communism and Western Society, Vol. 8, p. 9.

insurance and also state-assisted private provision. A typical feature is uniformity of contributions and benefits as well as allowance for family needs and extension of insurance benefits in practice to embrace all risks. National insurance and the health service provide three quarters of all benefits and services.

The finance is provided by graduated contributions which employers also pay and from taxes. The supplementary financing of children's allowances and health services from taxes accentuates the welfare elements of the system.

2. U.S.A. : With the New Deal in 1933 began the belated development of a national social policy. It resulted in the main emphasis being given to Old Age, Survivors and Disability Insurance. About 94% of the population are entitled to benefit under the social security programmes. Since John F. Kennedy's presidency more attention has been given to the gaps in social legislation and the tendency towards federal regulation is growing stronger. At the moment unemployment and accident insurance, in particular, are being improved, and a general statutory health insurance scheme is being built up. A major role is played by company welfare policy; numerous social security measures are part of the collective contracts of employment. There

is no equalization of family burdens. One special problem is the poverty in the affluent American Society.

3. FRANCE : Social security arose under British influence, out of the reorganisation and nationalization of traditionally separate regulations and institutions. The centralized system largely under the trade unions embraces social insurance, with a uniform, general system of contributions and benefits, accidents insurance and the characteristic allocations of families. This system embraces everyone, employees, self-employed persons and persons not gainfully employed. It neglects health services and emphasizes welfare and insurance. At present it is still in part based up on traditional self-management by the insured. Separate branches are financed by progressively graduated contributions and also taxes and subsidies. The increase in tax-financed benefits increases the welfare elements of the system.

4. WEST GERMANY : The 90 year history of German welfare system has led to the emphasis being laid on differential social insurance and also on old age insurance. The system of adjustment for retirement pensions introduced in 1957 links them with the changes in earned incomes. Pensions are no longer regarded as

a supplement to livelihood but, in most cases as the sole basis for subsistence in old age. Loss of social status is to be prevented by means of pensions with a stable purchasing power. Health insurance is conducted on the material benefits principle. Medical treatment is free upon presentation of a medical insurance certificate. A typical feature of West German system is the marked individualization and differentiation of contributions and benefits. Extensions of old age and sickness insurance to embrace the entire population is recommended by some. More recent measures to equate groups hitherto treated differently are : continuance of pay during sickness for both salaried employees and wage earners; abolition of compulsory insurance institutions to those over 65. Extensive benefits are paid on the welfare principle as a consequence of losing the war. The principle is interpreted on a compensation basis. The pensions are fixed according to the bases of assessment which are standard for the whole country and are met from taxation. Since 1958 a legal claim to relief has existed. This aid, designed to promote self-help, is granted as general subsistence allowances or for particular situations.

5. SWEDEN : It is the most significant country in extending social security to the entire population. For old age, invalidity and surviving dependents insurance,

insurance is compulsory for all gainfully employed nationals and foreigners. In 1959 insurance for supplements to the state pension insurance was provided by law. Sickness insurance is conducted according to the principle of reimbursement of expenses. About 50% of all benefits are insurance benefits. Although Sweden has also introduced other kinds of benefits as well, deductions from pay in order to make adequate allowance for private provision are not so high as in comparable countries.

Despite the considerable restriction of the discussion to its economic aspects in some cases, there is a striking lack of clarity regarding the scope and direction of the actual benefits and burdens brought about by social security expenditure and revenue. The combining of taxes and contributions shows who has to pay, but not where the economic burdens fall. The intended vertical equalisation of incomes as between rich and poor does not seem to have occupied in practice on the whole the groups of beneficiaries bare at the same time the lion's share of the burdens. Moreover, group ideologies obstruct the view of the processes actually at work. Associations representing organised interests make any economic rationalization of the systems difficult, because once they have obtained benefits they try to keep them and at all events try to establish new ones. Their pressure on the governmental

institutions is a serious constitutional problem of the Western democracies.

CONSTITUTIONAL PROVISIONS FOR WELFARE PROGRAMMES IN INDIA

In India welfare schemes occupy a prominent position in the Directive Principles of State Policy which are mentioned in part IV of the Indian Constitution from Article 36 to Article 51. (i) Certain ideals, particularly economic, which, according to the framers of the constitution, the state should strive for (ii) Certain directions to the legislature and executive intended to show in what manner the state should exercise their legislative and executive powers, (iii) Certain rights of the citizens which shall not be enforceable by the courts like the "Fundamental Rights" but which the state shall nevertheless aim at securing, by regulation of its legislative and administrative policy.³

It shall be the duty of the state to follow these principles both in the matter of administration as well as in the making of laws. They embody the object of the state under the republican constitution namely that it is to be a 'Welfare State' and not a mere 'Police State'.⁴ Article 39A has been inserted to enjoin the state to "provide free legal

3. Durga Das Basu : Introduction to the Constitution of India, (New Delhi: Prentice Hall of India Pvt. Ltd, 1990), p.137.

4. Ibid., op.cit., p.137.

aid to the poor and to take other suitable steps to ensure equal justice to all, which is offered in the preamble."⁵

In short, the Directive principles of state policy emphasize, in amplifications of the preamble that the goal of the Indian Polity is not 'Laissez- Faire', but a 'Welfare State', where the state has a positive duty to ensure to its citizens social and economic justice and dignity of the individual. It would serve as an instrument of instructions upon all future governments, irrespective of their party creeds.

That this democratic republic stands for the good of all is embodied in the concept of 'Welfare State' which inspires the Directive Principles of State Policy. The Economic justice assured by the preamble can hardly be achieved if the democracy envisaged by the constitution were to be confined to a political democracy. Dr. Radhakrishnan has put it as " poor people who wander about, find no work, no wages and strive, whose lives are a continual round of sole affliction and pinching poverty, cannot be proud of constitution or its laws".⁶ In short the Indian Constitution promises not only political but also social democracy as explained by Dr. Ambedkar in his concluding

5. Ibid., p.138.

6. Durga Das Basu : Introduction to the Constitution of India, 1994 p.24.

speech in the constituent Assembly: "Political democracy cannot last unless there lies at the base of it, social democracy. What does social democracy mean? It means a way of life which recognizes liberty, equality and fraternity which are not to be treated as separate items in a trinity. They form a union of trinity in the sense that to divorce one from the other is to defeat the very purpose of democracy. Liberty can not be divorced from equality equality can not be divorced from liberty. Nor can liberty and equality be divorced from fraternity".⁷

As a demonstration of 'trickle down effect' of welfare programmes in India the directive principle of state policy in Art. 40 seeks to organise village panchayats and endow them with powers of self government. It is stated that there are 2.2 lakh village panchayats (45,000 panchyat samitis and 357 zilla parishads) in the country. Though the constitution and functions of the panchayats vary according to the terms of the different Acts, generally speaking, the panchyats, elected by the entire adult population in the villages, have been endowed with powers of civic administration such as medical relief, maintenance of village roads, streets, tanks and wells, provision of primary education, sanitation and the like.

7. Ibid., op.cit., p.24.

Similarly the legislation for compulsory primary education as envisaged in Art 45 has been enacted in most of the states and 3 union territories.⁸ In order to raise the standard of living as envisaged in Article 47 particularly of the rural population, the government of India launched its community development project in 1952. Later on Integrated Rural Development Programme (IRDP) in 1978-79; National Rural Employment Programme (NREP); Rural Landless Employment Guarantee Programme (RLEGP); Drought Prone Area Programme (DPAP); Desert Development Programme (DDP) and some other schemes were launched.⁹

WELFARE STATE AND THE WEAKER SECTIONS OF SOCIETY

While discussing the concept of Welfare State under the Indian Constitution, it is pertinent to consider the social matrix of the Indian Society . A large section of our population belongs to socially and economically weaker sections and it is one of the objectives of our constitution to secure to all its citizens social justice.

Social justice means the abolition of all kinds of disparities resulting from inequalities of wealth and

8. Ibid., p.144.

9. Ibid., op.cit., p.144.

opportunity, race, caste, religion, sex and title.¹⁰ In the Crown Aluminium Works vs Workmen AIR 1958, the Supreme Court observed that social justice is the harmonisation of the rival claims of the interests of the different groups and sections in the social structure, by means of which alone it is possible to build up a welfare society.

There is an absolute necessity of having constitutional provision for resuming socio-economic justice to the weaker sections of the society like Harijans and Adivasis. In a Welfare State the law is an instrument of social engineering, a weapon for reconstructing the society by securing all round well-being of the citizens and hence a society in such a state is like a well planned city. In a welfare state there is considerable expansion of governmental activities including the state planning and fundamental rights are guaranteed to the people in order to secure to their socio-economic justice.

For securing socio-economic justice provision is made in the constitution for the promotion of the educational and economic interests of the weaker sections of the society like Harijans and Adivasis. The expression 'Weaker Sections' appears in Art 45 (4) of the constitution of Eire, 1937, too as in Art 46 of the Indian Constitution. Harijans

10. H.S.Urekar, Law and Social Welfare, (Bombay Lodvani Publishing House, 1973), p.56.

fall under the category of scheduled castes as defined by Art 366 (2) read with Art 341. They include those castes specified in a notification issued by the president of India or in a law enacted by the parliament. Similarly Adivasis come under the category of scheduled tribes as defined in Art 366 (25) read with Art 342, they include those tribes as are specified in a presidential notification or parliament measures.¹¹

Socio Economic justice is provided under the Indian Constitution under three categories: firstly, fundamental Rights Art. 15, 16 and 17, secondly, by way of Directive Principles of State Policy Art. 46 and thirdly, under part 16 of the Indian constitution Art. 330-342 providing for special provisions for certain classes.

Art. 17 abolishes untouchability. Besides, the parliament has enacted the untouchability offenses act 1955 to enforce the spirit of Art. 17. To abolish untouchability is an essential part of the Gandhian vision of Ramarajya. Hence under the untouchability offenses act a person who discriminates against Harijans and devises means to deny them access to shops, hotels or places of public entertainment and refuses them the use of wells, tanks, etc. is punishable under law. It is true under Art. 275 of the

11. Ibid., p.57.

Indian Constitution that grants can be made from the consolidated fund of India for the purpose of promoting the well being of the STs. Turning to the Directive Principles of State Policy, Art. 38 enjoins the state to promote the welfare of the people. Art. 46 is directed towards the protection of educational and economic interests of the weaker sections of the society like the Scheduled Castes and Scheduled Tribes.

An unnecessary social evil that has long bedevilled the Indian society is untouchability. Historically it is not a case of legal segregation but of social segregation and hence law alone is inadequate but change of heart is necessary. This is essentially a rural problem and hence strategies of social action must be directed to rural areas. This can be done with more facility with the growth of sense of social responsibility i.e. by the awakening of social conscience. For that purpose an integrated scheme of Rural Development which will accommodate a caste Hindu and a Harijan to work hand in hand in a corporate effort of nation building must be devised.

It is against the backdrop of this comprehensive treatment of the welfare state concept that the present study acquires greater significance with its sharp focus on the successes and pitfalls in the execution of welfare programmes in Andhra Pradesh.

More precisely, the West Godavari District has been chosen to provide the parameters for the present study. An earnest attempt has been made to map the extent of social welfare schemes in the district, the problems faced by the administration in executing them and also the perception of the population about the success of these programmes and also the gaps they have perceived in the implementation of these programmes.

Towards this end, the second chapter presents in a broad perspective the poverty alleviation schemes in Andhra Pradesh. In brief, it will touch upon the important schemes such as Integrated Rural Development Programme (IRDP), Training of Rural Youth for Self-Employment Programme (TRYSEM), Minimum Needs Programme (MNP), Jawahar Rozgar Yojana (JRY), and Employment Assurance Scheme (EAS).

CHAPTER II

POVERTY ALLEVIATION SCHEMES IN ANDHRA PRADESH

The poverty alleviation programmes which were in operation in Andhra Pradesh followed almost a similar pattern as those at the centre. The broad conceptual framework for these programmes has been provided by the Five Year Plan's document of the respective time period under consideration. i.e; 7th Five Year Plane (1985-90).

1. INTEGRATED RURAL DEVELOPMENT PROGRAMME (IRDP)

The 7th Five Year Plan document considered poverty alleviation programmes in the wider perspective of socio-economic transformation in the country.¹ It recognizes that the strategy of direct attack on poverty through specific poverty alleviation programmes cannot be sustained and could not heel yield the desired results it the overall growth is inequitably distributed.

It provided for a pattern of overall economic growth by generating adequate incomes for the poorer sections through employment generation and the development of less developed regions. Thus it regenerated poverty alleviation programmes as supplementing the basic plan for overall growth in terms

1. Seventh Five Year Plan p.50.

of generating productive assets and skills as well as incomes for the poor.²

The plan document put into a perspective the view that the economic development of poorer sections can not be achieved without social transformation involving structural changes, educational development, growth in awareness, change in out-look, motivation and attitude. To achieve these objectives it sought to ensure greater participation of the poor through the elected institutions at the grass root level as well as through their own organisations to achieve social change.

Launched formally in 1978-79 the IRDP had twin objectives of raising incomes and generating employment through investments in agricultural and allied activities.³ In general, two factors must be noted about poverty. The degree of deprivation suffered by those at the lowest levels of poverty are qualitatively different from those suffered by those just below the poverty line. In terms of caste, persons belonging to SC, ST and artisan castes are generally

2. Seventh Five Year Plan Document p.50.

3. Yojana vol. 36, no.18 15 October 1992, p.13.

noted to live in utmost poverty.⁴

IRDP was started in the year 1978-79 and extended to whole state on 2nd October 1980. Rural poverty as per NSSO data for 1987-88 in AP, the number of persons who were under poverty line were 153.1 lakhs which is 33.8%. This programme was implemented first in West Godavari district in 1978. The government strategy was to provide productive assets and inputs to the target groups through a package of assistance consisting of subsidy and bank loan. Priority was sought to be given for covering those having family income upto Rs 6000/-; small farmers are defined as those having land holding from 2.5 to 5 acres dry land in non-Drought Prone Area Programmes (DPAP) areas or 3.75 to 7.5 acres dryland in DPAP acres or half the limits in case of wetland.

Marginal farmers are those having land holding upto 2.5 acres in non DPAP areas or 3.75 acres in DPAP areas in terms of dryland or half the limits in case of wetland. Special assistance in physical and financial terms to the extent of government of India norm 50% for SCs and STs put together and norm 50% for SCs and 10% for STs.

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4. M.Gopinath Reddy, "Poverty Alleviation Programmes with Special Reference to I.R.D.P.", in Kanakalatha Mukund, ed., Andhra pradesh Economy in Transition. Hyderabad ; Centre for Economic and Social Studies 1990, AP govt. Publication. p.619.

The forum for identifying beneficiaries in grama sabha are attended by prospective beneficiaries, representatives of bank, DRDA, mandal officials, non officials and village elders. The investment will be 15,000/- in which 5000/- will be subsidy and Rs.10,000/- credit. The programme contents were those schemes approved by NABARD under agricultural and allied sectors like Horticulture, Industries, Animal Husbandry, Minor Irrigation, Fisheries, Sericulture, Services and Business. Relaxation from the matching bank loan for filter points and in bore wells will be given free upto Rs. 3000/- Rs. 4000/-, Rs. 5000/- to small farmers and marginal farmers in non DPAP areas, SCs,STs and physically handicapped respectively. Community minor irrigation works, loan is not obligatory 50% contribution by the agriculturers. For small investments upto Rs 1000/- in other sectors, loan component in relaxed usual subsidy can be provided to match beneficiaries contribution. Financial discipline to be followed by DRDA will not be more than 25% of funds can be carried towards for the next plan. Quarterly budget norms of utilisation of funds are 15% first quarter 25% second quarter,35% third quarter and 25% fourth quarter. Safeguards against the failure of the schemes are Risk fund to cooperatives 2% to the central society and 4% to the primary society on the term loans disbursed.

1. Master policy for insurance of livestock and master policy for insurance of the unit is under the ISB sector.
2. Insurance of the life of the beneficiaries by the LIC of India and the general Insurance Company under the master policy for ISB units.
3. Failed well compensation schemes will be provided and deposits insurance and credit guarantee cover will be given.

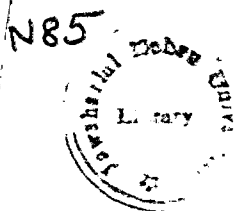
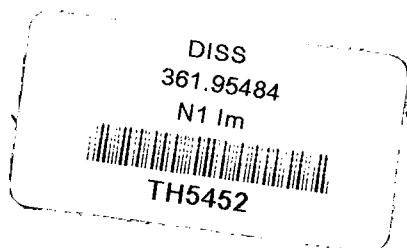
Emphasis under the programme was on modernizing technology in agriculture and allied activities, processing of the total locally available raw materials and other technologies relevant to the poverty groups and rural areas.

Implementation process is that where allocations for the next year are not known, 10% excess of the current year allocations can be adopted. Cluster villages both functional and spatial should be identified in consultation with the bankers in view the levels of coverage in the previous years. They should be approved by the governing body. Household survey of all the families below the poverty line conducted for 8th Five Year Plan should be utilised and where it is not available, a quick survey of householders in the cluster villages should be made and list of poorest of the poor families should be drawn up. For

giving publicity to the people advance notices were to be given for holding the grama sabha in the villages concerned giving wider publicity. They were to be held at public places, attended by the representatives of revenue department, SC, ST and BC corporations, bank, DRDA functionary, mandal functionary, and prospective beneficiaries, physically handicapped, STs, SCs and Women should be kept in view and the identification of beneficiaries can be taken up in that area.

The loan application cum appraisal form prescribed by NABARD was already circulated to all banks and DRDAs in Telugu language. The land holding and income particulars were recorded on the spot and the preference of the beneficiaries were to be discussed and finalized. The aptitude of the applicant was to be assessed and the revenue department and the VDO signed the loan application cum appraisal form. Consolidated statement of the identified poverty groups were sought to be signed by the bankers and the MDO on a token of sanctioning them.

The sanctioning of loan from th bank through DRDA was to be done though proper channel. The MDO was entrusted with the task of ensuring necessary documentation, sanction and disbursement of the loans by the bankers reviewing the problems on various forums based on the consolidated list available. The banker after documentation would effect



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disbursement of the subsidy and the loan components by debiting the account of the agency with principal bank branch for the subsidy component. Along with the debit advice to the principal bank branch, the participating banker would submit two copies of the annexure II statements duly filling up all the columns including the beneficiary wise disbursement particulars.

In general, the beneficiaries as far as possible were to be formed and assisted in groups duly introducing them to thrift and credit activity associating the non-governmental organisations whenever possible. Under family credit plan scheme of IRDP and NGO they are entitled for remuneration. Similarly the NGOs were sought to be associated with planning, implementation and monitoring of IRDP by allotting a few villages. They were also entrusted with specific activities like survey of the poorest of the poor, training, technology transfer, marketing of the products, etc. Assistance in the form of managerial subsidy, filling of critical gaps of the infrastructural can be extended by the DRDA.

Groups of beneficiaries under IRDP were to be provided assistance under TRYSEM, convergence of basic services like education, health, nutrition, drinking water, etc.; and ensure these services are provided on a sustained basis towards improving the quality of life of the beneficiaries.

The mandal recovery committee with MDO as the chairman and bankers as convenor, MDO and DRDA representative as members be constituted and convened as often as required to provide an environment for recovery of the loans.

As per the evaluation report, the programme evaluation organisation of planning commissioner 1983-84, 58.58% of the beneficiaries have crossed the poverty line. Percentage of beneficiaries who crossed the poverty line in the 1st round from October 1985-86, poverty line of Rs. 3,500/- are 60%, and poverty line of Rs. 6,400/- are 10%, and in the 2nd round January 1987- December 1987, 76% and 16% . 3rd round January 91, 84% and December 1991, 23%.

2. **TRAINING OF RURAL YOUTH FOR SELF-EMPLOYMENT PROGRAMME (TRYSEM)**

Started on 15 August 1979, the TRYSEM scheme was postulated to provide technical skills to rural youth to enable them to take the broad fields of agriculture and allied activities, industries, services and business activities. The target group for TRYSEM comprised of rural youth between the ages of 18-35 years from families living below the poverty line. Besides 50% of the target were to be SC and ST youth and a minimum of 33.15% of the youth trained to be women.⁵

5. Seventh Five Year Plan, p. 54.

The main thrust of the scheme is to equip social youth with necessary skills and technology to enable them to seek self employment ventures. For this purpose, the capacity available in the existing training institutions in the state would be fully utilised and, whenever necessary suitably augmented. The training courses, the duration of which should be less than one year, will have a practical bias, based on the concept of learning by doing and would be fully integrated with various on going schemes of rural development.⁶

After the completion of the training, trainees will be given appropriate support by arranging institutional finance wherever necessary for setting up their own enterprises. During the training period, a stipend of not more than Rs. 100 per mensem per trainee may be paid. Amount of not more than Rs. 50 per trainee, being the training expenses including honorarium for trainers, course materials cost and other contingencies may be allowed. Besides, for strengthening the infrastructural facilities wherever found necessary, expenditure on the scheme will be shared by the union and state government.

In each block, 40 youths will be selected for TRYSEM and 400 persons for ISB schemes based on their income.

6. Financial Express, (Bombay) 6th January, 1982.

Priority is to be accorded to women, members of SC,ST, ex-servicemen and persons who have attended nine months courses in the National Adult Education Programme.

Further, considering the low absorptive capacities of the poorest among the poor, apart from the emphasis on the group approach, the adoption of the total household approach was emphasised as a major plank of TRYSEM.⁷

It started in 1979 as part of IRDP and is being given separate funding from the year 1991-92 . The pattern of funding is 50% from central government and 50% from state government. This programme started operating in 1,092 Mandal Parishads. However the institutions located in urban areas can be utilised for imparting training.

The objective behind this programme was to provide skills to the rural youth for employment or wage employment. This programme is applicable to those who are between 18-35 years from the families below the poverty line. The age limit is relaxed to 16 years in case of the inmates of orphanages and to 45 years in case of freed bonded labourers, ex-convicts, leprosy cured patients, liberated scavengers, etc. No educational qualifications are prescribed and the safe guards for SCs, STs, physically handicapped, and women were given under IRDP. The strategy

7. Seventh Five Year Plan p.50.

is giving training in any institution or with master crafts man and provide subsidy by DRDA and credit from banks under IRDP for equalization of income generating assets after completion of training.

Training was provided in ITI community polytechnic, polytechnic engineering colleges, tools rooms, technology parks, national or state level technical training institutions, institutions run by the reputed voluntary organisations and which are approved by the Secretary, Rural Development of the state government or union territory. Krishi Vigyan Kendras, Agricultural Colleges, Universities and other institutions specially approved by SLCC.

The stipend per trainee was fixed at Rs 500/- per month. Provisions of allowances for tool kits upto RS. 800 per month was included. However artisans i.e. those involved in traditional craft based artisanal industry or skill based artisan vocational such as handicrafts, potters, blacksmiths, carpenters, locksmiths, leather workers, etc. would be entitled to a higher tool kits allowance on par with that provided under the scheme of supply of improved tool kits to rural artisans. The higher allowance of upto Rs. 2000/- was admissible to all the artisans, if their training is organised in good traditional institutions or under special arrangements for their skill up gradations. This allowance should not be given in cash.

TRYSEM training under tailoring, typing and driving should be given on selective basis and percentage of trainees under these items together in any district was not exceed 20% of the total number of trainees trained in that district during the year.

The operational setup to implement the TRYSEM programme was constituted with the collector as chairman to coordinate the training activity of the various departments and survey of the potential activities for self and wage employment should be conducted and utilised.

A committee on TRYSEM consisting of a representative of panchayati raj, Rural Development & Relief Department, Financial Department and Planning Department with Commissioner, Rural Development as Chairman would see and approve the proposal received from the institutions through the DRDAs. Everything will be done through DRDA.

3. MINIMUM NEEDS PROGRAMME (MNP)

The Minimum Needs Programme was devised to deal with a situation where very large number of population in absolute numbers as well as the percentage of the population suffer from a chronic shortage of food and other basic consumer needs like clothing, adequate housing, medicine, education and are hence victims of ill health, disease reduced

longevity and ignorance.⁸ A less complex definition of poverty equates it with levels of income barely enough to secure minimum food i.e., calorie intake required to sustain the human body.⁹

A three pronged strategy has been devised by the five years plan to implement the MNP.

1. Poverty alleviation programmes would be formulated and implemented in decentralised manner with the participation of people at the grass roots level through village panchayats, panchayati samitis, zilla parishads, etc.

Such an approach would result in the selection of projects suited to local conditions and to the integration of poverty alleviation programmes with area development.

2. To implement the poverty alleviation programmes effectively, better planning was envisaged at the district level involving various disciplines or departments, tighter organisational setup to ensure optimal use of resources and closer monitoring.

3. Further, to achieve the best result, different poverty alleviation programmes including MNP was integrated

8. Tapan Raychaudhari, " Historical Roots of Mass Poverty" , A Hypothesis, Economic and Political Weekly vol.XX no.18 May 4, 1985, p.801.

9. *ibid.*

with one another and with the overall developments of the area. For instance, the development of house sites under MNP were integrated with the constructions of houses under National Rural Employment Programme of Rural Landless Employment Guarantee Programme and vice-versa.¹⁰

The main objective of this programme was to connect villages with W-B-M roads in order to promote the economic and social development of rural masses. There are 27,379 revenue villages in the state. Till the end of 1993-94 15,938 villages are covered leaving 11,441 villages yet to be covered. The MNP was totally funded by the state government and there were two kinds of programmes. 1. Sugar Cane Cess Roads and 2. Minor irrigation. The main aim of the sugar cane cess roads programme is to improve the roads around the sugar factory. This will facilitate easy transport of sugar cane from the surrounding villages. The area in a radius of 16km from the sugar factories in the entire district.

This programme was targeted at rural population especially around sugar factories. This programme was to be implemented by the district level committee headed by collector and directed by the same to the Director sugars

10. Government of India, Planning Commission, "Seventh Five Year Plan" vol II 1985-90 p.52.

for the execution of the works. The panchayat raj engineering department is responsible for the execution of works pertaining to panchayati raj engineering department.

2. Minor irrigation programme's objective was to stabilise ayacut under MI sources of panchayat raj department. New Ayacut can also be created. The target group was Ayacut dars under the tanks in rural areas. The salient feature was that MI sources of Panchayat Raj Department would be brought to releval technical standards.

The procedure for processing would be the ownership of MI sources was vested with Mandal Praja Parishads. The MPP was empowered to sanction works. Recently the District Collectors were also delegated with power to sanction works. Panchayat Raj Engineering Department was responsible for the execution of the works. The monthly progress of the works were to be monitored by superintendent engineer at the circle level and chief engineer at state level.

4. JAWAHAR ROZGAR YOJANA SCHEME (JRY):

Of the critical problems of Indian Economy, poverty and unemployment prevalent particularly in rural areas of the country needed some effective solution on a sustained basis.

A progressive scheme called Jawahar Rozgar Yojana which is now being implemented and administered by the village panchayats all over the country. Over 440 lakh families

which are below the poverty line are intended to benefit from this scheme. The primary objective of this scheme (JRY) is generation of additional gainful employment for the unemployed and under employed persons both men and women in the rural areas.¹¹ The secondary objectives are creation of productive community assets for direct and continuing benefits to the poverty groups and for strengthening rural economic and social infrastructure that will lead to rapid growth of the rural economy along with a steady-rise in the income levels of the rural poor. The other secondary objective is to bring about improvement in the overall quality of life in the rural areas.

As such, the strategy adopted aimed at the redistribution of income and consumption in favour of the poorer sections of the population by significantly increasing employment opportunities in the rural areas.¹² The JRY is to provide employment to at least one member of each poor family for 50 to 100 days in a year in the vicinity of places of their residence. Of the total expenditure incurred 15 percent will be transferred to village panchayats to be used exclusively for the benefits of the Scheduled Castes and Scheduled Tribes. Of the

11. Programmes of Poverty Alleviation in Andhra Pradesh, p.44.

12. National Herald (New Delhi) 10 November 1989.

beneficiaries under JRY 30 percent will be women.

The various states and union territories have been allotted funds under the scheme in proportion to the number of persons living below the poverty line in them. The devolution of funds to districts has been determined in terms of criteria of backwardness such as the share of SC and ST with total population of the district, the share of agricultural labour to total labour and the level of agricultural productivity. It has also been decided to give specific consideration to such areas as the hills, deserts and the islands. The criteria for the distribution of resources to village panchayats from the districts are on the basis of population of the village panchayats.

Now the JRY aims at strengthening the planning process at the village level by involving village panchayats in the planning and implementation of projects. A sum of Rs. 2,600 crore will be spent in the central sector on JRY. As such, it becomes the biggest employment programme in the world. The use of funds will be decided solely by the gram panchayat on the basis of the 'felt needs' of the local people.

On the selection of projects, an important aspect is that there will not be any state intervention. The DRDAs/SPs will prepare annual action plans for the JRY and they will be approved by their own councils. A committee on

the gram panchayat will be appointed to oversee, supervise and monitor implementation of the projects undertaken. Physical and financial audit of the works implemented by gram panchayats has been made compulsory. At the same time the government can also monitor the projects through its rural development department. Even voluntary organisation can be involved in the implementation of programmes at the district and gram panchayat levels. Thus, it is found that the JRY attempts at doing better in a number of crucial matters. Its outstanding feature is that it strengthens decentralised planning at the district and the village levels by involving village panchayats as well as the masses in the planning and implementation of the scheme.

Under the (JRY) scheme all rural works which result in the creation of productive community assets are taken up such as Social forestry works on government land belonging to panchayats; social and water conservation works, including water harvesting structures; minor irrigation works such as construction of community wells, flood protection and water logging works; constructions of houses, rural roads, panchayat offices and primary school buildings; land development, and reclamation of wasteland or degraded land, with special emphasis on hill and desert areas. ¹³

13. Telegraph (Calcutta) 11 June 1989.

5. EMPLOYMENT ASSURANCE SCHEME (EAS):

The rationale behind this scheme is that creation of employment opportunities has always been an important objective of developmental planning in India. The relative higher growth of population and labour force has led to an increase in the volume of unemployment and under-employment from one plan period to another. The EAS is claimed at tackling the problem of unemployment.

The primary objective of the EAS is to provide gainful employment during the lean agricultural season in manual work to all able bodied adults in rural areas who are in need and who desire work, but cannot find it, either on farm or on their allied operation or on the normal plan/non-plan works during such period. The secondary objective is the creation of economic infrastructure and community assets for sustained employment and development. The target group of EAS is open to all rural people residing in the area covered by the scheme but targeted to the poor who are needy and want work.

The rural landless employment guarantee programme has an outlay of Rs. 730 crore and aims at improving and expanding employment opportunities for rural landless labour and providing guaranteed employment to at least one member of a landless households. Fully funded by the

central government, this programme has a target of employment generation of 370 million man days during the year.

The assurance of 100 days extends to men and women over 18 years and below 60 years of age, normally residing in the villages of the blocks covered by EAS. A maximum of two adults per family would be provided the assurance of 100 days employment. The pattern of funding was central government 80% and the state government 20% and the funds were released to the DRDA. The district Collector was entrusted with the overall charge of the EAS.

In Andhra Pradesh, poverty is concentrated among agricultural labourers in dry and poorly irrigated areas. This is due to low wages in these areas caused by low productivity of loan. To tide over this problem it was found necessary to implement a special scheme with the objective of guaranteeing a minimum level of income, throughout the year to the poorest of the poor. From experience it has been found that a scheme which requires unskilled work as a condition for assistance will not be attractive for anyone but the poorest.

The rural employment guarantee scheme is different from other employment guarantee schemes because it is a standing offer of manual, unskilled employment to all who work and seek it. Through this scheme the government has taken the

responsibility to provide unskilled manual work at the minimum wage prescribed for that type of work for any one who requests for it at any time during the year and to pay compensation in case of failure to do so.

This scheme aimed at providing work as close as to the village as possible making it convenient for female labour to participate. It has been the experience in Maharashtra that female labour has found employment for more number of days in a year due to the implementation of the employment guarantee scheme and that it has improved the nutrition level of households and the status of women in the household and in the rural society in general.

This scheme combines the guarantee of a minimum level of income to the poor with the upgradation of the rural resource structure so that productivity of agricultural and other rural activities generating a multiplier effect in the rural economy. The EGS was in operation in the rural areas of selected mandals and was open to all adult residents who register with the authority designated to the purpose. This scheme relies heavily on non-government organisation so that the guarantee is implemented effectively and the works taken up under the programme reflect local felt needs for resource upgradation.

Under this scheme the allocation of funds to districts was on the basis of demand for employment and pace of

expenditure. The collector shall furnish proposals to the Commissioner of Rural Employment. The proposals were based on demand for employment in the period for which funds are sought. The Collector would in turn allocate and release funds to the line departments based on requirements of funds for the works taken up by each department.

The above mentioned welfare schemes thus provided the benchmarks for evaluating the effectiveness of these schemes at the micro-levels of Gollagudem and Pangidigudem of D.Tirumal (Mandal) in the third chapter. For purposes of evaluation the Questionnaire method has been employed besides extensive references of government publications.

III CHAPTER

IMPLEMENTATION OF WELFARE SCHEMES IN WEST GODAVARI DT. OF A.P. FROM 1985-90

While the previous chapter provided a brief sketch of the poverty alleviation schemes at a broader level-state level-in Andhra Pradesh, this chapter takes a closer look at the actual implementation of these schemes in West Godavari District.

OBJECTIVES OF THE STUDY:

1. To identify the programmes implemented by the government to offer benefit to people below the poverty line.
2. To identify whether the government objectives are achieved or not.
3. To verify whether the government funds are spent properly and whether the targets have been reached.

The methodology adopted in this chapter was structured questionnaire of open-ended form to elicit information about the schemes and their implementation.

For collecting the data, documentary source from official statistics, yearbooks and derivative information from executive officers and project officers were adopted. The period in which the survey conducted was from

September 1994 to December 1994.

The District of West Godavari has 1,856 inhabited villages, 35 uninhabited villages and 10 towns out of which 8 are municipalities. Most of the welfare schemes in the district were meant for people below the poverty who mainly comprised of scheduled castes, scheduled tribes and backward castes. According to the 1990-91 census, out of the total population of 35,17,568 about 6,29,233 belonged to SCs comprising of 17.89%. The welfare schemes implemented by various developmental agencies in W.G. Dt. were DRDA, SC Corporation, BC Corporation, the State Housing corporation, Setwel and Social Welfare Department.

The various schemes which were implemented by DRDA from 1985-90 are:

- (1) Agricultural Sector -- for the development of agriculture in the village level, the govt. has been given benefits through its schemes which include subsidies;
- (2) Minor irrigation;
- (3) Fisheries;
- (4) Animal Husbandry;
- (5) Sericulture and
- (6) ISB (Investment, Services and Business).

Every year, various developmental agencies are implementing anti-poverty programmes to improve the economy

of the weaker sections of the society. The annual credit plans prepared by banks are taken as the basis for financing and different programmes envisaged by the developmental agencies are detailed in the annual credit plans. The details of the programmes, and subsidies to the beneficiaries are given under in the table taken up by the DRDA from 1985-90.

Table 1

Statement Showing DRDA's Year-wise Physical and Financial Targets and Achievements since Inception from 1985-90

Year	Target		Achievement	
	Physical	Financial Rs. in laks	Physical	Financial Rs.in laks
1985-86	2,880	55.04	4,483	128.17
1986-87	12,940	211.40	16,922	197.41
1987-88	2,990	53.82	5,920	76.01
1988-89	13,419	193.49	17,150	233.17
1989-90	12,635	181.21	350.27	531.48

Source: Hand Book of Statistics, West Godavari District 1985-90. pp. 1985-86 - p. 228; 1986-87 p.174; 1987-88 p.201; 1988-89 p.214; 1989-90 p.216.

In order to monitor the actual implementation of the Welfare Scheme under the purview of the present study, a field survey was carried out in two villages of Dwaraka-Tirumala Mandal, namely Pangidigudem and Gollagudem.

It has been observed from the data table 1 that the number of beneficiaries are always in proportion with the financial support allotted. The achievement is more than the target throughout the period except in 1987--88. Except in the years 1987-88, all the years show a contrary growth in target and achievement. But in the years 1985-86 and 1987-88 the finance allotted initially and the number of beneficiaries identified in less but, due to subsequent sanctions, achievements are more. In 1986-87, for the number of beneficiaries, the financial allocations is more at the stage of estimates but when it came to achieving targets more beneficiaries were covered with same finance. The important point is that while the targets one fixed are very low, the achievements recorded a considerable increase both in terms of number of beneficiaries and finance. It is basically due to rise in government allocations after the fixing up of targets. It is being observed from the data, that the amount that is allotted to beneficiaries, reality and number of beneficiaries have been increased, except in the year 1990 in which each beneficiary is allotted Rs. 1,339 at the time of targets, but actually allowed Rs. 15,177.

In 1985-86 the number of beneficiaries are more in ISB sector i.e. 4,356, even though most of the people are depended upon agriculture and the amount as well as

beneficiaries are more when compared to agriculture and animal husbandry. Less importance is given to minor irrigation and sericulture.

In 1987-88 ISD sector was given more importance according to the Hand Book of statistics next to animal husbandry and minor irrigation. The most important point here is that from 1985-86 to 88-89 the number of beneficiaries in the agricultural sector has been reduced from 2,147 to 1,364. But the allotment of funds have been increased by only 3% of the total outlay. In over all terms the growth of agriculture and Minor Irrigation were reduced over the years from 1985-86 to 89-90.

Pangidigudem

The actual implementation of Social Welfare Schemes in Pangidigudem brought to light the recurrent phenomena commonly associated with under development.

West Godavari District Scheduled Cast Service Cooperative Society Ltd., Eluru

The West Godavari District Scheduled Castes Services Corporation Ltd., No.E.1161, Eluru started functioning in the year 1975 with the main objective of providing financial assistance to the persons belonging to Scheduled Castes community for taking up economic support schemes to ameliorate and bring them above poverty line. From the

inception of the Society i.e. from 1979-1993-94 an amount of Rs. 4,948,75 lakhs was spent covering 1,30,637 beneficiaries under various developmental schemes like minor irrigation, shallow tube wells, filter points, etc.

The West Godavari District SC and ST Corporation Ltd., Eluru has implemented various schemes from 1985-90 for SC and ST beneficiaries in 46 Mandals of W.G. Dt. The Schemes are agriculture, animal husbandry, fish tanks, biogas, investment services and business sectors etc., from 1985-90.

Table 2

**Activities of the West Godavari District Scheduled Cast Service Cooperative Society Limited, Eluru.
Year-wise Progress Achieved from 1985-90**

Year	No. of Beneficiaries	Total Outlay of the Scheme Grounded	20% Margin Money
1	2	3	4
1985-86	12,240	438.91	49.50
1986-87	9,240	502.87	56.68
1987-88	6,326	251.66	39.22
1988-89	7,729	307.81	54.43
1989-90	6,603	253.09	52.52

Derivative Source: SC Cooperative Society Limited, Eluru, West Godavari District.

The above expenditure was for various schemes like minor irrigation programme, agricultural sector, fruit nurseries, vegetable cultivation, sericulture, animal husbandry, transport sector, group activities, scavengers

programmes and other economic programmes.¹

It is observed from the data (table 2) that the outlay of the scheme has gradually declined from 1985-86 to 89-90 and accordingly the number of beneficiaries also went down. It is also observed that the average loan allotment to beneficiaries is more or less same. In the table it has been observed that the amount allotted to a beneficiary was very low at only Rs. 3,585 on an average and in 1986-87 it was increased up to Rs. 5,442. In the remaining years it has come down to the levels of 1985-86.

The handbooks of statistics are showing that in the years 86--86 priority for the number of beneficiaries who were selected for agriculture sector has declined from 6,831 to 2,336. Since agriculture is the most important sector, it must be given priority by increasing subsidy but the government neglected it. In almost all sectors the benefits given to the beneficiaries went down in comparison to the total population.

It has been observed that the proper identification of beneficiaries has not been done as the facts in the field survey show. And the second important point is that most of the beneficiaries who are financially sound among SCs are -----

1. Hand Book of Statistics, W.G. Dt., from 1985-1986, p. 230, 1986-1987-p.175, 1987-19888-p.219, 1988-1989, p.216, 1989-1990-p.234.

benefitted in all sectors because they are capable of furnishing surety as is observed in the field survey.

In conclusion the officials of the Cooperative Society could not identify the actual beneficiaries and as a result the people who were below the poverty line are the same.

B.C. Service Cooperative Society Ltd. Eluru, W.G.Dt.

The District BC corporation started functioning from 27-3-1976. The main objectives of the BC Corporation is to ameliorate the socio-economic condition of the people among backward classes by providing financial assistance as margin money with the participation of commercial banks and cooperative institutions. In addition the DRDA provides subsidy component to the scheme proposed under IRDP. The AP Backward Classes Cooperatives, finance Corporation, Hyderabad is the financing Agency.

Under BC Action Plan priority is given to agriculture, minor irrigation and land based scheme under IRDP, schemes. Due importance is given to the professional BCs, gold smiths, fisherman, and toddy tappers etc. aiming backward classes, infrastructure assistance is provided up to Rs. 1000/- to each beneficiary.

Accordingly draft is prepared and steps are being taken for speedy implementation and 30% reservation is being observed for women beneficiaries as per government

directives. The sector wise information from 1985-90 is given.

Table 3

Activity of the West Godavari Dist BC Service Cooperative Society Ltd. Eluru Yearwise Progress Achieved Finance Inception from 1985-90

Year	No. of Beneficiaries	Margin Money Amount (Rs. in Lakhs)	Total Outlay (Rs. in Lakhs)
1985-86	5,363	35.19	176.46
1986-87	6,038	38.82	198.68
1981-88	2,648	28.80	144.73
1988-89	7,729	54.43	307.81
1989-90	3,393	30.01	159.29

Source: Executive Officer, West Godavari District BC Cooperative Society, Eluru.

The above margin money was spent for the schemes like, agriculture, animal husbandry, transport, industries, professional BCs, business, services like fisheries, biogas and horticulture in 46 mandals including municipalities in W.G.Dt.

Unlike the Cooperative Society, the outlay of the BC Cooperative Society was always fluctuating. Accordingly the number of beneficiaries was also changing. Especially, the outlay in 1988-89 increased considerably and the number of beneficiaries who have benefitted has also risen.

It has also been that the financial support per head not exceeded more than five thousand Rupees except in the years 1987-88 because there were fewer beneficiaries that year than the other years. The number of beneficiaries as well as financial allocation in total outlay is also less so that the beneficiaries were given more than Rs.5000. Apart from 1988-89, the allocation remained constant over the 4 years. Since the amount per head was only Rs.5000 and there was a division of funds, the emphasis on the developmental work in the areas of economically backward communities has declined. During five years only 2,539 beneficiaries were covered out of the total population of backward communities. During five years, occupational sector was given much importance which is the most important merit but in the field survey, it was found out that the benefits were given to those beneficiaries who could furnish surety.

It has been also observed that the division of funds to other areas was the main reason for the government's inability to provide finance by increasing it every year. Actually the number of beneficiaries as well as financial support should have increased but in this case the data showed a steady decline over the years in identifying the beneficiaries in the district. The officials did not show much interest in developing the backwardness among the BCs as shown in the field survey.

Society for Training and Employment Promotion (SETWEL)

The State Govt. has sanctioned the formation of a society for Training and Employment promotion in W.G. Dt. in the year 1983. Accordingly this Society has been registered with the name "Society for Training & Employment Promotion, W.G. Dt., Eluru", under the societies registration Act 1860 on 23-12-1983 with registration No.341. The short name of the Society is SETWEL.

The Objectives of the Society

- (1) To impart training under various courses which are useful to improve the skills of the educated employed to start their ventures.
- (2) To provide 20% Margin Money loans to the educated unemployed who desire to start their own ventures with financial assistance of banks and other financial institutions.²

The SETWEL provides 20% Margin Money loan as the project cost subject to a maximum Rs.25,000/- under Industries Sector & Service Sector and Rs.20,000/- for Business Ventures. The limit of Margin Money is Rs.25,000/- under Transport Sector where vehicle cost exceeds Rs. 2. lakhs and any project cost could not exceed Rs.5 lakhs.

2. Hand Book of BC cooperation, Eluru, p.2.

Economic Support Scheme

This scheme was meant for Artisans, Urban poor, professionals, skilled and semi-skilled workers whose income can be increased by sanction of financial assistance under this scheme. Margin Money from SETWEL is 20% for a project cost upto Rs.25,000/-.

Table 4

Statement showing the Margin Money issued by SETWEL
from 1984-85 - 1990

Year	Physical Achievement	Financial	M.M
1984-85	7	450,000/-	48,380/-
1985-86	39	3000,000/-	4,18,115/-
1986-87	56	7000,000/-	4,01,380/-
1987-88	24	9000,000/-	1,54,040/-
1988-89	60	3000,000/-	5,83,040/-
1989-90	40	--	3,62,100/-

Data Source: Project Director, SETWEL, ELURU, W.G. Dt.

So far 2,401 educated unemployed have been provided with training in various technical trades such as Computer Applications, Mushroom Training, Household Electrical Appliances, Aluminium Utensils Manufacturing, Desk-Top Publishing, etc.

Table 5

The Statement Showing the Particulars of Beneficiaries who are given Training from 1984-85 to 1990-91 in Various Trades given below

Year	Target	Total Trainees
1984-85	15	12
1985-86	200	157
1986-87	425	396
1987-88	150	128
1988-89	200	191
1989-90	225	201
1990-91	400	383

Data Source: Chief Executive Officer, SETWEL, West Godavari district, Eluru.

In tables 4 & 5 it has been observed that the authorities implementing SETWEL schemes could not reach the targets as far as training was concerned. In the years 1986-87 the financial support per head was Rs. 1,32,167 and in 1985-86 it was only 71,187 per head and in 1987-89 it came down to 13,198. The SETWEL loan component was much more when compared to other developmental agencies like DRDA, SC Cooperative Society and BC Cooperative Society. Another important observation is that the loans have not been given to all the trained beneficiaries in SETWEL schemes. Over all in 5 years only 15% of the trainees were given financial support to establish their own ventures.

In table 5 it was observed that the number of beneficiaries who were targeted for training could not be achie-

ved and so the growth rate in the number of beneficiaries came down from 4.5% in 1985-86 to 3% in 1989-90.

Since the margin money and financial support from banks are more, the government could not provide benefit to the targeted trainees which was a shortcoming of the government schemes. It is clear that the SETWEL schemes have not been successful when compared to the other developmental schemes.

A.P. Housing Corporation, Eluru

Andhra Pradesh Housing Corporation was established in the year 1970 to help the poor by building the houses in the villages and towns. In 1979 it also started constructing houses for the backward classes. In 1983-84, it extended its activity by taking up the construction of houses hitherto undertaken by the Municipality in the Urban areas. Besides, the AP State Housing Board was also established in 1983-84 and ever since it has been handling various housing schemes in coordination with Jawahar Rozgar Yojana, Indira Awas Yojana and Rural Landless Employment Guarantee Scheme. Between 1979 and 1989-90 it completed the construction of 36,380 houses for SCs, 4,813 houses for STs, 17,788 houses for Backward classes and 6,575 houses for economically backward castes in West Godavari District.

The Housing Corporation also took up the work of construction of roads, drinking water facilities, electric-

ity, construction of latrines and other facilities were taken to implement in West Godavari District.

The State Housing Corporation won the National Prize for its improvement by developing the district in its sphere. In 1988 it got IIIrd Prize in State-wise competition.³

By 1990, the total that was expected to be paid back as loans Rs.5,52,08,000 but only 40,08,000 were paid back to the Government.

Table 6

Statement Showing the Achievement of Housing Corporation from 1984-85 to 1989-90

Year	No. of Houses	Amount per House	Total expenditure
1. 1984-85			
UPH	289	9,000	25,29,000
RPH	5,550	6,000 7,000	3,57,56,000
2. 1985-86			
UPH	253	9,000	22,77,000
RPH	5,186	6,000 7,000	3,52,12,000
RIEGP	971	6,000 7,800	71,60,000
Working Labour	100	3,000	3,00,000

3. West Godavari District, Samachara Darshini, February 1991, Vishalandra Publications, Vijayawada, p.233.

3.	1986-87			
	UPH	323	12,000	38,96,000
	RPH	6,005	8,000	
	RPH(BC)	500	9,000	5,73,39,000
	RLEGC	5,054	6,000	45,00,000
			7,800	2,64,78,000
	SPH	8,600	9,000	7,71,09,000
	SPH	410	4,000	16,40,000
	Special UPH	150	12,000	18,00,000
	WWSH	196	41,000	21,56,000
4.	1987-88			
	SEPH	100	4,000	4,00,000
	RPH	6,500	8,000	
			9,000	5,29,10,000
	UPH Handloom	517	12,000	62,04,000
	WH	192	11,000	21,12,000
	RLEGP	148	7,200	
			9,000	11,55,000
5.	1988-89			
	SPH	253	4,000	10,12,000
	RPH	4,127	8,000	
			9,000	3,18,44,000
	UPH	721	12,000	36,47,000
	RLEGP	1,000	7,200	
			9,000	66,44,000
	WH	528	11,000	41,98,000
6.	1989-90			
	Semo PH	769	4,000	80,000
	RPH	9,378	8,000	26,74,000
	Si			
	WH	486	11,000	15,70,000
Total		65,556		42,82,79,000 ⁴

4. District Manager, AP Housing Corporation, Eluru, West Godavari District.

The construction of urban permanent houses from 1984-85 to 85-86 declined and number of Rural Permanent Houses constructed also declined. In the years 1987-88 the Rural Permanent Houses construction was not given priority but from 1988-89 to 1990 there was 60% growth in the construction of the houses. There was a steep rise in the cost of materials over the years but the cost of the houses has not risen accordingly. So there was a problem in the construction of the houses as the cost of the unit has gone up. That was why the beneficiaries were not satisfied when the survey was made to know the effectiveness of the implementation and satisfactory factors of the beneficiaries. So many problems were expressed by the beneficiaries in the field survey.

Social Welfare Department, Eluru

The Social Welfare Department has been actively implementing various schemes for the benefit of SC, ST and BC students by offering them scholarships and hostel facilities. The students were given a stipend of Rs.120/- per month besides free meals and lodging. Special classes were conducted for students from 7th to 10th classes in English, Maths and Science subjects.

The Social Welfare Department efforts to provide hostel facilities has resulted in the construction of 153 hostels throughout the district, out of which 91 were for boys and 62 were for girls. These hostels accommodated a

total of 7,610 boys and 5,430 girls.

Training Programmes for the Socially Backward Classes

The Social Welfare Department has been offering vocational training programmes to SC, ST and BC youth in the fields of stitching and weaving. Besides the training, it offered them a monthly stipend of Rs.50/- to improve their living standards.

Establishment of Special Courts

The Social Welfare Department took the lead in providing special Courts with the aim of providing justice to harassed individuals retching under the prevailing social conditions. In many instances, it offered free legal aid to rape victims and even rehabilitated them by offering them jobs.

Provision of Old Age Pensions

The Social Welfare Office in W.G.Dt. has been giving pension to aged persons at the rate of Rs.30/- per head to about 13,200 people. In addition, aged widows were given Rs.50/- per head and about 2000 women were benefitting from this scheme. Overall a sum of Rs. 47,52,000 was disbursed to aged people and Rs.12 lakhs to widows under this scheme.

Thus, while this chapter elaborates the actual course of implementaton of welfare schemes in West Godavari District, the fourth chapter records the people's response to these programmes.

CHAPTER IV

PEOPLE'S PARTICIPATION AT MANDAL PANCHAYATS IN THE IMPLEMENTATION OF WELFARE SCHEMES IN WEST GODAVARI DISTRICT, AP

The thrust of this chapter is to evaluate the participation of people in the implementation of various welfare schemes and the various factors which were perceived to be either facilitating or hindering the progress of these schemes.

The methodology adopted in this chapter was unstructured questionnaire to interview the beneficiaries and designed to elicit the responses from the people. The sample villages chosen for the study were two in Dwarakatirumala mandal, (Gollagudem and Pangidigudem villages) and hundred beneficiaries from each were interviewed. The period in which the survey was conducted was from September 94 to December 94. This study seeks to cover the major reasons for the non-implementation of schemes and identifying the pitfalls and irregularities on the part of the officials.

In West Godavari District, the percentage of population who are educated and benefitted by the governmental agencies is very less. According to 1991 census the W.G.Dt consisted of 8,97,358 male literates and 7,07,352 female literates and percentage was males 51% males and 40% females and the total being 46%. The

percentage of literacy was very low in T. Narasa Puram mandal, Buttayagudum mandal, Kamavarapukota mandal, Lingapalem mandal, Jeelugumelli mandal and D. Tirumal mandal.

Most of the people who were illiterate belonged to SCs, STs and BCs. The literates mostly come from OC communities and not from other communities. The welfare schemes were thus directed at SC, ST, BC and OBC castes. Since the people who have benefitted by the government agencies are illiterate and the media which was used by governmental agencies is not suitable to bring awareness among the people about the schemes.

Thus, if people do not have education, their ability to understand the welfare schemes, and hence their implementation becomes difficult. The media which were employed to bring awareness among people, were not appropriate - such as radio, news paper, furnishing notices at developmental offices etc. They could be effective only with literates and the illiterates continued to be ignorant about the schemes and automatically the implementation of the schemes became more difficult.

The roadblocks created by the factor of illiteracy in the implementation of the welfare schemes are best summed up by the experience of Ch. Pentaiah, an ex-block member. "I am an illiterate person elected as member in 1985

panchayat elections. When any developmental work came to my office, the Sarpanch held meetings and used to ask us to sign on the proposals. As half of the members are illiterates, we could not understand the proposal and blindly put our thumb prints on the papers: Some times without having concern the President held meetings and made proposals. Sometimes I used to complain to Sarpanch and ask him to expedite the work. But he consistently refused to offer explanation on his own, because I do not know the rules and regulations of the developmental schemes." ¹

Lack of Awareness About Welfare Schemes:

The beneficiaries of the schemes were SC, ST and BCs only and the ratio of education was very low among the people. Even if they had education, it was minimal, i.e, Ist to V class which is not enough to understand the schemes and creates difficulty in the proper implementation of the schemes.

Ventilating his opinion, Imdeti Syam Sundar Rao, the youth president of Gollagudem noted: "Most of the people who are beneficiaries of the schemes are illiterates and unaware of the schemes. So the government should first take up the educational awareness programmes to bring awareness

1. Interview with Ch. Pantaiah, Ex-Block Member of Panchayati, Tirumala Palem, and Resident of Gollagudem Village D. Tirumala Mandal, W.G. Dist. AP.

and literacy levels and automatically awareness will improve among the people."

They all are economically weak and are unable to afford to go to schools and parents send them to tend the cattle in the fields or send them to work as child labour at the landlord's house. This situation is going on since years and if the government does not take steps to change the attitudes of the illiterate parents, then what ever the nature of developmental activities being taken up, the participation will be very poor and genuine persons will not get benefit from the schemes."

Extent of the People's Participation in the Implementation of Welfare Schemes:

The participation of the people in the implementation in W.G.Dist was found to be poor, because the beneficiaries who come under categories of SC,ST and BCs are economically weak and could not participate effectively. The Bankers refused to give loans because most of the beneficiaries could not show the surety. Certain mandals in the W.G.Dist are weak educationally as well as economically. The participation of STs who are living in the agency area was generally weak. Certain sub-groups in SC, ST communities who are economically better off were able to participate in

2. Interview units Indeti Syam Sundar Rao The Youth President, Gollagudem, D. Tirumala Mandal, W.G.Dist. AP.

the implementation of the schemes.

The few individuals who did benefit from the welfare schemes had a different story to tell, of patronage by the VDO and ready co-operation by the Bank Manager. As Metta Nageswara Rao's experience amply indicates: "I got one cycle loan from the DRDA. The VDO selected me as beneficiary and forwarded my application. I did not know that he has selected me as beneficiary, when the loan was sanctioned the VDO and the Bank Manager called me and gave me the cycle and asked me to do some business. My part of the participation and cooperation is very less. Even now I do not know how much I have to pay back to the bank."³

Peoples Participation in the Schemes implemented by the SC, Cooperative Society:

When actual survey was undertaken in Gollagudem Village of Dwaraka Tirumala Mandal to assess the effectiveness and the reach of the schemes implemented by the SC, ST Corporation to the actual beneficiaries, there was a perceptible gap in the official projections and the actual beneficiaries.

Echoing the view, Nitta Raghavulu remarked, "though I belong to SC, till date I have not received any loan or

3. Interview with Nitta nageswara Rao, Resident of Gollagudem Village, D. Tirumala Manal) W.G.Dist. AP.

benefit from any agency. The investigator did come to explain the schemes under SC, ST Corporation but when I applied for loan even though the SC Corporation agreed to subsidise it, the bank manager scuttled it by demanding surety which I could not afford to furnish".⁴

Besides, the criteria to nominate the beneficiaries were also not clearly followed when it came to actual implementation of schemes by the SC, ST Corporation. As Mandra Chandram recounted, "The selection of beneficiaries was not done properly. Even though I got the clearance from the VDO for the loan, the Bank Manager disagreed to finally release the funds."⁵

The actual percolation of benefits to the beneficiaries was also not satisfactory as there were rampant instances of graft. As Nitta Subba Rao explained: "The banks are not at all helpful to the weaker sections and only backed sound parties. Even in the rare cases when they actually released the loans subsidised by the SC, ST Corporation, the Bank Managers took bribes of 2% on the

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4. Interview with Nitta Raghavulu, resident of Gollagudem, D.Tirumala Mandal, W.G. Dt., A.OP.
 5. Interview with Mandru Chandram resident of Gollagudem Village, D.Tirumala Mandal, W.G.Dt., A.P. 534 426.,

6
loan amount."

Causes for the Ineffectiveness of BC Service Society Ltd.
Eluru

Similar to the problems dogging other welfare schemes, the low levels of awareness coupled with low literacy rates among the target population resettled in the inefficient trickle down of the benefits from the schemes. As Chakati Rama Swamy noted:

"I am a Dobhi but I did not get any benefit from BC Service Society because I did not know the BC service society in Eluru. I asked the VDO to provide any loan if possibilities were there. But he did not respond. I am living on my own occupation. I am an illiterate person and do not know about the details of the schemes of BC Service Society."

Another major reason for the listless performance of BC service society is the irregularities resorted to by the officials of BC Service Society, as Bharatamma says: .rm 55

"My husband has been a toddy tapper for the past 20 years. But the government BC Service society did not provide any loan to us till now. The government officials from VDO to project Director do not follow the guide lines of BC conformation and they do not inform us. If any scheme is meant for our village the VDO does not select the actual beneficiaries below the poverty line. He writes the

6. Interview with Nitta Subba Rao, resident of Gollagudem Village, D.Tirumala Mandal, W.G.Dt., A.P.

7. Interview with Chkati Rama Swamy Resident of Gollagudem, D.Terumala Mandal W.G.Dt.

names of persons who are known to him".

Feasibility of the SETWEL Programme

Despite the best efforts of the SETWEL programmes, the actual beneficiaries were not fully convinced about its utility. As T. Nageswara Rao, a continuing beneficiary of SETWEL programme noted: "I am undergoing Training in Computer applications. I am taking it for time being only. The reality is not known to me. They don't give proper training and the teachers don't show full interest and come only for their salaries. After imparting the training also there is no guarantee that they will provide loan for establishing our own ventures. Even if they agree, the bankers ask us to show the surety which I cannot manage".⁹

Doubts over the Quality of SETWEL Programmes

The field Survey evaluating SETWEL programme threw up interesting sidelights on the quality of the training being imparted under this programme. This can be summarized in the views of M. Naga Raju, a beneficiary of the programme: "I underwent training in Electrical appliances. They provided stipend and gave the training. But the training

8. Interview with D. Bharatamma, Resident of Gollagudem, D. Tirumala (Mandal), W.G.Dt.
9. Interview with T.Nageswara Rao, resident of Gollagudem Village, D.T.Mandal, W.G.Dt.

which they imparted is not useful for me. The teachers didn't teach me properly and even they don't know the trade property. The instructors didn't take full interest to teach us. At the last moment, they gave us certificates and duplicate tools for my own work. But that did not help me. After training I applied for an electrical store. But the Bank Manager asked me to furnish surety and he also asked me to establish the store market near the Bank. But since it is a village the electrical store cannot be run. I wanted to establish it near the town, but the Manager rejected. Any how at last, the Bank Manager rejected my application because I could not furnish the surety or enough property. If I have enough property, I would have not applied for loan."¹⁰

Unavailability of Financial Support

Though the SETWEL programme, in principle, aimed to equip the educated unemployed with vocational skills and later provided them the necessary financial support to start their own ventures, the survey undertaken has shown the latter part of programme's commitment to them was not always followed up in practice. As Nittu Venkataratnam explained; "I did my typewriting cum-steno from the SETWEL. During one year training, they provided stipend and gave me -----"

10. Interview with M. Naga Raju resident of Gollagudem Village, D.T.Mandal, W.G.Dt., A.P.

training. After completing the training, they provided one certificate. But I didn't get any benefit except stipend during training from it. It is because they have to give training according to the guidelines of SETWEL, they gave training. However, after the training I applied for loan to open a typewriting Institute, but I did not get it because I am financially weak and Bank Manager rejected to give loan."

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Difficulties at the Local Government Level

At the village level, the village panchayat is headed by Sarpanch who is entrusted with the task of developing the concerned area of the Panchayati. Even the community developmental activities taken up should be done by Sarpanch's supervision. Besides, the VDO is responsible for taking care of the developmental activities of the people in his concerned panchayat and he is the via media to convey the message about the welfare schemes to the people and forward the filled application forms to MDO and it is through him that they will be forwarded to the concerned agencies.

But in practice the VDO does not take care and convey the message to the people in time, and he also does not

11. Interview with Nitta Venkataratnam, resident of Gollagudem Village, D.T.Mandal, W.G.Dt., A.P. 534 426.

explain the whole thing to the people with patience even if he asked to do so. If at all he comes to the village, he comes when the people go to fields or labour works for their livelihood.

Thus the failure of the local self-government led to ineffective implementation of the schemes with result that the people continue to be below the poverty line as they were before.

Explaining his side of the argument, Sathi Babu, the Sarpanch of Tirumalapalem Panchayat noted: "As a Sarpanch I have my own duties in the office and other activities. If any scheme is announced in the District Agency the VDO will receive order and he has to do everything for forwarding. Since I have so many other things to do I cannot go to every village and ask them to assemble. Most importantly the people also do not come and explain their problems. Naturally I thought they do not have any problem. During election time I go along with party men and when MDO comes to the village then they follow him. Some times political pressures come from both sides of the parties. Then I have to do according to them even though it is against the rules and regulations of the government. Political influence involves in any matter, and I will be in tension. They may

ask me to do in favour of its party men."12

In a similar view, the VDO of Tirumalampalem panchayat remarked: "The order comes from the MDO office to select the beneficiaries. It is easy for me to call one village head and ask him to intimate the candidates who are below the poverty line. Some times I visit the villages but they will not be available as they go for agricultural work in their fields. I cannot go to the village every day and get the names of the candidates. Generally, the village leaders tell us to forward the name of the candidates and I do so because I think and believe that the names are accurate. Going to the villages every day is a difficult task for me. The government will not provide vehicles to go to every village. I will go some times by bicycle and inform the heads of the village. If the village head do not intimate then it is not my problem or my mistake. And there are 6 villages in my panchayat and convoying 6 villages is a difficult task"13

Bureaucratic Red Tapism

There were undue delays in the sanctioning of grants by the DRDA and Banking Sector and even when they were -----

12. Interview with Sathi Babu the Surpanch of Tiramlampalem Panchayat D.T.L. (Mandal) W.G. Dist. AP.

13. Interview with The VDO of Tirumalampalem, DTL Mandal, W.G. Dist AP.

sanctioned the percolation of grants was not to the satisfaction of the beneficiaries. To quote Goturi Maddiramudu, one of the beneficiaries, "The bankers were demanding sureties for the grants but I had great difficulty in securing them and hence there was a delay in getting the grants. Besides, recommended cases were forwarded expeditiously and I was sidelined initially just because I could not manage to get any recommendation."¹⁴

The bureaucratic inertia was further complicated by instances of graft demand by the officials implementing the DRDA schemes. As Goturi Narayanaswamy remarked, "I could manage to get a borewell sanctioned for me under the scheme of Kranthipadakam only after shelling out five percentage of the amount of grant to the officials."¹⁵

Another hindrance to the implementation of these schemes were the low levels of awareness among the target population about the provisions of the schemes. To quote Chinnam

Santoshamma:

"In the beginning, I didn't know anything about the schemes and it was, only after a chance meeting with the Director of Cooperative Society that I came to know of the existence of these

14. Interview with Goturi Maddiramudu, resident of Pangidigudem Village, D.Tirumala Mandal, W.G. Dt., A.P., 534 426
15. Interview with Goturi Narayana Swamy, resident of Pangidigudem village, Dt., W.G., AP

schemes and, more importantly, that I was entitled to those benefits."¹⁶

Gaps in the Performance of People's Representatives

Despite, the high expectations of the people about the contribution of their representatives, the latter have only succeeded in disappointing them time and again about offering plausible reasons for their non-participation.

Elaborating on the limitations faced by representatives, Barla Raja Rao, the village leader of Gollagudem remarked: "I am the representative of one of the heads of Gollagudem village. I am not educated and so I could not understand the features, merits and demerits of the schemes. On my part I failed to represent the people in selection of beneficiaries because of lack of awareness of the schemes. In the participation also I could not do well because I also need bread for livelihood for which I had to labour. I could not involve in all activities, specially in government welfare schemes. The government officials also do not come to villages and explain about the schemes. Since they are educated, they should come and explain properly about the schemes. Sometimes political

16. Interview with Chinnam Santhoshamma, resident of Pangidigudem Village, D.Tirumala, W.G.Dt., A.P. 534 426.

leaders will come to the village and talk with me. If I ask them to do something they promise to do by passing conditions. If I do what they want, then they may reciprocate; because of all these problems, I could not do my level best in the implementation of the schemes."¹⁷

Giving his version of difficulties, Mandru, Satyanarayana, the village head of Gollagudem, noted: "I am one of the village heads in this village. Since 1980 the government has been implementing the schemes for the betterment of poor people in the villages like us. This was not known to me till the investigator came and explained the whole thing about the schemes. As for investigators acknowledgement, the government official have to come or send an order to VDO or to Sarpanch to hold public meeting to bring awareness. But till now since 20 years no meeting had been held at my village. We cannot participate in the implementation of the schemes, if we do not have full idea about the schemes."¹⁸

Adding to the earlier views, Nitta Rama Mohan Rao, the village leader and ex-Cooperative Society Director said: "Bringing awareness is a time taking process and before

17. Interview with Barla Raja Rao, Village Head, Gollagudem Village, D.T.L Mandal, W.G. Dist, AP.

18. Interview with M. Satyanarayana, the Village Head, Gollagudem, DTL (Mandal) W.G. Dist. Ap.

bringing it, they should educate themselves. The government should also take steps to improve the literacy rates by providing concession to the candidates and people should be cooperated. Then only, there will be full participation in the welfare schemes. Otherwise in the villages nobody will take care about others. Every body will see his own life and development."¹⁹

Fear Psychosis as a Factor for Non-Participation in Welfare Programmes:

The low levels of illiteracy in many villages manifested itself in the form of distinct fear psychosis. Since people are illiterates, they can not approach the officers to solve their problems. Because of the bank tie-ups, if the people are rejected for the loan or benefit, they do not have the requisite knowledge to enquire about the reasons. And if any loan has been given to the beneficiary, he may not pay back in time.

Explaining his own problems, Gummadi Naganna noted :
"If there is anything which does not favour us I cannot complain because they are officers. Even if they give loan I have to pay back in time, if I don't do so, they threaten

19. Interview with N. Rama Mohan Rao, Village Leader, Ex-Cooperative Director, Paudidigudem Village, DTL Mandal, W.G.Dt. AP.

to lock the house and sell the documents. That was why I could not take the loan and did not participate in the schemes. I am afraid of receiving loan component, because I am an illiterate person and I don't know what problems they will create in the end".²⁰

In a similar view Dasari Dasa noted : I was a beneficiary in 1987 of the bullock cart loan, I was selected as beneficiary under the scheme but at the end I brought one landlord as the security person. Every thing was approved but in the end the Bank Manager cited some instances of bad loans. At the last moment I could not get the loan, the other person who has capacity to show the properties enough for it and got the loan component.

Shortcomings of Government Machinery:-

The govt officials of the agencies like project Directors, District managers, MDO and other office staff rarely venture out into the field. They only see that the work is done i.e, the programmes which are taken up should ~~be implemented according to the list that comes from MDO.~~ They do not see whether the names of the beneficiaries are genuine or not. Apart from that the officials face political pressures and they have to go according to the

20. Interview with, Gummadi. Naganna, the village leader, pangidigudum village, D.T.L (Mandal) W.G.Dt AP.

politicians will.

Acknowledging the slip-ups in the implementation of the Welfare Schemes Subash Babu, District Manager Housing Corporation, remarked : "The media I proposed is Radio, and Newspaper. Apart from this, the orders will be sent to MDO, VDO work Inspectors and Assistant Engineer of the Housing Corporation. The problem is that the identification of the beneficiaries will be done by the village leaders themselves. The work Inspector only tells us the expenditure item wise, and material expenses. I told them to explain the whole thing and various schemes of the Housing Corporation. I cannot go to the field. I have so many official works regarding implementation and explanations of expenditure etc. I only ask the subordinates to follow certain norms. They promised to do so but they don't follow. I cannot strongly say anything because political pressure will always be there in the implementation and selection of the beneficiaries. The fraudulent employees like Work Inspectors cannot be dismissed from the department because they too will have political backing. We are facing all these and hence in the implementation of the schemes and irregularities could not be stopped".²¹

21. Interview with Subhash Babu District Manager, Housing Corporation, ELURU. W.G.Dt.A.P.

Regarding the performance gaps of DRDA schemes, its District Project Director remarked: "I send the field officer to do everything to the best of his knowledge and submit the report. He goes to the fields of beneficiaries and selects them. I do not know who are the candidates and what is their conditions. It should be looked after by the concerned officer. I agree that some of the beneficiaries who are economically forward are getting benefits. Since the schemes are tied up with bank component loan, if Bank Manager agrees to give loan component only then, the candidate gets the subsidy, etc. The Bank Manager will take rules and regulations on the basis of which he approves the loans. If he does not approve, we cannot help except selecting the capable persons who shows security. That is why these schemes are not benefiting the-relevant persons. I will try to focus on the vital problems and try to solve by writing to the higher authorities of the government."²²

On the problems faced in implementing SETWEL programmes, its Project Director explained : "The problem is that the funds sanctioned by the government is less and we are unable to provide benefits to maximum number of candidates. Instead of raising the funds every year the govt is reducing the funds. And other problem is that the -----

22. Interview District Project Director, DRDA, ELURU, W.G.Dt.A.P.

Banks follow their norms and the trainers are unable to get permanent benefit by having their own ventures".²³

Throwing light on the irregularities inherent in the implementation of the schemes, the District Social Welfare Officer elaborated: "This Society has been providing benefits to the students mostly and to some extent the aged women, widows, etc, but the irregularities are going on. But there is no proof against the irregularities and we cannot go and enquire everything always. I have my own duties in the office. Because of all these problems, the participation has become very low and awareness is also not there among the students".²⁴

Dissatisfaction over Incomplete House Plans

Though the houses constructed by the AP Housing Corporation were alleviating the housing problems of poor sections, the survey findings show a markedly high dissatisfaction levels among the beneficiaries. As Dauluri Sayamma says, : "They said that they would construct the latrine too but they did not do so. I enquired many times regarding this but no response was forthcoming from the Assistant Engineer. Further, the investigation work was -----

23. Interview with Project Director, SETWEL, ELURU, W.G.Dt.A.P.
24. Interview with District Social Welfare Officer, ELURU, W.G.Dt.

not satisfactory and he visited the site only in the beginning and in the end."²⁵

Low Awareness Levels of Housing Corporation Schemes

The Implementation of the AP Housing Corporation's schemes are conspicuous by their low awareness levels among the population. As Merugu Raju remarked:

"The media which the Housing Corporation has been using to bring awareness among the people is not sufficient. Advertising in the paper is not sufficient and people who are in the village cannot receive the message so the officials and the field officers should come to the villages and explain the whole thing to the people with patience, then only the people will understand. The media which has been using by Housing Corporation is a last point."²⁶

Complaints Over Quality

In its attempt to provide economical housing shelters to the maximum number of people, the quality of the material used for houses came to be seriously questioned. As Ganji Maddiramudu says, "The Construction of the houses

25. Interview with Dauluri Sayamma, resident of Pangidigudem, DTL Mandal, W.G.Dt., A.P.

26. Interview with Merugu Raju, resident of Pangidigudem, DTL)M) W.G.Dt., A.P.

is very poor. The amount which was given by Housing Corporation was not sufficient so I put some efforts to take another loan and completed it. But many others are managing with the same substandard construction."²⁷

Discrepancies in the Identification of Beneficiaries for Housing Schemes

The identification of potential beneficiaries of the AP Housing Corporation's schemes were open to debate as those were inadvertencies of political interference in the actual allotment of houses. As Cheekatta Sanjiva Rao ventilates his experience: "I got one colony house from the A.P. Housing Corporation in 1990. Before 1990, I did not get. We all tried so many times before 1992 but since there was no full recommendation from the political leaders or influential personalities in our area, we could not get the houses.",²⁸

Improper Identification of Beneficiaries for Old Age Pensions

Research findings show that despite the best intentions of the Government, there were irregularities in

27. Interview with Ganji Maddiramudu, resident of Gollagudem Village, D.Tirumala Mandal, W.G.Dt., A.P.

28. Interview with Cheekatla Sanjiva Rao, resident of Gollagudem DTL Mandal, W.G.Dt., A.P.

the actual implementation of social welfare schemes. As Nunna Manoharan says: "I am a widow and I applied for pension but I could not get from Social Welfare Society. I applied four times but to no avail. But at the same time, other women who are far better than me financially got the pension and I could not get because the VDO or Karanam did not recommend me."²⁹

Rampant Corruption Among Field Staff of Social Welfare department

Instances of Corruption emerged as a major stumbling block in the efficient implementation of social welfare schemes; As Nunna Mariamma remarked:

"I approached the VDO and no positive response was forthcoming. The VDO also takes money for filling up of the form. Thrice he took a bribe of Rs.40/- from me, but nothing positive came out of it. He has exploited us because we are illiterate persons, we do not know the provisions of the pensions."³⁰

Need for the Intervention of Higher Authorities In the Implementation of Social Welfare Schemes

Instances of favouritism in the implementation of the

29. Interview with Nunna Manoharam, resident of Gollagudem village, DTL Mandal, W.G.Dt.
30. Interview with Nunna Mariamma, Native of Gollagudem DTL Mandal, W.G.Dt. AP.

schemes has been so frequent that most of the respondents felt the need for intervention of higher officials in order to inject some efficiency into the implementation of social welfare schemes. As Jangam Bhudevi remarked:

"I applied for Old Age Pension in 1989-90 and 91, but I did not get the benefit. Thrice I spent 300 rupees which was a great difficulty. My idea is that the VDO might have not sent the papers to the concerned Department. The concerned Department official could come and visit us once and select the candidates. I am facing the financial problems since 10 years."³¹

Complaints Over Quality of Food in Social Welfare Hostels

The students who are staying in the hostels are complaining against the Warden regarding un-nutritional food. As Nitta Rama Krishna complains or laments:

"There was no atmosphere to study in the hostels and no minimum nutritional food, I did not know and other students also don't know about the rules and regulations of the hostel particulars about the emoluments which were to be given to the students."³²

31. Interview with Jangam Bhudevi, resident of Gollagudem DTL Mandal, W.G.Dt. AP 534 426
32. Interview with Nitta Rama Krishna, native of Gollagudem DTL Mandal, W.G.Dt. A.P.

CHAPTER V

CONCLUSION

The concept of Welfare State which entrusted the responsibility for the well being of the individuals in the society has been lauded as the landmark achievement of the 20th Century. Consequently this meant that the state underwrite certain levels of employment, income, education, medical aid, social security and housing. Translated in to actual benefits, this was offered in the form of health and maternity benefits, accident insurance, unemployment insurance annual allowances, pensions, invalidity and old age allowances.

On their part the architects of Indian constitution clearly foresaw the emerging situation and emphasised through a set of Directive Principles that the goal of Indian polity is not Laissez-Faire but Welfare State where the state has a positive duty to ensure to its citizens social and economic justice and dignity of the individual.

But when it came to actual implementation, the actual impact of Welfare schemes in West Godavari District left a lot to be desired. For instance though the IRDP was formulated to be the basic vital scheme, to bring people above the poverty line in rural areas, the number of poor

people in the sample villages under study remained the same as they were before due to certain gaps in the implementation of IRDP.

Besides, the economic development of poorer sections cannot be achieved without social transformation, involving structural changes, educational development, growth in awareness, change in outlook, motivation and attitude. As a result the two villages surveyed, Gollagudem and Pangidigudem still have hundreds of people who do not have shelter, clothing, medicine, adequate food etc. and there were still many villages which do not have drinking water, electricity, hospitals, roads etc.

Besides, patients visiting the government hospitals received indifferent treatment and hence were forced to turn to private dispensaries, which negated the very principle of Minimum Needs Programmes.

The mode of implementation of the welfare schemes left a lot to be desired, in the process making many beneficiaries dissatisfied. An important cause for this was the widely prevalent red-tapism and corruption among the government officials. The rules and regulations were frequently violated by the officials in addition to the wide spread interference by the politicians in the implementation of the Welfare Schemes.

Further, the beneficiaries were not identified according to the norms of the schemes and frequently these benefits accorded to sound parties. This issue was further compounded by the low awareness levels about the schemes among the largest segment of the population.

Likewise, contrary to the aims of TRYSEM Scheme most of the students who underwent training were not provided the loans to establish their own ventures. The media used by the departments to bring awareness about the welfare schemes among the people were thus ineffective in reaching the target. As a case in point, applications for bank loans were rejected on the grounds that a potential beneficiary was unable to produce surety.

Even under IRDP, proper identification of the beneficiaries was an issue for debate since the village elders were not consulted in the villages. Further, since a majority of the people in the villages surveyed were not educated, information about the benefits of the IRDP Schemes could not be disseminated to the masses even when the officials adopted Telugu language, and hence awareness levels of the people continued to be low.

Even under TRYSEM scheme the real beneficiary was not offered a chance to undergo training. To complicate it further even if half of the beneficiaries happened to be real, they were not forwarded the loans because they could

not furnish the surety demanded.

Not only was the identification of the beneficiaries done haphazardly but the skills imparted to them was not beneficial in their vocations. Besides, the allocation of funds were not sufficient to bring economic stability among the poor.

In the area of unemployment, the lofty aims of JRY to provide employment to an individual of a poor family could not be achieved in West Godavari District. In the absence of strict rules at panchayati level it was found that the funds were spent irregularly and the special emphasis on tribal beneficiaries, hill and forest areas was not implemented under JRY.

Following the pattern of other schemes, the beneficiaries under Minimum Needs Programme were not identified in a procedural manner. As a consequence ignorance has emerged as a major factor in the exploitation of the people by various quarters, ranging from land lords to bureaucrats.

However the root cause for the low educational level lay in the economic instability for the rural populace. Equitable distribution of lands was not done at the village level and the rich became still richer and the poor even poorer. In sum, the illiteracy and economic instability

have resulted in creating a fear psychosis among the target population affecting their ability to participate in the welfare schemes.

Finally, at the panchayat level the circulation of elites was found to be skewed with powerful persons becoming the Sarpanchs and having a dominant say in the implementation of welfare schemes.

Thus it is in this complex social web with the target population on one side of the fence and bureaucrat-politician nexus and departmentalization on the other which decided the dynamics of the implementation of the Welfare Schemes.

However, for the success of the Welfare State in India it is highly desirable to have more and more money for welfare schemes. It must move slowly and cautiously for the wellbeing of all sections of the society. This may be possible only by reducing our internal and external tensions and thereby marginalising the non-productive expenditure which can be spent on more and more Welfare Schemes making everyone's life happy and healthy.

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ANNEXURE 1

QUESTIONNAIRE

- 1) What are the major Social Welfare Schemes being implemented by the State Government of A.P.?
- 2) What is the rationale behind starting these Welfare Schemes? Are they need based Schemes originating at the grassroot-level or did the initiative come from the State Government?
- 3) What is the year-wise financial allocation for these individual Schemes during the period from 1985-90?
- 4) How do you identify the potential beneficiary of these Schemes from the target segment of the village population?
- 5) What is the mechanism for popularising the Welfare Schemes?
- 6) What are the difficulties that crop up during the implementation of the Welfare Schemes?
- 7) What political problems you forced in the implementing the Welfare Scheme?

- 8) What are the administrative problems within the administrative structure?
- 9) What are the caste problems you faced in the implementing the Welfare Schemes?
- 10) How far are the local Institutions like Panchayat Raj useful so far? What are the problems you are facing with these institutions?
- 11) What would you suggest?

ANNEXURE 2

QUESTIONNAIRE

1. What is your main occupation.
- 2) How much land do you have?
- 3) Are you aware of any Welfare Schemes?
- 4) Are you a beneficiary of any one of the poverty alleviation schemes?
- 5) How did you know about the schemes which were implemented by various Agencies?
- 6) Did you benefit from any such welfare schemes? If so give details, if not, mention why?
- 7) Did you get benefit with any political affiliation or through your own efforts?
- 8) What are the difficulties you faced in availing of these schemes?

- 9) Are you aware of the gross irregularities in the implementation of these schemes? If so whom did you approach for your grievance redressal?
- 10) Are you a rejected as a beneficiaries in any scheme?
- 11) Did the officials of the DRDA/SC Corporation/BC Corporation/Housing Corporation ever come to your village to explain about the schemes?
- 12) Did you give any bribe to officials or subordinates in availaing of the schemes?
- 13) Did the bank managers cooperated with you in issuing the bank loan?