

Local Self Governance and Promotion of Dalit (ST and SC) Rights: A Comparative Study of Malkangiri District, Odisha and Gumla District, Jharkhand

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PREFACE

The 73rd Amendment of Panchayati Raj reform in the 1990s has strengthened the institutionalization processes in ensuring human rights and social justice of Scheduled Tribes (STs) and Scheduled Castes (SCs) significantly. This legal and constitutional reform in India is envisaged to ensure the empowerment of marginalized sections in a vibrant democracy with decentralized governance and effective representation through constitutionally mandated provisions which was hitherto not been so. This enactment has so far reached affirmative impact on ensuring human rights to curtail the age-old practices of social inequality, gender injustice, power subjugation of vulnerable SCs and STs. A research study to understand the implications of 73rd amendment in select areas where PRI development has not gained ground so much owing to its social, political, economic and geographical factors seems pertinent in the backdrop of abject poverty, backwardness, geographical terrain, left wing extremism and remote locations which have added to the woes and stand as obstacles towards a vibrant decentralized democracy.

In this regard, two districts were undertaken for research study namely Malkangiri district in Odisha and Gumla district in Jharkhand to unravel the penetration of boons of decentralization as case studies of Panchayati Raj enactments of 1992. The backwardness of these districts is attributed to the several years of rapacious feudal and exploitative role of external forces on tribal. Development programs which are operating through Panchayat Raj Institutions have very little impact on improving living standard of vulnerable section in general and tribal in particular. These districts are relentlessly under trap of abject poverty, high illiteracy, high frequency of drought, lower agricultural production, gender disparity, landlessness, rising indebtedness, labor migration, etc. These apart, over the years tribals are being deprived of in form of land and forest rights, Act, collection of minor forest product, suppress by state on raising their voices against injustice, humiliation, atrocities, etc. Ironically, these two districts are in the focus of NITI Aayog, Govt. of India as aspirational districts with most under developed parameter.

In this backdrop this study would enable us understanding on extent of applicability of government development policy for empowerment of weaker section of society commonly STs and SCs. The sampling size of seven blocks each in Malkangiri (Odisha) and Gumla (Jharkhand) with 500 STs and SCs respondents along with 50 PRI Representatives,

10 Govt.Officials, 10 NGO Functionaries, 10 ST and SC Organisations in each district has significantly contributed to have a deeper understanding of the research study as embodied. In all 1100 responses by stakeholders has contributed for exploration of information related to the promotion of human rights issues.

All efforts have been made to encode the views, perceptions and responses of beneficiaries without any prejudices or predilections. Many times, ST and SC respondents were not forthcoming or vocal to comprehend their woes and experiences leading to perfection in research study. The poor and disadvantaged were voiceless and even could not visualize the society free from existing maladies owing to the influence of strong forces of social and political hegemony. Moreover, explorations of ground reality among extremely backward PVTG tribaland ST and SC respondents in their remotest hilltop abode during field research study have resulted in a better pulse of research findings.

This research study shall generate knowledge on life experience of poor beneficiaries (ST&SC) of development programs under local self-governance process, contribution of government officials, civil society functionaries, elected PRIs representatives, media, etc. on program operation and their deprivation which will suggest in ensuring human rights issues. The research findings of all stakeholders will generate vast array of data for wider dissemination of knowledge and future research. It is envisaged of highlight strategic emphasis of international and national agencies including National Human Right Commission (NHRC) and Odisha / Jharkhand State Human Rights Commissions (OHRC/JHRC) on various dimension of ST and SC rights. Last but not the least, it will elicit ground reality on prevailing system of local self -governance process, quality of lives of STs and SCs in perspective of their rights towards more poor people-centric development planning programs and desired outcomes.

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We would like to place it on record the support extended by district administration Malkangiri in ensuring researchers 'safe travel and safety during visit to Left Wing Extremism Affected remote regions and PVTG abode amidst isolated hill pockets along with other locations which is praiseworthy and deserve a special mention. The prompt response by Shri Vishal Singh, IAS, Collector & District Magistrate, Malkangiri deserve a special mention who promptly and proactively coordinated with all district level officials to enable the researcher arrive at a smooth finish in a time bound manner. Accordingly, the various members of district administration including Shri Ratnakar Sahoo, OAS (SAG), Chief Development Officer cum Executive Officer, Zilla Parishad, Shri Trinath Majhi, OAS (S), ADM Malkangiri & Former PA ITDA, DWO, DSSO, District Agriculture Officer, Dy Director Soil Conservation, All Block Development Officers, PD Watershed Development, CSO, District PanchayatiRaj Officer, CDMO and other officers/staff in the district deserve a special mention. Similarly, the District Magistrate Gumla, Dy Collector HQ, also cooperated along with BDOs & District Level Officers. The VC of Central University of Jharkhand and Dr Ashok Nimesh, Dept of Tribal Studies, CUOJ extended cooperation during the study. The internal research team who assisted me including Suraj Kumar Mishra, CEO Gurukul Foundation & Research Associate, Arakshit Patra, research analyst & computer associate and Harihar Mishra, Saroj

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DISCLAIMER

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ABBREVIATION

ARWSP	Accelerated Rural Water Supply Program
BEC	Block Education Officer
BPL	Below Poverty Line
CD	Community Development
CDA	Capacity Development Activities
CDP	Community Development Program
CEC	Chief Election Commissioner
CLTS	Community-led Total Sanitation
CRSP	Central Rural Sanitation Program
DEC	District Education Officer
DPAP	Drought Prone Area Program
DPSP	Directive Principles of State Policy
DRDA	District Rural Development Agency
EP	Extension Program
FBY	Fasal Bima Yojana
FRA	Forest Right Act
FTO	Fund Transfer Orders
GP	Gram Panchayat
HRD	Human Resource Development
HYY	High Yielding Varieties
ICESCR	International Covenant on Economic, Social, and Cultural Rights
IADP	Intensive Agricultural Development Program
ICCPR	International Covenant on Civil and Political Rights
ICESCR	International Covenant on Economic, Social and Cultural Rights
IEC	Information, Education and Communication
IIPA	Indian Institute of Public Administration
IRDP	Integrated Rural Development Program
ITDP	Integrated Tribal Development Program
LSG	Local Self Government
MDG	Millennium Development Goal
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MLA	Member of Legislative Assembly
MLC	Member of Legislative Council
MP	Member of Parliament
MPLAD	Member of Parliament Local Area Development Scheme
MSP	Minimum Support Price
NBA	Nirmal Bharat Abhiyan
NCHR	National Campaign for Housing Rights
NDC	National Development Council
NGP	Nirmal Gram Puraskar
NHRC	National Human Right Commission
NES	National Extension Service

NEP	New Education Policy
NGO	Non-Government Organization
NHP	National Health Policy
NIRD	National Institute of Rural Development
NOAPS	National Old Age Pension Scheme
NRHM	National Rural Health Mission
NRLM	National Rural Livelihood Mission
NSSO	National Sample Survey Office
NWRC	National Water Resource Council
NWP	National Water Policy
PESA	Panchayat Extension to the Scheduled Areas
PMAY	Pradhan Mantri Awas Yojana
PMGY	Pradhan Mantri Gramodaya Yojana
PHC	Public Health Centre
PRI	Panchayati Raj Institution
PS	Panchayat Samiti
RD	Rural Development'
RES	Rural Extension System
RGNDWS	Rajiv Gandhi National Drinking Water Supply
SBM	Swachha Bharat Mission
SC	Scheduled Caste
SHG	Self Help Group
ST	Scheduled Tribe
SFDA	Small Farmers Development Agency
TSP	Total Sanitation Program
UDHR	Universal Declaration of Human Rights
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNDP	United Nations Development Program
UNICEF	United Nations International Children's Emergency Fund
UNCHS	United Nations Centre for Human Settlement
VEC	Village Education Committee
VLW	Village Level Worker
WHO	World Health Organization
ZP	Zilla Parishad

Executive Summary

The 73rd Constitutional Amendment in 1992 has provided a new space in implementation of development programs, especially 29 items under 11th Schedule of PRI Act. The basic essence is to provide opportunity the invisible and excluded categories of society to participate in these programs under institution of local self-government. The spirit of this institutionalized democracy at village level is prescribed to be based on principles of fellow-feeling, harmonious, fraternity, liberty, equality, autonomous, ownness, ensuring human rights and social justice. In light of such parameter, this study attempts to focus the level of ST and SC elected representatives and beneficiaries participation in development programs in ensuring their right to maintain a minimum standard of dignified life.

The area of study was taken Malkangiri district Odisha and Gumla district, Jharkhand State. The rationale of selection of these two districts based on the declaration of NITI Aayog as aspirational and most backward dominated by ST and SC population, and comes under Scheduled V Areas with strong recommendation of implementation PESA Act. The main focus of this study were on to reflect the strength, weakness, constraints and autonomy of local government system in dealing with human rights issues of ST and SC beneficiaries availing benefits from government sponsored initiatives under 11th Schedule of PRI; exploring acceptance of participatory democratic approach and utility of decentralization in local governance system for ensuring justice and rights of ST and SC; to explore the potential of local governance system in terms of transparency, accountability and inclusiveness of weaker sections especially ST and SC in Gram Sabha and other development programs while guaranteeing their stability, equality, dignity and over all constitutional rights,

Findings

Local –Self Governance System in Odisha and Jharkhand

- Since after independence, Odisha State first passed Gram Panchayat Act in 1948, and subsequently enacted number of Gram Panchayat Act in different period of time favouring people's participation in state sponsored development programs. Pertinently, Gram Panchayat Act 1964 designated 'Gram Sabha' as centre of people's participation in decision making process of development programs. Finally accepted 73rd Constitutional Amendment Act, 1992 with facilitating people's participation in

development programs under 11th Schedule of PRI Act. But as per the State Finance Commission the development project budget proposed to be controlled, regulated and managed by State Government officials say District Collector, Director, District Rural Development Agency (DRDA), Block Development Officer (BDO). In other words, State authorised elected representatives of local-self government and community members, say beneficiaries only to participate in planning and decision making process in dimplementation of development programs without accessing financial budget and expenditure.

- Jharkhand became a separate state in Novenebr 15, 2000 by bifurcating from Bihar State. The state enacted its own Panchyati Raj Act in 2010 in accordance of 73rd Constitutional Amendment and endowed power and authority to state bureaucracy to implement development programs under 11th Schedule of PRI Act.
- Every five years election is being conducted in both districts of Malkanagiri and Gumla but people of former are much exposed to election process in casting vote and electing representatives than latter due to holding election since 2010.
- As per reservation system, women, ST and SC are selected to contest in election for membership in local body. Interestingly, in many cases election are not held and selected candidates are unianimously nominated to local body. Such scenario is more or less same in both the districts.
- Though people claim free and fair selection of candidate to contest in election or selection of candidate for nomination to PRI bodies but never deny money and muscle power of ruling local political elite as deciding factor in the whole process.
- Educational qualifications of maximum elected repretatives are just literate, especially of women reserve candidate. Hence, knowledge of local self-government system and participation in selection process of beneficiaries for availing development programs is very nominal. Panchyat Secretary, a representative of Block administration- base level implementing agency of development programs- plays key role in the entire process.
- Gram Sabha periodically held and act as a forum of discussion of beneficiaries, common people, and elected representatives about implementation of development programs. But their right to participation is not authentic rather manipulative in

nature. The real deciding authorities on any issues are Panchayat Secretary and local elite backed by the ruling political parties and block administration.

- Attendance of women rather participation in Gram Sabha observed very high than male members as latter are mostly migrated to outstate in search of livelihood. Women members simply follow their dictum.
- PESA Act designate Gram Sabha as a unit of vibrant grass root democracy to take decision on matters related to exercise rights on forest land entitlement, protection and management of forest resources, collection of minor forest produce, etc. Ironically, this vital act not yet implemented by two states in Schedule V areas, reflects apathy of state to ensure rights of tribals and vulnerable section of society.
- Moreover, holding Gram Sabha meetings and simple participation gradually helped in raising awareness about various development programmes operating in their GP area. In fact, it is noteworthy that many of the participants are putting remarks not in proper forum but outside about short coming of program implementation with some suggestive measures which is another lacuna.

Beneficiaries Background

- Beneficiaries are largely scheduled tribes and then scheduled castes in Malkangiri and Gumla districts. The former are more in Malkangiri district and latter more in Gumla district.
- A much type on tribal education as the most effective means of empowerment for ensuring right to equality, liberty and fraternity. Over the years the number of Adult Education, Non-Formal Education (NFE) and Formal Education with special priority in backward tribal areas. Despite the fact, they are not accessible for gaining social and political awareness and to protect their rights.
- Bondage is strong among family members. The current raising cost of living, raising migration outside state in search of livelihood and other factors forced to convert from joint family to single nuclear family with two or three children.
- Beneficiaries are mostly in productive age group between 25-50 years. They are keen in utilizing their potentialities, indigenous knowledge and ideas in own areas by utilising local forest resources to ensure right to quality life.

- Agriculture is the prime source of livelihood and income. The Forest Right Act 2006 (FRA) not yet guaranting right to forest land with patta / ROR, right to forest resource, right to avail minor forest resourses. As such, this Act yet to achive to make them self –reliance, to create employment opportunity, alleviating poverty, promoting rural livelihood, bringing in inome distribution , etc for ending age old disparities.
- Ample opportunities on promotion of non-farm sectores like rearing goat, chicken, pig, cow, sheep are there in these two districts. As observed none of they follow advance method of rearing these livestock for commercial purpose. Commonly use of these livestock helping only to additional income for survival only.
- Commensurating their engagement in farm and non-farm sectors, their income level ranges in between 50,000 to 90,000/- per annum.
- Finding insufficiency in income, commonly they opt loan from SHG, bank and more from local money lenders. As found, major expenditure goes in food, curing diseases like malaria, recorving malnutrition of children, pregnancy etc. In addition, they are spending much beyond capacity in current raising electronic consumer items.
- Their housing design based on traditional pattern with low cost-investment and culturally belief system like in entrance cow shed or goat shed. They live in compact two or three room in mostly unhygienic conditions. As observed, government sponsord housing design not accepted by them.

Development Programs under 11th Schedule

- **Education**

Education is one such scheme which contributes for preparing human resources for nation building. Under the Right to Education Act many schools are running to impart education under administration of Block Education Officer than supervision of local self-government. Vulnerable children are being motivated to enrol in school and in order to retain them many facilities are provided like free learning materials, school dress, free food and hostel facilities, etc. Despite the fact, the rising drop out a common phenomenon in both the districts. As found in field reality, parents are obsessed much on utilizing their child for earning than education. For them education is a distant dream of life security without any guarantee. Therefore, they prioritise immediate gain than future aspiration.

- **Sanitation**

‘Swachh Bharat Abhiyan’ is a flagship program implemented in all panchayats of two districts undertaken for research study. In fact, this scheme is recommended to be implemented under supervision of local self- government, wherein people have major stake in implementation for the best interest of common people. In contrast to fact, the whole process lies more with the BDO, Panchayat Secretary than Sarpanch/Village Mukhiya starting from selection of beneficiaries to end of utility of the scheme. Cognizance of peoples view in selection of sites, construction design, use of materials, maintenance, etc is least considered resulting to apathy of people towards this scheme. In majority of cases, people are still following their traditional practice by using the open space of vicinity.

- **Health**

‘Ayushman Bharat’, ‘Biju Swasthya Kalyan Yojana’ (Malkangiri, Odisha), ‘Mukhya Mantri Janani Surakhya Yojana’ (Gumla, Jharkhand), etc are some of the schemes are being implemented to ensure their right to health in free of cost. Even then, people are giving priority to adhering to their traditional customary healing practices. Besides, distance to health centre, lack of knowledge on use of health card and non-availability generic medicine, high cost of medicine beyond their permissible limit, etc reason of suffering various diseases.

- **Drinking Water**

The significance of drinking water for survival of life as basic necessities acknowledged over the ages. Several international and national human rights commission have given cognisance it as fundamental right for saving life. The scheme Jal Jeevan Mission, Basudha and others are implemented to provide safe and adequate drinking water through individual household tap connections, well, and tube-well, in both the districts. As per the central guideline, this scheme’s implementation is to be followed community approach but peoples’ involvement and their knowledge of ground water availability, location of well and place of instalment is hardly considered by the block administration. Thereby, people’s accountability in its maintenance and ownness is lost. In many cases people use stream and pond water to meet the day to day necessities.

- **Housing**

Rural housing is a right based approach for securing physical and mental health and maintaining individual privacy. Accordingly, many schemes like Pradhan Mantri Awas Yojana, Mo Ghar Yojana (Odisha), etc are implemented in both the districts. As found, planning, coordination, implementation, selection of sites, house design, utility of sanction funds, etc lacks community-based approach. This has resulted non acceptability of providing housing as place of habitation due to non-compliance of their cultural values and ethos. Despite the fact, this scheme is catering to the needs of vulnerable in wider extent.

- **Public Distribution System (PDS)**

This is a flagship program of government to ensure right to food security and right to life. Much discrimination in identification of beneficiaries, management of procurement and distribution of food items etc observed in field reality. Despite the fact, this scheme is benefitting to ensure ‘zero hunger’ of vulnerables.

- **National Rural Livelihood Mission (NRLM)**

As mandatory provision, this scheme is in operation through promotion of Self-Help Group (SHGs) in both the districts. It is a poverty eradication scheme empowering largely ST and SC women group through the method of credit and thrift of mutual consent. SHG is expanding over the years, to promote right to quality life. Truly, much is needed to evolve their own appropriate mechanism for selecting the entrepreneur looking the local demand and market.

- **Agruculture Extension**

Farmers are encouraged to adopt modern technology in production process in both farm and non-farm sectors in these selected districts. The purpose is high out put and marketing the product for financial inclusive growth. As found, the product from both the sectors limited to more subsistence level than marketing within and outside the district. In fact, tribals’ indigenous knowledge required to be harnessed at GP level on agricultural development following method of organic production system for self-consumption for sustaining their livelihood.

- **The Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)**

MGNREGS is another leading program implemented in these two districts to ensure right to employment to vulnerables. Poor people are being benefitted but they have reservation in modus operandi of this scheme, especially in receiving wages through banking DBT system. It is because they are mostly illiterate or just literate and not acquainted with the modern digital system in banking. Besides, wage rate is much lower than market rate with irregular payment violating right to livelihood and right to life.

- **Old Age Pension**

Old Age Pension is another social welfare scheme implemented in these districts with transferring cash to the target people. We are told that their selection is done by both Panchayat Secretary and PRI elected representatives in a participatory manner. Even then there is much discrimination in genuiness of beneficiaries. Besides, wide variation in amount of payment in these districts as Rs. 500/- in Malkangiri district and Rs. 1000/- in Gumla district. The method of payment through banking system is same in both the districts which have caused lot of inconvenience to these aged people. As their finger tips quite old often not matching or distorted and therefore the payment delayed months together. Besides visiting bank, often failure of internet, lack of sufficient staff, etc causes lot of hardship in receiving paltry pension which hampering their right to life.

- **Rural Electrification**

Supply of electricity to STs and SCs below poverty line is another flagship program Central and State Government. The purpose is to enlighten their life from darkness to light. Electric connection is ensured in their dilapidated house half hazardly, and always possibility of fire by short circuit. Besides, constant power failure and incapacity to pay regular electricity bill due to abject poverty downgrade chance of improving quality of life.

- **Family Welfare**

Family Welfare scheme is to promote family planning program for nurturing limited children for better perspective of child education, nutrition and health of mother. As observed, due to abject poverty they are reluctant to accept it and in favour more children as asset to augment family income.

- **Women and Child Development (Girl Child)**

PM Beti Bachao and Beti Padhao for promotion of girl child is another flagship program implemented in the studied area. The purpose is to perceive them as asset than liability. It is yet to take up the spirit due to abject poverty of parents and large number of them is engaged in collection of minor forest produce, agriculture, rearing goats, etc .hence, not yet successful to bring them to mainstream of society

- **Women Empowerment (Ujala Yojana)**

PM Ujjala Yojana is implemented for ST and SC women below poverty line to protect them from smoke related health hazards and make the environment pollution free. The financial constraint, limited space in house and skill of handling these instruments stands as a major barrier to take benefit of this scheme. Though there is provision of supplying gas cylinder in subsidized rate, even then they have no surplus income to spend in this head, resulting supplied LPG and Chulla lying unutilized. As usual, they are very much comfortable in collecting fuel from forest which they claim hassle free.

- **PM Jan Dhan Yojana PMJDY**

This is a financial inclusion flagship program open for the vulnerable section of society. The purpose is to access everybody to bank in form of opening accounts even in zero balance, avail need based credit, take advantage of remittance facility, insurance, pension, etc. This plan also envisages channelling all government benefits to the beneficiaries' accounts and there by facilitating the Direct Benefit Transfer (DBT) scheme of Central Government and many others supportive services. Actually, pass book of many account holders are inoperative with zero balance. Subsistence levels of living constraints them to avail benefit to sustain their life.

- **Anganwadi Centre (AWC)**

A popular child development schemes covers multiple services namely supplementary nutrition, pre-school non -formal education, immunization, etc. As found lack of infrastructure facilities in centre with multi assignment of anganwadi workers with no security in service condition and paltry payment jeopardise the very purpose of the scheme.

CHAPTER-1

INTRODUCTION

1.1 Introduction

The democratic community-based management of local affairs commonly known as ‘Village Panchayat’ or ‘Local Self Government’ is an age-old phenomenon in the Indian social landscape. Like any other system, its sequence of change is conditioned to given social, political, economic and cultural situations. In light of this context, a focus is on here to explore its historical transition over the period of time and extent of fulfilling aspiration of common people.

1.2 Ancient Times

To look back the ancient times, especially during the Pre-Vedic age of simple, self-sufficient, self-reliant, homogenous and egalitarian society, such informal body was primarily accountable to resolution of conflict and keeping coordination among community members. The basic democratic principle was practiced as resilient, indigenous, grassroots and participatory self-governance system based on cultural ethos, social and political norms of the time. In other words, the self-governing autonomous Village Panchayats were the institutional expression of self-rule. To excerpt Prof. George Mathew, a renowned Social Scientist, state that the grass-root Panchayats in Ancient India had been the “pivot of administration, the center of social life, forum for social justice, an important economic force and above all a focus of social solidarity”. Alike, in the words of R.K.Mukherjee “The outstanding features of Indian polity was that the State and village society co-existed and independent of each other as distinct and separate units with specific well defined structures and functions of their own laws of growth and evolution”. Therefore, the policies of non-interference were mutually honored and strictly adhered. Ours first prime minister Pandit Jawaharlal Nehru holds almost a similar view that “the Village Panchayat of local governance system had large powers, both executive and judicial, and its members were treated with the greatest respect by the king”. Similarly, Sir Charles Metcalf the Provisional Governor General of India (1835-36) had written that “the Indian village communities are little republic, having nearly everything they can want within themselves and almost

independent of any foreign relations. They seem to last where nothing else lasts. Dynasty after dynasty tumbles down; revolution succeeds to revolution; Hindu, Pathan, Mughal, Maratha, Sikh, English, are matter of turn; but the village community remains the same. This union of the village communities, each one forming a separate State in itself, has contributed more than any other cause to the preservation of the people of India through all the revolution and changes which they have suffered, and is in a high degree conducive to their happiness, and to the enjoyment of a great portion of freedom and independence". In the Vedic period, similar scenario of village republics was also prevailed. Rightly, the continuous existences of these local bodies were attested by the Rig-Veda and Atharva Veda and latter on Upanishad. Even Kautilya's Arthashastra depicts that the village council exercised semi-judicial and semi-legislative functions which accountable to administration of village, resolution of conflict, upholding of social harmony and keeping coordination among various communities. This system based on a democratic principle where in a common man of bottom-most layer of the society was a real partner in the decision-making process in order to make and shape his own destiny. According to A.R.Desai, a noted sociologist in India stated that the local government in Ancient India was more genuine, more successful and more widespread than in the days of British Raj or even at the present. In brief, during Ancient period Village Panchayat was a decentralized democracy, based on a small local self- government approach, where people's voice were valued through people's participation and face to face interaction.

In light of human rights perspectives, the local self-governance system in ancient time based on principle of natural justice, moral doctrine of autonomy, reasoning, liberty, fraternity, harmony, equality and integrity among individuals in every sphere of life. This was linking with their cultural and social value and ethics which facilitating for healthy rural social life situation.

1.3 Mughal Period

Further, such an independent character and autonomy of village local self-governance process of Ancient times changed in Mughal period. This paced introduction of centralized administration, especially in collection of revenue and maintenance of law and order through their own middle men called "Zagirdars". They were the main link between the government and the village which fatally undermined the ancient tradition of autonomy

of village self-governing process and economy as well. The changed system of centralized regimes came into being were usually responsive but not responsible to the people welfare (Mishra, 1970). Gradually, the village democratic bodies ceased to be operative before the advent of British rule.

1.4 British Period

Later on, during the two centuries of British regime, the power of such autonomous local-self-government body was further condensed and importance given on to centralized bureaucratic system of administration. This changed system primarily used as an agency of revenue collection for best interest of colonial ruler. The village communities were disintegrated, losing both its economic and administrative function. H.D. Malaviya, 1956 in his famous work “Village Panchayats in India” describe that the British ruler did the greatest disservice to this country by destroying the ancient traditions of Village Panchayat and trying to replace self-rulers by their officers and exploiting the people of India to the maximum. Forces of modernism, coupled with the penetrative reach of the modern colonial state started drastically altering the cultural, socio-political and economic profile of Indian villages and as well as institutions of Panchayats. The modern state based on a rational bureaucratic framework slowly delegitimized informal institutions and it’s ever increasing sphere by deriving legitimacy through informal channels. However, the revolt of 1857 had put the imperil finance under considerable strain and it was found necessary to finance local services out of local taxation. Samuel Laing (1857-58) a member of the Viceroy Council In-charge of Finance had suggested the need to develop local self- government to strengthen British institutions. The policy perspectives of local self-government were based for important considerations such as: i) Need for infrastructure development at local level; ii) Local self-government as a convenient means of resource mobilization at local levels relieving the burden of Central Government; iii) Promoting the spirit of local self-help and guidance at the bottom; iv) To promote the goods of less civilized people. Further to overcome the deficit inits budget and out of financial compulsion the Government of India under British rule, issued its famous resolution No. 333, dated 14th December 1870 on financial decentralization which was otherwise known as Mayo’s resolution on local self-government. This resolution designated as watershed of decentralization and had two propositions. One, certain essential services like roads, education, medical, housing, etc need

be treated as local and the funds required for the administration be raised by the local taxation. The other provision was that in the management of these funds opportunities necessarily are for the development of local self-government (Venkat Rao, 1978). These ideas were embodied in the legislation of 1871, which transformed some of the powers, functions and resources to the local authorities. This was first attempt of decentralization of the function of Central Government under British rule. It was in the wake of this resolution an attempt was made to revive the traditional Village Panchayat wherein collector empowered to nominate members in the villages. In fact, Panchayat as unit of local governance used as agency to levy and collect taxes for the colonial regime only and not created any local authority to take care of local sanitation, communication, education or similar other function. Further, during the famine, the famine commission emphasized the necessity of expanding local self-government in the villages for supplying relief materials to the affected people. On this backdrop, twelve years after the issue of Mayo's resolution, a second attempt was made by Lord Ripon for structural evolution of local government in India on 18th May, 1882 (Vora, 1998). His famous resolution was well known as 'Magna Carta' of local democracy in India where in it was associated with the system of administration, system of election of local bodies, establishment of networking among them, maintenance of internal autonomy, etc. The key note of Ripon's resolution was that the local self-government should be the main instrument for political and popular education. Thus, it created a two-tier system with district boards and sub district boards based either upon the sub-division or the tehsil. The district board was viewed to be a supervising or a coordinating authority with rural local-self-government. In pursuance of the resolution, local self-government Acts passed in various provinces during 1883-85 on assigning the work of health, education, sanitation, rural infrastructure, etc. Exactly, this did not revive the ancient foundation of village Panchayat system. Although Ripon was considered as the father of democratic decentralization in modern India, sincere efforts were not taken to implement his proposals. Bureaucratic indifference and financial constraints were the main hindrance to the smooth growth of these bodies. Observing the ineffectiveness of Ripon's resolution, the Government constituted Royal Commission under the Chairmanship of C.E.H Hob house on decentralization in the year 1907, in order to improve the prevalent system through devolution. The Commission constituted five English men and one Indian,

though emphasized the importance of Panchayat and appreciated the principles of Ripon's resolution but the prevalent village situation was in different form under British Raj. The village autonomy was largely lost owing to establishments of local, civil and criminal courts; increase presence of revenue and police organization; the growth of individual 'Ryotwari' system. The Commission recommends on relaxation of government controls over local authorities, ensuring a sound financial basis and endow them power and autonomy in function though was largely administrative purpose, even then, not accepted by the Government of India and Provincial Governments. Subsequently, new ideas, new emotions had been aroused among people of India and the role of the congress was becoming more and more prominent. In the year 1909, the twenty- fourth session of the Congress at Lahore resolved to force the Government to take immediate steps to make local bodies elective with elected non-official chairman and to support them with adequate financial assistance. Consequently, by the Government of India Act 1919 made local government a 'transferred subject', fully representative and responsive with suggestions of making the bodies independent of outside control to run own affairs. Thus, 1919 witnessed a land mark year in the constitutional development of India. Despite the broad provisions, ironically the Act failed to create true democratic bodies at the village level. By the end of 1925, eight provinces and six native states in British India had passed Acts for the establishment of village republic and enacted number of laws with a view to revive the Panchayati Raj Institutions. These provinces were Madras (Panchayat Act of 1920), Bombay (Village Panchayat Act of 1920), Bengal (Self-Government Act of 1919), Bihar (Self Government Act of 1920), Central provinces and Berar (Panchayat Act of 1920), the United Provinces (Village Panchayat Act of 1920), Punjab (Panchayat Act of 1922), Assam (Self Government Act of 1925), (Mathew, 1995). Next year (1926), six native States had also enacted Village Panchayat laws. These states were Cochin (Panchayat Regulation Act 1919), Indore (Panchayat Act 1920), Travancore (Village Panchayat Act 1926), Mysore (Village Panchayat Act, 1926), etc. In subsequent years, similar laws were enacted by some other states. These were Bikaner (Village Panchayat Act 1928), Karuli (Village Panchayat Act, 1930), Hyderabad (Village Panchayat act 1940), Marwari (Gram Panchayat Act 1945), Mewar (Gram Panchayat Act, 1940), Jaspan (Village Panchayat Act 1942), etc. Paradoxically, under this Act the Panchayats covering the villages were very limited in

number and exercising limited functions. Gradually, this paved the way for the demand of home-rule and 'Swaraj' became more prominent and irresistible urging the British Government to grant more autonomy and to introduce measures for responsible Government. There by, Government of India Act, 1935 was passed providing for 'provincial autonomy', which was another important landmark in the evolution of Panchayat system in the country. Accordingly, Government of British Parliamentary type was provided for each province subject to certain restrictions. This Act replaced the diarchy system in the provincial Government and elected Governments of different provinces enacted respective legislations for the growth of local self-government which remained unaltered till independence (1947). In fact, all these varied provisions of British Government of India were not made completely responsible to the Indians and their welfare rather an administrative system of supporting to the interest of colonial ruler. This upheaval leads the gradual demand for self- rule coupled with the idea of 'Swaraj' by the Swami Dayanand Saraswati during the British rule to reconstruct an Indian society which would be purely Indian in spirit by means of revival of ancient village democratic bodies of Vedic era. He advocated the idea of making the village integrally connected with the administrative mechanism on the basis of 'Manu Smriti'. He visualized a political system, which will have the essence of democratic idealism and strongly pleaded for the construction of a vast commonwealth with the village as the unit in explaining the arrangements of village administration as universal rural Government (Verma, 1990). Then, Mahatma Gandhi became a very prominent figure in advocating the regeneration of ancient democratic village bodies, and was not satisfied with any of the reforms till the Government of India was not made responsible to the Indians. During the period of national independent movement, Gandhiji had rightly remarked that the 'individual is the architect of his own Government' and overrule the centralized authority. His model suggested the village as the fundamental unit of administration, based upon the bottom-up approach, where the power flows upwards from the smaller unit to the higher one. This can give a definite shape and organization to the village by liberating them from poverty, ignorance and pave way upward mobility in social, political and economic autonomy. Thus, he strongly emphasized the village Panchayat as 'Gram Swaraj' and a practical institutional component of 'Sarvodaya' (Prabhu, 1959). Thus, according to him every individual is the architect of his own Government, and

every village has to be self-sustained and capable of managing its own affairs without any much dependence on others. He quoted that “unless villages develop, India cannot develop”; “village perishes, India will perish too”; and “real democracy can be established if the villages have self-sufficient both in economic and political field” (Das, 1994). In short, Gandhi emphatically, revived the idea of village self-government as an indispensable ingredient of broad and comprehensive conception of ‘Gram Swaraj’- an effective decentralization, grass root governance system and participatory development process which was adopted as the goal of national struggle to remove and replace the British Raj. In decades that followed, ‘Gram Swaraj’ was the sheet of anchor of the Sarvodaya Movement inspired by Vinoba Bhave and Jayprakash Narayan. The former was the spiritual revolutionary of modern India, and was well known for his ‘Bhudan’ and ‘Gram dan’ movement. Emphasizing the need for direct democracy at the village level, he pleaded for ‘Gram Sabha’- village assembly of all adults ‘Men and Women’ to regulate and develop village life through direct and equal participation in internal administration, development and economy. He further appealed that land a major source of livelihood of village life should be made the common property of the village, and then only decentralization of power will be realized. Unlike him, Jaiprakash Narayan had pointed out that the major task of independent India would be to take democracy at the grass root level and to involve the rural masses in the task of nation building. Further, he stressed that Panchayat need be party less democracy, non-representative and rely much on Gram Sabha- a face to face organ of direct democracy. Thus, emphasized for the utmost measures of political decentralization and autonomy to the lower units where in people could meet regularly, discuss common problems and evolve co-operative and collective forms of action to manage their own affairs, thereby, whose efficacy could be realized in future years(Madick,1970)

Over although there were strong views of nationalists in favor of local self-government but British centralized governance gave a severe jolt to independence of autonomous indigenous socio-economic system of Indian villages. Indeed, power flowed from the central command and reduced the local people to the status of non-entities.

1.5 Post Independence

After the attainment of independence, the people of India remembered and honored the Gandhian philosophy of ‘Gram Swaraj’ due to his long years unequivocal propagation to

make primacy of local self-government in Indian polity. Ironically, the founding members of the Drafting Committee of the Indian Constituent Assembly did not make any provision for the establishment of Village Panchayat or Gram Panchayat as units of self-government. Dr. B.R. Ambedkar, who was mainly instrumental in giving a final shape to the Constitution remarked in the constituent assembly on 4th November, 1948 as “what is the village but a sink of localism, a den of ignorance, narrow mindedness and communalism” (Jain, 1967). Jawaharlal Nehru commented, “The old village community have survived in nothing else than their physical existence. They are no longer living communities acting jointly for the solution of individual or communal problems and for the development of their moral and material life” (Mahipal, 1997). Gandhi was not happy on these remarks and stated “I must confess that I have not been able to follow the proceedings of the Constituent Assembly. There is no mention that or direction about Village Panchayat and decentralization in the foreshadowed constitution. It is certainly an omission calling for immediate attention, if our independence is to reflect the people’s voice” (Gandhi, 1947). In another remark Gandhiji had stated that “independence must begin at the bottom” and expressed anguish on leaders of framing the constitution not to approach him if Panchayats are not included as central pillars of democracy (Mathew, 1993, Silvia, 1976). Supporting Gandhiji, many prominent members like N. Madhav Rau of Mysore, H.V.Kamath and Prof. N.G.Ranga remarked in favor of Village Panchayat as administrative units of local-self-government for discharging various functions of own development which cannot be separated from constitutional order. As Prof. N.G. Ranga observation goes “I wish to remind the house of the necessity for providing as many political institutions as possible in order to be able to discharge their responsibilities through adult suffrage in the new democracy that are going to establish. Without this foundation stone of Village Panchayats in our country, how could it be possible for our masses to play their rightful part in our democracy” (Mukhopadhyay, 1991).

However, after long discussion and deliberation on this subject, Panchayat was given as conspicuous place in the Constitution Article 40 under Directive Principle of State Policy, which states “The States should take steps to organize village Panchayats and endow them with such power and authority as may be necessary to enable them to function as units of self-government” (Dharampal, 1962). The aim of this directive was to guide the States to strive for the achievement of public welfare and prosperity. Thus, the concept of Panchayati

Raj from the very inauguration of the present sovereign democratic republic of India envisaged an important component of goal to strengthen the base of democracy at the grass root level, distribution of power and discharge responsibilities to the people in order to enable them to manage their own affairs in the best possible manner (Jather, 1964). In other words, during early 1950's efforts were made on democratic decentralization of Panchayati Raj system. But unfortunately, this system could not yield under laying objectives across the States of the country mainly because this body was not under the legally enforceable part of the constitution, not given deserving constitutional status and recognition, all powers concentrated at the Central and State levels, and 'self-rule' did not percolate down to the village level. As it appears, the makers of India's constitution did not want genuine transfer of power to rural masses and as well, could not bring it in tune with the political ideology of the freedom movement. Simply framing a democratic constitution cannot be adequate guarantee for safeguarding democracy. Perhaps, this is an interesting way of defining local government without giving due recognition to Panchayat. Commenting on this section, Basusays "The entry is very wide and empowers the State legislature to legislate with respect to any subject relating to local government (Basu, 1960). Therefore, though Panchayat was made a part of the constitution, even then, certain questions still remained unanswered. As such, why did Panchayat fail to come under the legally enforceable part of the constitution; Why were not given the constitutional status and recognition it deserved? Perhaps, inclusion of Panchayat was just to appease Mahatma Gandhi. As observed, majority of members of the drafting Committee were in favor of concentrating all powers at the Central and State level and there was no serious urge on the part of the congress leaders to make it a substantive part of the constitution. In fact, Indian democracy was thus shaped as a 'Half-way Democracy' wherein 'Swaraj or Self-rule stopped at the Central and State levels, and did not percolate down to the level of village (Vasudevaraj, 1996). In reality, the makers of India's Constitution could not bring it in true with the political ideology of the freedom movement. It seems that perhaps the urban elites and their rural counterpart and the bureaucracy had a disdain for Panchayat and did not want a genuine transfer of power to the rural masses so as to enable them to become the master of their own destiny. Whatever as it may, after independence with the establishment of democratic constitution a new phase of evolution of local self-government began to ensure aspiration and rights of common people.

Also, a new hope and a universal desire was pinned on the Indian leadership for establishing popularly elected government at the local levels in order to make it a training ground for democracy and an institution for shouldering the responsibility of rural development. On this backdrop, in early fifties, plethora of legislations enacted by the various State Government to establish Gram Panchayat as unit of village self-governments and initiated necessary executive steps for its actual organization and functioning with a view to strengthen Panchayati Raj in India focusing at the village level only. Subsequently, the Planning Commission constituted in 1950 entrusted rural development programs including agriculture, education, health, etc. to Village Panchayat in order to fulfill the aim and objective of the constitution. With this approach, various plans and programs were made in different Five-Year Plans to mobilize the resources of rural areas through local bodies for all round development of common people. As stated, “The Constitution has provided for democratic institutions at the Centre and State level, but so long as local self-governing institutions are not conceived as parts of the same organic constitutional and administrative framework the structure of democratic government will remain incomplete’ (Ramaiya, et.al 1969). Referring to the first Five-Year Plan, which commenced one year after the establishment of Planning Commission remarked that ‘The plan was based largely in earlier thinking weighed in favor of the cities; village came in only on the periphery (S.K. Dey, 1962). However, the Planning Commission in the first Five-Year Plan proposed for setting up of rural extension service and outlined the manner in which it should be organized for securing integrated development. In this context, Planning Commission described the Community Development Program as the method and the rural extension as an agency through which the process of transformation of social and economic life of the villagers to be initiated. Therefore, Community Development was described as a process of change from the traditional way of rural communities to progressive way of living. They can be assisted to develop themselves on their own capacity and resources. This is a program for accomplishing certain activities in the fields concerning the welfare of the rural people. Further, Community Development Program was considered as unique because due focus was given on active involvement and participation of the people with due care of educating and motivating them for their betterment of life. Thus, this program relied much on comprehensive multi-purpose self-help movement, which embraced multifaceted

development of an area through the co-operative efforts of the people and the active help of the State for bringing about improvement in the economic, social, and cultural levels of the rural community. Over all, Community Development Program was looked as government schemes covering agriculture, animal husbandry, poultry farming, housing, health, sanitation, education, communication, small-scale industry, etc with objective implied as people's program which was to be implemented through process of people's participation (Bhargav, 1996). Moreover, these programs brought radical changes in the composition and functioning of development bureaucracy. As a result, new institutions were installed and new administrative role were introduced. They were Block Development Committee, Co-operative Society; Mahila Mandal, Yuvak Mandal, Education Officer, Village Level Worker (V.L.W), etc. were the examples of efforts in institutions building and in introducing new or modified administrative roles. It was also sought in the form of support, co-operation and voluntary contribution in the form of cash, kind, and labor from the rural people for the accomplishment of program. The purpose was of people's participation through criteria of formal or informal institutional basis. Initially, though a lot of good work was done by the program personnel in the country side but ultimately it proved to be 'colossal failure' and 'complete losses'. Even there has been a general increase in rural consciousness of economic and to some extent of social needs, but the objective of inspiring positive efforts based on self-help for promoting economic and social development remained comparatively unsuccessful. It was noticed that the program instead of being a people's program with government assistance, was becoming more and more a government program with a varying degree of people's participation. It was due to program carried by government departments and the bureaucracy had certain in-built structural limitation, which failed to provide initiatives to the beneficiaries. The local community received programs without much involvement of its own to formulate them. As a result, 'people's program' was carried out with 'government participation' rather than 'people's participation'. Two reasons found responsible for its failure: First, the program was trapped by bureaucracy and important decision was confined to the higher level. Committees constituted at the block level were purely ad hoc and advisory in nature and not based on democratic principles. Second. The desired response and cooperation from the people were not forthcoming as the villagers looked upon. The program remains as one of the many schemes of the government. In

reality, the mutual interdependence between development work and the Panchayat Raj was not clearly grasped at that time. Along with the Community Development Program, the Government had launched the National Extension Service with purpose to give scientific and technical help to the village people by which they could improve their living standard. Notwithstanding the fact, this program was also failed to reach people's expectation. Needless to say, its laxity observed in implementation of Community Development Projects and National Extension Service in the year 1952 under first Five-Year Plan due to lack of participation of local people which was necessary to make the program successful. This was because of ignoring inherited disparities in the rural social structure. Thus, the project implied for active involvement of people, cooperative efforts, multi-purpose self-help movement in program implementation of agriculture, animal husbandry, poultry farming, housing, health, education, etc had failed to inspire popular interest, enthusiasm and identification of common community problems and needs. In fact, this was perceived more and more government program rather than people's program. A UNESCO delegation in 1954 commented that "We do not see human touch, in any case not as much as we expected. There is some welfare work but little is done on the social side. The human aspect is being neglected" (Mukherjee, 1962).

In the wake of failure of Community Development Projects, it became imperative to inquire into the cause of lack of initiative, apathy and indifference on the part of rural population, and to suggest remedies for the removal of these causes. In order to generate more enthusiasm and evoke greater degree of participation of the people in the process of rural reconstruction than hitherto received, an institutional device was duly thought up. Accordingly, the Second Five-Year Plans made specific recommendations in favor of a network of active panchayats for securing comprehensive village planning, more integrated social structure and promotion of local leadership in order to facilitate the process of rapid transition of the rural society and a complete pattern of development administration in the district as envisaged in the Community Development Program (CDP) and National Extension Service (NES). While laying down the guidelines for the recognition of the district development administration, the Second Plan stressed the need for "establishment of local self-government for the development of the village as an appropriate agency which derives its authority from the village community, and then linking up in relation to all

development work of local self-governing institutions with administrative agencies of the State Government (Second Five-Year Planning Commission, 1956). Further, the local finance inquiry committee (1951) and the taxation enquiry commission (1954) also recommended strengthening the local revenue board in order that the State's political Sub-divisions may have the strength to be the foundation of the new socialistic pattern of society. In order to strengthen the process of Second Five-Year Plan proposals Balwant Rai Mehta Committee was constituted on 16th January, 1957 comprising of six members as they were :

- 1) Shri Balwant G. Mehta, Member of Parliament as Chairman,
- 2) Dr. S.D. Sharma, Minister of Madhya Pradesh,
- 3) Thakur Phool Singh, Deputy Minister of U.P,
- 4) Shri B.G. Rao, ICS, Former Chief Secretary, Government of M.P,
- 5) Shri G. Ramchandran, Director, Working Committee, Gandhi Gram,
- 6) Shri D.P. Singh IAS, as the Member Secretary

to pave the way of strengthening democracy at the grass root level to generate more enthusiasm and evoke greater degree of participation of people in rural reconstruction. The terms of reference of the committee were very wide and comprehensive. They were asked to study and report on cause of failure of CDP and NES with reference to certain aspects, which inter alia, include "the assessment of the extent to which the movement has succeeded in utilizing local initiative and in creating institution to ensure continuity in the process of improving economic and social conditions in rural areas, and then the term was free to make any other recommendations in order to ensure economic and efficiency" (Study Report, CDP & NES, 1957). The team had made observation and wider discussion with all stakeholders on various dimension of program operation intended for development of people. They found CDP and NES lacked to evoke people's initiatives, interest and fault with the system itself. In crucial findings, the team mentioned that 'so long as we do not discover or create a representative and democratic institution which will supply the local interest, supervision, and care necessary to ensure that expenditure of money upon local objects, conforms with the needs of and wishes of the locality, invest it with adequate power and assign to it appropriate finances, we will never be able to evoke local interest and excite local initiative in the field of development' (Datt, 1998). The finding and recommendations of committee was given due cognizance by the National Development Council (NDC), the highest forum representing the union government, and the state government in regards to matter of planning in India's federal system. The Central Council of Local Self-Government

at its meetings at Hyderabad in 1959 considered the action taken by the State to implement the decision of the NDC and recommended that “while the broad pattern and the fundamentals may be uniform, there should not be any rigidity in the pattern”. In fact, the country is so large and Panchayati Raj is so complex a subject with far reaching consequences, that there is the fullest scope of trying out various patterns and alternatives. What is most important is the genuine transfer of power to the people. If this is ensured, form and pattern may necessary vary according to conditions prevailing to different states (Jacob, 1967). The committee, therefore, recommended a revolutionary three -tier system of Panchayati Raj as Gram Panchayat, Panchayat Samit, and Zilla Parishads at the village, block and district level based on principles of democratic decentralization through peoples’ representations in order to make people participation meaning full and effective (Kashyap, 1989).

The other aspects of recommendation were Program Planning, Survey, Training of Personnel, Evaluation and Reporting Methods, Co-ordination at Centre and between the Centre and State, Administrative Pattern of Co-ordination within the State, People’s Participation in Community Development Farming, Rural Industries, Health, Primary Education, Social Education, Special Program like Sarvodaya, Measures of Economy, etc. The team also recommended that the village level Gram Panchayat were to be constituted to secure community action in as a larger measure at possible with Gram Sevak as the key figure in Community Development System and Panchayati Raj. Gram Sevak is a multipurpose village level worker (V.L.W) having knowledge on agriculture, public health, animal husbandry, cottage industry, etc., appointed by the State Government to help villagers to solve their problems as envisaged under the Community Development (CD) and Extension Program (EP). The Block Development Officer (B.D.O) exercise administrative control on him in implementation of government sponsored development programs. Over all, the pivot of three tire – system was that the Panchayat Samit would be co-extensive with the development of Block which acted as the unit of planning and organization on the basis of Aristotelian principles of being ‘neither too large to defeat the very purpose of creation, nor the so small as to initiate against efficiency and economy’. Panchayat Samit–the middle tier was the innovation, and the report suggested that “All Central and State funds spent in a Block area should invariably be assigned to the Panchayat Samit to be spent by it, directly

and indirectly, expect to an institution assistance to which is either beyond the Panchayat Samit's functions or its financial resources" (Planning Commission, Govt. of India, 1957).

Likewise, at the district level, a new body—Zilla Parishad was to replace the district boards to perform the function of co-ordination only. It should be composed of the presidents of Panchayat Samit, all members of State legislature and Parliament representing a part or whole of a district, and district level offices of the medical, education, backward classes welfare, public works and other development departments of the State government. The Collector will be the Chairman of this Parishad and one of his officers would be the Secretary. Thus, the apex body at the district level proposed by the team would have a sort of advisory role, to warn, to advice and to be consulted. The structure of proposed system should be an integrated approach with Panchayat Samit and Gram Panchayat. Moreover, unlike Zilla Parishad, the members of Panchayat Samit were to be elected by the members of Gram Panchayat within the area, and the President of Samit within the district would become ex-office members of Zilla Parishad. Each level of this structure would have the power to require the lower level to function as its agent. Again, the budget of the Gram Panchayat was to be approved by the Panchayat Samit and that of the Panchayat Samit to be approve by the Zilla Parishad.

By and large, it had laid down five fundamental principles underlying the spirit of democratic decentralization, and created a model of an organically linked three-tier Panchayati Raj system. These were: i) linking of three-tier structure of local self-government bodies from village to the district level; ii) genuine transfer of power and responsibility to these bodies to enable them to discharge their responsibilities; v) the three-tier systems have to facilitate further devolution and dispersal of power and responsibility in the future (Bhargav, 1987). This proposal created a stair at first and much doubt was expressed about the efficacy of the new set up. Amazingly, two American sociologists name Ensminger and Beer examined the proposal of three-tier Panchayati Raj system and posed some questions as “ whether Block a ‘social pattern’ or ‘social system’?; is the Block only an artifact of government ?; will it become solid and established or it will be a passing phase in the organization of India’s government ?; To what extent will it become a social system permanently embedded in the network of the total society of India?; Their conclusion pointed that “ The Block , with a circle of villages in it, it is a new organization

completely set up by the government not yet formed as a social system but well on the way” . Henry Maddick while criticizing this proposal pointed that the Block level officers dual responsibility for the implementation of the local block programs and their vertical responsibility at the district level for statistical reporting and others hampers co-ordinate efficiency in discharging their duties. (Maddick, 1970). Arch Dotson, a consultant to the Ford Foundation on planning and administration reviews critically the proposal stated that, there is a general failure in the Mehta committee report to differentiate between the characteristics and requirements of different functions. The entire gamut of local government services ‘development work’ necessitates to bring the whole of local government function under review, as it does not help to determine appropriate jurisdictions or to distribute functions among levels of government. Again, the lack of differentiation among functions also appears in the proposed distribution of activities between the Panchayat Samitis and the Village Panchayat. On examination of each level assigned activity observed that both levels are often allocated the same responsibilities. For example, the village may supply drinking water, so many Panchayat Samiti. Likewise, the village is charged with the ‘supervisor’ of primary schools, while the block is allotted the ‘administrative control’ of the same primary schools. Similarly, the block is assigned the welfare of the backward classes presumably same with the Village Panchayat. These are some comprehensive questions concerning the proposed democratic decentralization, when the entire scheme is seen with the collateral and secondary features. It becomes clear that this is not a proposal for local federation with powers and spheres assigned to each unit or levels of units. It is, instead, a unitary outline, with a chain of command and with cumulative responsibility at each higher level in the hierarchy (Doston, 1958). However, despite certain criticism by different scholars, the Mehta Committee contributed significantly to the cause of local self-government in India. Thus, the concept of CD and Rural Extension System (RES), in their revised form, broadened in that of a Panchayat Raj which is a process of governance. Etymologically, the term Panchayati Raj coined by Jawaharlal Nehru is different from Panchayat which connotes a local body limited to a geographical area. He hailed it as “the most revolutionary and historical step in the context of new India” and remarked that “the reason for our slow progress is our dependence on official machinery”. He further elaborated that” the term has come when the responsibility for planning and

executing development schemes should be entrusted to the people to yield good results. Also, he expressed that “Panchayati Raj is the real Swaraj of the people.” As depicted Panchayati Raj as new pattern of Community Development will grow to be a way of life and a new approach to government as against a unit of government. It will bring about a complete link up of our people from the Gram Sabha to Lok Sabha (Dey, 1961). On the whole, the most significant contribution of Balwant Rai Mehta Committee is “Democratic Decentralization’ a process and principles which not only aims at democratizing the district administration but a pivot around which the entire schemes of three-tier PanchayatiRaj revolve. Conspicuously, by following the recommendation of Balwant Rai Mehta Committee number of states tried to empower the rural community by developing three-tier grass root democratic institutions with evolved pattern suitable to local condition entailing varying degree power, autonomy and efficiency. Rajasthan was the first state to adopt three tier structures and another legislation known as “Rajasthan Panchayat Samiti and Zilla Parishad Act, 1959’ was passed by the state legislature. Then it was followed by Andhra Pradesh State with full scale implementation of the new scheme in November, 1959. These two states followed the recommended model with the block level institutions as the main point of decentralization. The state of Odisha while giving legal basis to the recommendation of Balwant Rai Mehta Committee report on ‘democratic decentralization’ followed the same “two Acts” approach by enacting the ‘Orissa Panchayat Samiti and Zilla Parishad Act, 1959’ (Orissa Act of 1960) as the Gram Panchayat had already been established by the Orissa Gram Panchayat Act 1948. In the state of Maharashtra, the Government had ‘Maharashtra Zilla Parishad and Panchayat Samiti Act, 1961’ and Bombay Village Panchayat Act, 1958 and subsequently introduced the three-tier system of Panchayat Raj in 1962. In other words, the recommendation of the Balwant Rai Mehta committee induced to a spate of legislation namely the Panchayat Samiti and Zilla Parishad Acts which at the beginning of the third five-year plan period (1962-67) gave birth to an all-India pattern of grass root democracy. In fact, the result yielded varying degree of success indifferent states in the experiment of democratic decentralization and participatory democracy. Further, the recommendation of Mehta Committee was accepted by the National Development Council (NDC) which suggested the principle of democratic decentralization and left it to the states to design the system according to their suitability and local

conditions. Thus, the historic Panchayati Raj system came into being with the concept of 'grass root democracy'.

1.6 Scenario after 1960

Paradoxically, during the sixty and seventies, a number of schemes like Intensive Tribal Development Project (ITDP), Small Farmers Development Agency (SFDA), Drought Prone Area Program (DPAP), Intensive Agricultural Development Program (IADP) etc were launched by the Central Government which - kept outside the purview of Panchayati Raj; paved the way of marginalization of the grass root democracy to a considerable extent. Gradually, bureaucracy got an upper hand; the centralizing forces became too strong and during the period of national emergency, the system of Panchayati Raj lost most of its validity and significance. Thus, all the development programs were bureaucratic centre with hardly participation of people. "The bureaucracy had probably its own role in disassociating the PRIs from the development process. Several factors seem to have conditioned to their perception. The system of line hierarchy would find in favor with them as organizational principles. The officers would feel that they are primarily accountable for results and financial properties to the state government. The officials knew no better than to trust their own fraternity. They would, on the one hand, therefore be averse to the PRIs being entrusted with additional functions and on the other hand would get adjusted to working under the supervision of elected representatives'(Report on PRI, 1978).In short, bureaucracy and politicians both at central and state levels played active role in marginalizing the Panchayati Raj. George Mathew observes that "There was a deliberate plan by the bureaucracy, the local vested interests and their elected representatives in the state legislature and in the parliament to cripple and eventually discard Panchayati Raj, because its ascendancy was feared". Also, he stated that "A combination of bureaucracy, commercial interests, the professional middle class, the police and political elite 'ganged up' against democratic decentralization. In this process, it seems that a centralized bureaucracy can benefit the rural poor better than local elected vested interest (Mathew, 1994). Thus, the democratic institutions at the grass root level instead of emerging as units of self-government as envisaged in Article 40 of the Directive Principles of State Policy were made a conduct of the Central and State Governments to implement their respective schemes. Elaborating further, right from 1965, the political environment in the country as a whole and state in

particular, had not been congenial for the Panchayati Raj movement. Indian politics witnessed unfrequented centralization of decision-making powers and this ultimately led to national emergency which led the entire country towards a totalitarian regime, threatening the very base of democracy. The popular voice of people was silenced; democratic process, value and institution were subdued. Democracy in the country as a whole was in peril and the bureaucracy got an upper hand in the Panchayati Raj institutions lost much of their validity and significance and centralizing forces in the entire political system became too strong to be resisted effectively. The idea of Panchayat system of Gandhiji's vision was first shattered by our constitution makers by putting it only in the Directive Principles of the Constitution. Ironically, needless to mention, since early fifties many development programs were planned without taking cognizance of Gandhi's idea of Gram Swaraj. For instance, in 1971, the very little 'Community Development' was dropped and replaced by 'Rural Development'. It marked the end of the 'community, and 'Panchayat' as agents of change and development (Jain, 1985). In fact, by late seventies, the machinery at the block level was in shambles. At the district level, there was a multiplicity of institutions, new departments, development corporations, co-operative agencies, specialized agencies, statutory bodies, registered societies, etc alienated to serve essentially the rural people, especially the poor sections. The PRIs were clearly pushed to the background. Again, political leaders paid only lip service to the local self-government as they were determined to end the threat to their leadership from the village, block and district. Soon, they began to discredit the new system by highlighting its short comings. They saw in these bodies the domination of upper castes, corruption, and total ineptitude. Thus, PRIs had failed to reach a "take off" stage and existed more in a 'survivalist' sense than in a development sense. Lack of political wills, bureaucratic indifference, and financial anemia dampened the steady growth of Panchayati Raj and was made spurious by those who wanted to discredit the decentralization of power. Such scenario, in fact, prompted the first Janata Government (1977-79) to be committed to 'decentralization of power and authority' revitalization of PRIs and rural development. Such belief of the Janata government in polity ensures of decentralization of economic and political power provided another opportunity for re- invigoration of Panchayati Raj in India. It paved the suitable way for democratic management of politico-economic programs of nation building. Further, it also prompted the

first Janata government to set up Ashok Mehta Committee (1977) composed of 14 members of various backgrounds including Members of Planning Commission, Academicians, Members of Parliament, Ex- Chief Minister, etc to probe into the working of the entire Panchayati Raj system. This includes the system of election and its effect on performance of PRI system; nature of implementation of government schemes, function of official administrative machinery and co-operative and voluntary institutions involved in the rural development, etc to make recommendations necessary to empower and strengthen the Panchayati Raj Structure for making decentralization planning and development effective. In reviewing and evaluating Panchayati Raj as operating in different parts of the country the committee found that “The Panchayati Raj institution have rarely been given an opportunity to take up planning and implementation work on a sizeable scale. Broadly speaking, the minuscule programs were assigned to a village Panchayat. In practice; there was a movement in the opposite direction. Many Integrated Rural Development Program (IRDP), Intensive Tribal Development Program (ITDP), Small Farmers Development Agency (SFDA), Drought Prone Area Program (DPAP), etc. were kept outside the orbit and even undermined the Panchayat structure and made them ineffective. Over the years, a number of structural deficiency and dysfunction came to be identified in Panchayati Raj system. In fact, the institution of Panchayati Raj are well dominated by economically and socially privileged sections of society and have facilitated the emergence of vested interest forces, which gave no benefit to the weaker section of village society. It also observed that the institutions are influenced by caste consideration and suffering from corruption, inefficiency and political interference in day-to-day administration, motivated actions and power concentrations. Instead of service consciousness, all these have seriously limited the vitality of Panchayati Raj in the Indian villages. The committee observed that even there is gains of decentralized democracy, many achievements to its credit, raising people consciousness and right, bridge the gulf between the bureaucratic elite and the people, generated new leadership, etc.(Govt. of India,1978). But it hardly designed with commitment to become effective channels of people participation in social, political, and economic growth. In brief, the minuscule program, diffusion meant with performance, emergence of oligarchic forces, weakening of political will, situational compulsions, and shrinkage of financial resources, bureaucratic middling, organizational dilemmas and conflicts, etc side

tracked the role of these institutions. Actually, they were hardly given a chance to serve as a vanguard of development in the village India. Worst of all, there was a lack of clarity in regard to the concept of Panchayati Raj and its objectives for which it stands for (Bhargava, 1979). Therefore, it is essential that the idea of ‘power to the people’ should not degenerate into the powerless. Looking the prevailing scenario, the Committee called ‘New Approach’ as formulation of structure, functions and utilization of financial administrative and human resources through democratic decentralization to Panchayati Raj institution which needs to be determined on the emerging functional necessity of management of rural development with socially motivated economic development. Accordingly, the Ashok Mehta Committee recommended its preference for a two-tier Panchayati Raj systems i.e., Zilla Parishad and Mandal Panchayat as the basic unit of Panchayati Raj which endowed comprehensive range of developmental responsibilities like agriculture, marketing, health, education, family welfare, etc. along with planning. All these developmental functions relating to a district that were to be discharged by the state proposed to entrust to the Zilla Parishad. The district planning cell was proposed to consist of an economist, civil engineer, credit–planning officer, etc which would function under the supervision of the chief executive officer of the Zilla Parishad. Further, recommendation envisaged that the Zilla Parishad would function under the chief executive officer of the Zilla Parishad. Further, recommendation envisaged that the Zilla Parishad would function through a number of committees like agriculture, education, small industries, finance, public works and social justice. Regarding the Mandal Panchayat the committee envisaged that it would have to administer, co-ordinate and provide institutional supervision of field level projects. Also, it visualized that some of the block level functions would have to be moved upwards as the district level body which would be competent enough to discharge them. It also vision that the constitution of Mandal Panchayat as the second basic tier of Panchayati Raj marks a departure from the existing pattern as block. Over the years, in most of the States it has become the base level organization for development al and administrative activities. Besides, the committee also emphasized regular election to these bodies by the Chief Election Officer of the state in consultation with the Chief Election Commissioner, and participation of political parties to make sure clearer orientation towards development program and facilitate healthier linkage with higher- level political process. The committee expected that the direct elections coupled

with program-based contest, would offer great scope to weaker sections for availing of the opportunities offered by the political system. The committee emphasized that Gram Sabha to play important role in activating the democratic process at the grass root level. It also envisaged that the village committee which are to replace the existing Gram Panchayat under the proposed setup, would be required to convene two Gram Sabha meetings every year with a view to explain to the people the program being executed in their area to channelize the people's feed back to the Mandal Panchayat. Along with, other recommendations, the committees included representation of SCs and STs on basis of their population; formation of social justice committee with chairman from SCs and STs; Committee of the Legislature with majority representation of MLAs/MLCs belonging to SCs/STs; reservation of seats for women in Zilla Parishad and Mandal Panchayat; District Collector as regular functionary and conduct mapping of social audit as the representative of the State Government. As well, collector has to work under Chairman of Zilla Parishad and the government high-up in hierarchy. As such, the recommendation of Ashok Mehta Committee constituted a land mark in the history of Panchayati Raj. To quote Ensminger, "At this time in India's history, the committee report may turn out to be second only to the Indian Constitution in term of its significance to the future of democratic institutions and the working of democracy in India" (Douglas, 1979). The Ashok Mehta's committee report on Panchayati Raj was discussed in the conference of Chief Minister held on 19th May, 1979 with a view to evolving national consensus on the main recommendation. Ironically, there was no unanimity among the Chief Ministers on recommendation made by the committee like role of political parties in the Panchayati Raj elections, the organization and function of the Panchayat. They however rejected the idea of two-tier system and favored the constitution of three-tier system. In fact, the Ashok Mehta committee report could not be implemented due to lack of political will. Though, both the Mehta's Balwant Rai and Ashok headed two national level committees at two different points of time to recommend decentralized administration in order to ensure people's participation in the management of their own affairs for an effective realization of Panchayati Raj, but it was observed as a failed system of devolution of power to people. In fact, in two committees' people as an important factor and village community as the primary level of decentralization of administrative powers was not given due cognizance. To conclude, the two committees

recommendations at two different junctures of India's development process, appeared failed absolutely in highlighting the real essence of institutionalization of innovation to evoke institutionalizations of participation of people at the grass root and Panchayati Raj as the institutionalization of 'Swaraj' and due importance of the village community as the primary level of decentralization enabling the rural poor for rightful participation in the process of their development. Even, two Mehta's committee report had not shown sufficient courage to recommend genuine decentralization of administrative powers. In similar manner, M.L. Dantewada Committee (1977), emphasized and recommended a concrete shape of decentralization planning. Professor C.H. Hanumanth (1982), Chairman, working group of the District Planning emphasized on the need for the involvement of the people in the planning and implementation of development schemes and recommended for the formation of a statutory body (Zilla Parishad) at the district level for effective planning. G.V. Krishna Rao Committee (1985) pleaded for the assignment of the planning, implementation and monitoring of rural development programs and poverty alleviation schemes to the three-tier structure of Panchayati Raj institutions. The committee was also in favor of reservation of women, SCs and STs and regular election to these institutions. Zilla Parishad should be the principal body for the management of all rural development programs. L.M. Sanghvi Committee (1986) looking indifferent attitude of elected representatives of parliament, state legislature, bureaucracy and their perceptible weakening of political will and administrative negligence to support these institution as unit of local self-government on a priority basis, suggested for devolution of more financial resources to the Panchayati Raj institutions by finance commission appointed by the union government, as well, regular free and fair election through election commission. Further, the committee also recommended that the PRIs should be protected by constitutional 3rd tier of Government setting up of Panchayat Raj judicial tribunal to adjudicate controversies in relation to elections, suspensions, suppression, dissolution, etc; evolving the correct role political parties in PRIs through consensus, setting up of Nyaya Panchayats center for training at district level and model legislation for appropriate local adaptation (Kashyap, A. 1989). The Sarkaria Commission (1983) popularly known for examining center-state relations in regard to powers, functions and responsibilities in sphere of social and economic development recommended appropriate measures for promoting welfare of people. In view of this, the

commission paid very positive remark on working of Panchayati Raj system as unit of decentralization of power for planning process, financial autonomy etc. with regular election in fulfilling objective of center-state federal structure and its relation. The commission also recommended having uniform institutions all over the country by a constitutional enactment. A Finance Commission was recommended at State level to enable the State government to devolve its resources to district and village level. In short, even though, the appointment of various Committees marked a turning point in the concept and practice of Panchayati Raj system, but their recommendations were not duly acted upon. As observed, during these years, the elected representatives of parliament and state legislature were not willing to share power with the Panchayati Raj functionaries, and there was total apathy, indifference with lack of political will to support these institutions on a priority basis. Similarly, bureaucracy was undermining the Panchayati Raj Institutions as unit of local self-government. Despite the fact, this empowerment trend paved the way for giving constitutional status to the Panchayati Raj.

Rajiv Gandhi after becoming Prime Minister of India emphasized the need of adequate empowerment of this institution and people as important component of development process which culminated 64th Constitutional Amendment Bill. During his short span of political life, he left a permanent mark on the political, social and economic life of India. He was firmly convinced that since independence massive influx of Central funds and center-initiated schemes failed radically in transforming the poverty-stricken rural people. Commenting on the Indian planning and bureaucracy, he remarked that “the rural people were not receiving even 15 paise out of a rupee allotted to them by the government” (Behari, 1984). With a crusading zeal to bring a transformation of the system he organized meeting with District Magistrate and Collector, Village Pradhan, Voluntary Organization, Panchayati Raj representatives of women, SCs and STs and all other concerned engaged in development of rural people. In the process, he realized that power and resources to the people for formulating and implementing their own development plans is most essential and Panchayati Raj is an instrument of social and economic change especially for the poor and downtrodden. He remarked that “Our democracy cannot be strong unless democracy in the villages is strong. We cannot have real development in the country unless the Panchayats are made responsible for development in the villages and the people who live in the villages are

involved in formulating and implementing their own development plans.” Further, he observed that “We are on a threshold of a mighty revolution which was three decades ago by Jawaharlal Nehru but this was not realized because lack of constitutional underpinning” (Thakur, 1993). In view of this, a sub-committee of the consultative committee of the parliament under the chairman of Mr. P.K. Tungan recommended for giving constitutional status to the Panchayati Raj system in India. It was against this background that on 15th May, 1989, the Rajiv Gandhi Government introduced the Constitution 64th Amendment Bill in the Lok Sabha with a view that “The single greatest event in the evolution of democracy in India was the enactment of the constitution which established democracy in Parliament and the State Legislatures. This historic revolutionary bill takes its place alongside that great event as the enshrinement in the Constitution of democracy at the grass roots. This bill was adopted by the Lok Sabha in August 1989 and was however, defeated in Rajya Sabh by the opposition parties in October, 1989 (Text of 64th Constitutional Amendment Bill, 1989). The grounds cited as State in federal system enjoys its own autonomy in certain spheres. Therefore, Local Government is a State subject and the Central Legislation is a direct interference in the freedom of the States assigned by the Constitution in the name of democratic decentralization, too much power is in the hands of the Central Government. Besides, that the hasty steps taken by the Centre to bring reforms in the Panchayat Raj system are done with the obvious intension of creating a parallel center of power in the states under the direct control of the Centre. Thus, the dream of Rajiv Gandhi could not be realized to make Panchayati Raj system as a part and parcel of the Constitution. However, the government took a fresh view on the subject, and after consultation with the Chief Ministers another Constitution Amendment Bill was introduced in the Lok Sabha in September 1990. But, the V.P.Singh Government’s Constitution (Sixty-Fourth) Amendment Bill could not take up for consideration as the government went out of power in November, 1990. Even then, the very process of empowering people for their prosperity, initiated by the Rajiv Gandhi was not discontinued after the failure of 64th Constitution Amendment Bill. P.V Narasimha Rao Government had redeemed the pledge, and then the Bill to amend the Constitution was introduced in the Lok Sabha in September 1991. The Bill was then referred to a Joint Parliamentary Select Committee for its examination. Ultimately, the Lok Sabha passed it on 22nd December 1992 and the Rajya Sabha on 23rd December 1992 as the

Constitution Seventy-third Amendment Bill. After ratification by seventeen State assemblies, the President of India gave his assent on 20th April 1993 and the Act was brought into force by a government notification on 24th April 1993. The said Amendment was inserted in part IX of the Constitution, containing Article 243 to 243-0. Local Government is an exclusive state subject under entry 5 of list-II of the 7th Schedule; hence, the union just provides the outline of the Panchayati system, which then would be implemented by the States by making laws or amending their existing laws to bring them in conformity with the provisions of 73rd Amendment Act. Outstandingly, the passage of the 73rd Constitution Amendment Act, 1992, marks a new era in the federal democratic set up of the country and provides constitutional status of the Panchayati Raj institutions and gives it uniformity by making the three-tier system a permanent feature. Its salient features states that the Gram Sabha as unit of village level legislature, regular election, reservation of seats for the SCs, STs and Women, financial autonomy to Panchayats, constitution of State Finance Commission, etc. There is mention of details power, authority and responsibilities of Panchayat. As subject to the provision of the constitution, the Legislature of a State, may by law, endow the Panchayat with such powers and authority as may be necessary, to enable them to function as institution of self-government and such law may contain provisions for the devolution of power and responsibilities upon Panchayat at the appropriate level. This is subject to such conditions as may be specified therein with respect to the preparation of plans for economic development and social justice as may be entrusted to them including those in relation to the matters listed in the Eleventh Schedule. Also, the powers to impose taxes and availability of funds to the Panchayat has been dealt with in the Article 243-H. The legislature of a State may by law, authorize a Panchayat to levy, collect and appropriate such taxes, duties, tolls and fees in accordance with state procedure. The state may provide grant-in-aid to the Panchayat from the consolidated fund of the state, crediting all moneys received withdrawal of such money there from as specified in the law. Also, there is provision for audit of accounts of Panchayat. The legislature of State by law may take provisions with respect to the maintenance and audit of accounts by the Panchayat. The purpose is to improve the financial position of the Panchayat. Besides, election to the Panchayat has also been dealt in detail in 343-K where in the direction, control and conduct of all election to the Panchayat shall to be vested in a State Election Commission.

Pertinently, nothing in this part shall apply to the Scheduled Areas and the tribal areas. Further, 29 items of the Panchayat added to the Eleventh Schedule of the Constitution of India. These are: Agriculture including agricultural extension, Land improvement including implementation of land reforms, land consolidation and soil conservation, minor irrigation, including water management, watershed development ,animal husbandry including dairy and poultry, fisheries, social forestry and farm forestry, minor forest produce; small scale industries including food processing industries; khadi village and cottage industries; rural housing, drinking water , fuel and fodder, road, culvert, bridges, ferries, waterways and other means of communication, rural electrification including distribution of electricity, non-conventional energy resources, poverty alleviation program, education including primary and secondary schools, technical training and vocation education, adult and no-formal education, libraries, cultural activities, markets and fair, health and sanitation including hospitals, primary health ventures and dispensaries, family welfare, women and child development, social welfare including welfare of the handicapped and mentally retarded, welfare other weaker section including SCs and STs, public distribution system, maintenance of community assets. Thus, 73rd Constitutional Amendment Act 1992 provides a constitutional basis to the Panchayati Raj system. Such newly conceived system of governance by Panchayat is constitutionally recognized as “institution of self-government” and inevitable layer of rural administration. This opened a new possibility for the creation of a third-tier of governance in the Indian Federal Polity for realizing the dream of “Gram swaraj” of Gandhiji. The basic objective under this Act aims to establish democratic decentralized development process through people’s participation in decision- making, implementation and delivery. Panchayats are required to play an active role in the preparation of plan and its implementation for economic development and social justice.

Paradoxically, State Governments have rested wide powers of suspension and dismissals of elected Panchayati Raj institutions in the State bureaucracy under their Panchayati Raj Acts which, in fact, violates the essence of democratic decentralized administration and autonomy of this grass root institution. The need of the hour is that State Governments are required to repeal all order or instructions to State bureaucracy not to subordinate and make necessary amendments to maintain the autonomy of the PRI as unit of local self- government.

1.7 Efficacy of the 73rd Legislation

The 73rd Amendment Act, 1992, came into force on 24th April, 1993. As per the provisions of Act, the States of India shall have to amend old Acts or legislate new Acts of Panchayat within one year. All the States passed their conformity legislation by the end of 24th April, 1994. Regular election for three-tier PRIs is a mandatory, which found irregular as a common phenomenon in many states indicates the lack of political will on the part of the party in power to make Panchayati Raj a grand success. Thus, the political elites with a disdain for grass root democracy, have only accepted the letter of the Act without assimilating the spirit of it. This scenario, in fact, raised many questions in mind as can a constitutional provision by itself be an adequate substitute for political will? Given the harsh realities of the States, would these statutes be implemented in letter and spirit or they would remain laws on paper only? Is implementing decentralization below the state level through the most centralizing of all conceivable instruments amendment desirable? (Mathew, 1994) Further, Article 243G of the Constitution (Seventy-third Amendment) Act lays down, "The legislature of a state may, by law, endow the Panchayats with such powers and authority as may be necessary to enable them to function as institution of self-government". As observed, some state governments used the term 'may' only as permissive and not mandatory, although in constitutional law 'may' is always regarded and interpreted as 'shall'. In common, state governments have taken a flexible view of 'may' and have been very reluctant and halting in developing appropriate and adequate powers to the Panchayats below the state level. Again, as per the provisions of Article 243G Panchayat shall be made "institution of self-government". But, this very term is not properly defined in the Amendment Act which often diluted by state legislature in endowing powers and authority to 'institution of self-government' at each level (Mukherji, 1993). The literal meaning of 'self-government' is 'autonomy' or government without outside interference which have to fulfill three basic conditions, viz., "(a) institutional existence, explicitly, the decisions are taken by the people' is representatives, (b) institutional capacity, specifically, the institution is empowered to make rules independently, (c) institutional financial viability, exclusively, empowered to raise financial resources to meet its responsibilities" (Mahipal, 1977). In simpler term, Panchayat is necessarily to enjoy functional, administrative and

financial autonomy as is derived from the constitution as well the relevant statutes enacted by the legislature of the State identified in the Seventy-third Constitutional Amendment.

With regards to administrative autonomy, the State governments possess the power of inspection and enquiry into their affairs and suspensions of Panchayats resolutions. Even, in most states the key functionaries at all tier of panchayats are state government's employees, who constitute the administrative apparatus of the elected Panchayat bodies. In these states the Panchayats have no separate cadre of officers and employees through whom administrative autonomy can be maintained. Further, grants of financial autonomy to the panchayats by the States is also a crucial problem; shows many constraints like irregular assistance, paucity of funds confronted to meet their needs on both plan and non-plan expenditure accounts. Even many states have introduced certain qualifying clause 'within the limits of its funds'. In this regard, a critical look of the Constitution Amendment Act, 1993 reveals that there are three different types of provisions such as 'mandatory', 'enabling' and 'discretionary'. The mandatory ones have been fulfilled by all the states while variations are noticed among different states incorporating the 'enabling' and 'discretionary' provisions in their newly enacted or modified Acts (Krishna, 1996). In this context, a most important aspects missing in the Constitution Amendment Act of 1993 is that it did not provide for a system of decentralized justice at the grass root level. Hence, federal character of Indian polity making Panchayats as institution of self-government is meaningless. Besides, the Constitutional Amendment is silent on decentralized judicial system. The Law Commission of India acknowledge the need for radical restructuring of the system providing an alternative system for resolution of disputes at the grass root level which is stated in its 114th Report, August 1986. But this recommendation has not been incorporated in the new series of legislation adopted in the wake of the 73rd Amendment Act. Dr. N.R. Madhava Menon viewed this as "A retrograde step of disempowerment where an important institution for access to justice for the common man is left out of self-government. It is a serious lapse particularly in the context of the 114th Report of the Law Commission of India (Menon, 1995). Again, the 73rd Amendment Act has not provided for a decentralized system of police administration at the grass root level, which is also a crucial area to be focused in devolution of power and local self- governance processes. This apart, though the reservation for SCs, STs and Women is laid in 73rdAmendment but its

application is constrained in many ways due to their abject poverty, dependent upon landlord for livelihood, no scope of economic independence, domination of local political elite, illiteracy, social taboos and patriarchy, etc. in governing due role in social and political life. Further, the list of 29 items are enlisted in the XI Schedule in the Constitution but clear cut demarcation of the function to be performed by the different tiers and state administration is missing which thereby creating confusion among them in the formulation of policies and their implementation relating to developmental projects at the grass root level. Often, the Centre is also encroaching upon the rural development area by way of inventing rural development and poverty alleviation plans and centrally sponsored schemes which is not only a negative trend but goes against the spirit of 73rd Amendment Act. These centrally sponsored schemes might in the long run prove injurious to health of grass root democracy by killing the local initiatives. For example, the announcement of MP's Local Area Development Scheme (MPLADS) made by the Centre one year after the 73rd and 74th Amendment Act defeats the very spirit of the constitution. Because, under this scheme each Member of Parliament entitles the District Collector to spend from his/her MPLADS funds from the 29 subjects of the XI Schedule. Unless the schemes of development suggested by the MPs get the approval of the representatives of Panchayat bodies the idea of policy-making and involvement of grassroots democratic institutions in rural development will be meaningless and MPs scheme would be another way of imposing upon Panchayat decisions taken elsewhere. Hence, proper means of co-ordination is very much desirable. In fact, the exercise of either enacting new Acts or modifying the old Acts has been done hastily by the different States. Thus, problems such as 'delimitation of constituencies' reservation to backward classes, election to the position of their persons at various levels add relations between elected representatives, especially non-officials and officials., have not been clearly defined (Krishna, 1996).

Above all, since the 75 years of independence, people at grass root level are not fully oriented towards Parliamentary Democracy and not gained political socialization. The present scenario of Indian society indicates clearly almost total apathy, mass inaction, and non-understanding of issues of common interest. Moreover, during these days, the Indian masses have developed a syndrome of dependency, expecting the government to come and help in each and every aspect of life. These apart, people in rural areas are not made

sufficiently aware of the significance of the utility and relevance of the Seventy-third Amendment Act. However, Despite the fact of certain limitations the 73rd Amendment Act has laid foundation for making grassroots democracy more vibrant and dynamic by opening of a third layer governance in the Indian federal set up to develop more power and responsibilities for development of common people. With a view to making Panchayat financially strong and viable, the Finance Commission as recommended allocation of budget for their maintenance and effective implementation of development programs. Again, there is provision of imparting training to the elected representatives of officials at three national level institutes, viz. National Institute of Rural Development (NIRD), Hyderabad, Lal Bahadur Shastri National Academy of Administration, Missouri and Indian Institute of Public Administration (IIPA), Delhi. Again, parliament has also passed an Act viz “The provisions of the Panchayat (Extension to the Scheduled Areas) Act, 1996” which has extended part IX of the Constitution to the Schedule Areas in the States of Andhra Pradesh, Bihar, Gujarat, Himachal Pradesh, Maharashtra, Madhya Pradesh, Odisha and Rajasthan. This will not only establish a new socio-economic order in Schedule Areas but also establish partnership between the State and the tribal of the State, provided, if implementation in letter and spirit. Now, of course, 73rd Constitutional Amendment Act paving way towards constitutional basis to grass root democracy. In fact, it is just the beginning. Grassroots democracy has, indeed, travelled a long way from the idea of ‘local self-government ‘of Ripon era to the ‘institutions of self-government of 73rd Amendment Act. The journey seems just beginning to understand people’s strength and their capability in participation of decision-making process. The actual working of the three-tier Panchayat in terms of the provisions of the Constitution and appropriate State legislation in the coming decades of twenty-first century will reveal the real strength and weakness through which alone these institutions are expected to grow and evolve.

CHAPTER-2

REVIEW OF LITERATURE

Democratic decentralization and devolution of power as a state apparatus highlighted more responsive to local needs and aspirations. This in turn produces systems of effective local governance that are more effective in rural and urban areas. The most distinguished ancestor of this view was, of course, none other than John Stuart Mill who provided two important arguments for local democracy: first, that local political institutions are ‘a school of political capacity’, making citizens capable of genuine and informed participation; and, second, that such institutions would be more efficient if informed by local interests and local knowledge. Thus local democracy would be enabling both participation and deliberation of an effective form of direct democracy. Another view for decentralization grounded democratic ideal, questioning centralized patterns of decision- making which only provide inappropriately uniform solutions to diverse local problems of large and heterogeneous India’s societies, and mostly insensitive to the local problems and requirements which the people of the locality know best and they are the best judges of their needs and aspirations (Phillips, 1996; Stoker, 1996). Thus, democratic decentralization is characterized is characterized as a meaningful authority developed to local units of governance that are accessible and accountable to the local citizenry, who enjoy political rights and liberty. It, thus, differs of earlier decentralization relates to public administration without democratic component (Blair, 2000). Currently, the 73rd and 74th constitutional amendment has been invested with these hopes and more (Bardhan and Mukherjee, 2000). In this context, since last two decades many studies have been conducted on Panchayati Raj Institutions, as local self-government, which explain about democratic decentralization and devolution of power, empowerment of rural poor, enhancement of quality of life, pave way on solution of poverty through various development programs, enabling them to use local recourses, facilitate enhance participation and representation in decision making forum, lead to improvements in self-identity and worth, provide voice to voiceless, making way to eliminate custom of inequality and discrimination particularly who have been marginalized by political processes. Besides, democratic decentralization, with system of local

governance have also shown in improvements the efficiency and responsiveness of public officials (Blair, 2000; IFAD, 2001; Manor, 1999). Further, there is no deny the truth that the current 73rd Constitutional Amendments has brought more positive development like accountability and governance Vis-a-Vis development and social justice in rural India (Harris, 2001; Ghatak, 2002; Tendler, 1997; Bratton, 1990; Clark, 1991). In the context of women's representatives in democratic decentralization processes, various studies idealizes that above one million of them including Maharashtra and other states of the country making their presence felt in three- tier PRIs. Their importance and contribution in running the Panchayats efficiently have been widely reported and duly recognized. These includes in raising women's economic status, campaigning against child marriage, putting pressure on prohibition of country liquor, advocate against alcoholism among youth and men folk, solving drinking water problem, empowering the powerless women of SC and ST, building village concrete road; strengthening primary schools, self-help group, and so on in their march on path of inclusion and empowerment (Baviskar, 2008). The studies in West Bengal, Kerala and other parts have shown the impact of democratic decentralization and local self-government in bringing qualitative changes in the rural society in terms of stimulating popular participation and local leadership (Inamdar, 1970; Sirsikar, 1995; World Bank, 2002).

While in some others, it appeared marred due to the politicization which made these bodies dysfunctional. The common views emerged from various studies all over the country was that though democratic decentralization increased after 73rd Constitutional Amendment but have not necessarily translated into the empowerment of common masses? The Gram Sabha a vital of it has often been reflected and reproduced the caste and class dynamics of the villages. Commonly, dominant castes are making difficult for the incumbent SC/STs or backward castes in discharging duties effectively. Often, elections for the reserved seats led to violence. In similar manner, various studies in Tamil Nadu, M.P, Maharashtra etc women Sarpanch, women and men members of backward classes and caste are no longer allowed smoothly to participate in decision making processes of PRIs. They are continuously ousted by variety of methods like rigged suspensions, manipulated vote of no confidence, and two-child norm. Furthermore, the lower caste Sarpanch usually follow the decision and wishes of upper dominant castes; even upper caste commit unabated atrocities against the lower castes,

even through the connivance and collusion of the state administration and local police in spite of powerful legislation for decentralized governance, the latter do not have supportive redressal mechanism (Behar, 2003; Mukherjee, 2008; Mathew, 2003). Even, PRIs in many cases have been held back by the antecedent social inequalities, educational backwardness, vote bank politics, and other barriers inherited from the past. Most of the states have made such devolution as for mere ostentation, and not yet fully transferred their earlier function to local self-governing bodies. There is lack of political and administrative will in several states to strength their PRIs. Panchayati Raj in its new incarnation is designed to engage more as an agency of local self-government than as an agency of decentralized development in rural India. Practically, the mode of delivering various rural development programs and services continues to be bureaucratic. Mere position do not necessarily empower them; for survival and improve their socio-economic status still dependent upon those who control recourses especially upper section of society (Vyasulu, 2004; Dreze and Sen, 2002, Lieten,G.K6).

Though, Constitutional Amendment is good but not good enough for the empowerment of the women and marginalized section. The abysmal performance of participant members in the institution of local self-governance had its causality in the amendment itself as the State governments' legislation defined the level of participation of citizens and limiting it to a merely consultative role rather than assigning them decision making-powers particularly in financial aspects in the village governance. Paradoxically, financial outlay is controlled, regulated and decided by the bureaucrats. It appears that skilling elected representatives and people in participatory methods, citizen's education and awareness, training and sensitizing local officials, interlink ages with universities and training institutions, participatory budgeting and more in gender budgeting, and most importantly accountability of government officials could bring to fruitions the process triggered by the Constitutional Amendment Act. To make it possible, Constitutional Amendment requires itself to undergo a radical revision. Decentralization needed to be unmasked of the pretensions. One could not afford a proliferation of new formal institution which would only aggravate an already iniquitous situation. A ray of hope of fruitfulness would only appear only when policies are made in a transparent manner on a realistic premise.

On the whole of analysis, various studies by the scholars and researchers highlights various dimensions of democratic decentralization and devolution of power to the level of PRIs and not focused enough to address the political process between participatory and representatives form of democracy in context of governance, development and livelihood issues of poor. The complexities of the Gram Panchayats are further increased by the variation in geographical location, size of the area covered, limited source of financial viability, underprivileged living pattern of people, poor orientation and background of members, political intervention in function and power given to members, irregular elections, absence of autonomy, etc. Thus, a great need of understanding is necessary on gram Panchayat democratic base, existing administrative system, power structure and pressure group of local elites, influence of bureaucracy, potential and implication on bringing change in life pattern of people and as well nature of nexus with the Government, NGOs and other agencies. The present study has made a modest endeavor in this direction relating to 73rd Constitutional Amendment of PRIs and in context of prescribed development program of state.

CHAPTER-3

LOCAL SELF- GOVERNANCE SYSTEM OF ODISHA AND JHARKHAND STATES: A SYNOPTIC VIEW

3.1 Introductions

Indian Constitution is set up to ensure equal rights to all citizen irrespective of caste, class power, religion, culture, gender etc following the principle of democracy. PRIs as part of constitution play vital role in application of democratic values through the process of decentralization. Upholding such principles, all State Governments, under federal system, have enacted PRI Act to ensure peoples participation in all development programs as per guideline. In light of this perspective, a brief outline is given with reference to Odisha and Jharkhand State in general and Malkangiri and Gumla Districts in particular of respective States.

3.2 Odisha State

It is situated in the eastern part of India. It became a separate State in the year 1936 based on Odia language by bifurcating from West Bengal, Bihar, Madhya Pradesh and some parts of Andhra Pradesh under Madras Presidency. Though, the State is blessed with the bounties of nature like forest, mines, rivers, etc. but remains backward over the years. Though various development programs are being implemented under various Five-year Plans, sponsored by Central and State Government and even by International Agencies under special package but large mass of people, especially ST & SC includes Scheduled Caste and Schedules Tribe remains in dire poverty, unemployment, economic stagnation, etc. The reason needs introspection of planners, policy makers and development implementing agencies working for better and prosperity of Odisha.

However, upholding historical process, Odisha State like any other State of India has adopted Local Governance System, as people centric development, under arrangement of Panchayati Raj Institutions. Begin with the State first passed Gram Panchayat Act in 1948. Pertinently, to elevate it further, the then Chief Minister Mr. Nabakrushna Choudhury had attempted a new innovative method through the constitution of Anchal Sasan Act 1955 intended to accord full powers to local authority. This was at a higher level than the Gram

Panchayat representatives of villagers. Also, it became an independent body of own fund raising by levy taxes (Behuria, 2014). In other words, ruler of Odisha from the very beginning had vision to take cognizance of people's participation in accordance with the democratic principle of Indian constitution. Subsequently, around 1960s, Gram Panchayat was under the administration of Revenue Department, Community Development Project, Political and Service Department. Later, it moved to Planning and Coordination Department under Chairmanship of Chief Minister. For making it more people-centric in development process, the State Government of Odisha then adopted Balwant Rai Mehta Committee recommendation of three-tier Panchayati Raj Institution (PRIs) - Gram Panchayat, Panchayat Samit and Zilla Parishad- under the dynamic leadership of the then Chief Minister Mr. Bijayananda Pattanaik to bring out political and social revolution in rural Odisha. Inspired by Gandhiji's ideology he stated that "We are unleashing or attempting to unleash powers of the people by giving an authority to Panchayati Raj". As such, the Government of Odisha later on enacted number of Acts in each three- tier PRIs level like Gram Panchayat Act, 1961, Panchayat Samit and Zilla Parishad Act 1959 in the year 1961 (Odisha Act of 1961) favoring popular participation in development programs. Pursuant to the 73rd Constitutional Amendment Act 1992, Odisha has suitably amended the existing laws in three-tier PRIs system with entrusting duties and function of 21 subjects out of 29 matters listed in the Eleventh Schedule of the Constitution. Suitable instruction was given by the Chief Secretary of the Odisha State Vide Order No. 6886/PS, dated 4.7.2003 to the concerned departments for accountability at the appropriate level and devolution of function and functionaries to the PRIs. Guidelines issued to District and Block level officers of various departments for accountability to Panchayat Samiti and Gram Panchayat respectively for implementation of the schemes transferred to the PRIs although they continue as employees of the respective departments. They are required to make plan and implementation of program subject to approval of respective PRIs etc. In prescribed principle the heads of each PRI can supervise the function of Government functionaries at respective level. Also, they can call for information and report from time to time. They can highlight about indiscipline, irregularities and other short comings at appropriate level.

In similar manner, 'Gram Sabha' under Odisha Gram Panchayat Act 1964 and subsequent 73rd Amendment Act 1992 designated as an autonomous body enjoys power and

responsibility to approve the plans, programs and projects implementation for social and economic development of people. Also, empower to identify or select the beneficiaries, levy taxes for fund generation, organize community service, conflict resolution etc. For further decentralization and participatory process, the Odisha G.P acts provides space for 'Palli Sabha' It acts like Gram Sabha at ward level and facilitate the implementation of development programs enjoin in the 11th Schedule of PRI Act. Further, the provision of Panchayat Extension to the Scheduled Areas (PESA) Act, 1996 has given impetus to the Gram Sabha in fifth Scheduled areas in context of prevention and alienation of land, safeguard community resources, control over minor forest products, etc.

3.2.1 Malkangiri District

Malkangiri is one of the most backward districts of India and Odisha state as well. It is surrounded by Chhattisgarh and Andhra Pradesh. Out of total 13 lakh population (2011 Census) above 57 percent and 23 percent belongs to Scheduled Tribe and Scheduled Caste respectively. Agriculture, forest produce, non-farm source like animal husbandry, goat keeping, poultry, etc. and wage labor are the main source of earning for livelihood. Despite of bounties of natural resources like forest, farm land, mines, etc. and implementation poverty alleviation programs by government, a vast section of population are migrating within and outside state commonly known as *Dadan Workers* (migrant labors). Over the years the proportion of such population are raising and lot of information reveals their exploitation, atrocity and violation of human rights.

With regards to application of PRIs, the entire district comes under Scheduled V areas as prescribed by the constitution of India. Improved governance, infrastructure creation and provision of development programs under 11th schedule of PRI Act like health, education, sanitation, drinking water, electricity, pension, public distribution system, etc. in the rural areas are crucial element for development of the district. After enactment of the 73rd Amendment to the Constitution, a representative constitutional body such as G.P, Panchayat samiti, Zilla Parishad, Gram Sabha/Palli Sabha, PESA, etc. are enjoined in delivering services for the development of people. Pertinently, many of these bodies are headed by women members.

By 2001, 108 G.P and 7 Panchayat Samiti are functioning in the district In accordance with Odisha Government devolution of power to these decentralized institutions,

around 21 development programs like education, health, sanitation, housing, etc are being implemented under 11th Schedule of PRI Act. The District Collector and Project Director of District Rural Development Agency (DRDA) are discharging their role as Chief Executive Officer and Executive Officer in coordination with PRIs for integrated development of the district.

3.3 Jharkhand State

Jharkhand is 28th State of India, situated in eastern part of India. It is bifurcated from Bihar and became a separate state in November 15, 2000. Unlike Odisha, the State is backward though blessed with bounties of natural resources like coal, iron ore, copper, bauxites, graphite, limestone, etc. Nearly, three-fourth of the population is tribal such as Santhal, Oraon, Munda, Kharia, etc. Over the years, though various development programs are implemented for upliftment of living standard still no exemplary changes observe in their quality of life. Under federal structure of Indian Constitution the Jharkhand State unlike Odisha has enacted its Panchayati Raj Act 2010 in accordance with 73rd Amendment to the Constitution with due recognition of three-tier PRIs, Gram Sabha and PESA Act, etc. Like Odisha, the State of Jharkhand is implementing similar development programs mentioned under 11th Schedule of PRI Act following its guidelines much latter than Odisha.

3.3.1 Gumla District

Gumla District is situated in the south west portion of Jharkhand State. The district is blessed with bounties of natural resources like bauxite laterite, besides covered with forest, rivers, hills, etc. It is a schedule area with major tribal population is Oraon, Munda and Kharia (67.24 percent) and the Scheduled Castes (3.7 percent). The literacy level 52.4 percent, below national level. Majority work forces are casual labors (72 percent). Agriculture is the main source of livelihood and then other non-farm sources like poultry, goat keeping, animal husbandry, etc. Besides, their income is derived from forest resources like sal seeds, lac, tendu, karanj oil, etc. It is a rain fed area and lack irrigation facilities resultantly confined to only two or three crops. This has paved way for large scale migration within and outside state. In many respects the district is lagging behind compared to all India average. This is like Pucca house (5.31 percent), safe drinking water (78.65 percent), electricity (14.6 percent), latrine (25.31 percent), etc in comparison to all India average of 59.4 percent, 87.9 percent, 67.9 percent & 39.2 percent respectively. Over all, the district is

backward in all respect but enriched in natural resources. With this backdrop, in order to empower the grass root level democratic institution, the Government of Jharkhand State has placed the prescribed subjects under 11th Schedule of the Constitution of India within the preview of the Panchayat. More over the District Development Commissioner has been directed to take administrative control at block and Panchayat level in development program implementation of the district in accordance with 73rd Constitution Amendment Act for efficient service to the people.

CHAPTER-4

CONSTRUCTION OF STUDY

4.1 Brief Outline of Study

The political economy of PRI system, especially the formation of three-tier system by 73rd Constitutional Amendment with democratic decentralization and devolution of power for suitable local governance and development of people under 11th Schedule has been discussed in the previous chapters. In light of this context, the scope of the remaining chapters will be limited to reflect the ground reality on promotion of human rights of ST and SC beneficiaries in Malkangiri and Gumla Districts of Odisha and Jharkhand District respectively. It is assumed that the findings would lead to an understanding the prevailing function of the local governance system in village level. In view of these fact findings, this research may be treated as a case study in promotion of human rights.

For comprehending its relevance, this chapter discusses the ways to proceed and handle the study. Normally, in Social Science research, the common notion of methodology covers selection of units of study, application of prescribed tools and techniques for collection of data, analysis and interpretation of the findings. In fact, methodology is a much serious affair than the normal practice. It inseparably linked to logic, conceptual lucidity, objective of invisible reality with wider perspectives, more quality than quantity, rejects all common-sense speculation and advocates scientific exploration of facts. Truly speaking, social facts are not independent of themselves, subject to act, perform or connect to entirely invisible reality. So here the fact needs to be exploring on their hidden relationship and process of functioning on development. On basis of this conjecture, this study strives to understand the structural relationship of various stakeholders in development program implementation of 11th Schedule of PRI Act with specific reference to human rights issues under local governance system. The contradiction and correlation will unfold the ground reality and provide deeper insight in understanding the institution better and find our suitable strategies for ensuring rights of SC and ST common people of rural society at large.

4.2 Objective of Study:

- a) To analyse the ideological base of local self- government process and effectiveness of participatory approach in ensuring social justice;
- b) To find out the potential of local self-governance system in terms of transparency, accountability and inclusiveness of weaker sections especially STs and SCs in Gram Sabha and other development program with guaranteeing their stability, equality, dignity and over all constitutional rights;
- c) To examine the level of performance of people’s representatives in meeting their expected roles and responsibilities;
- d) To assess the strength, weakness, constraints and autonomy of local governance system in dealing with human right issues particularly those relating to tribal,
- e) To explore the logic of transition from representative democratic system to participatory democratic approach and utility of decentralization in local governance system for ensuring peoples basic rights including tribal.
- f) To analyse the implementation of government sponsored initiatives or policies under 11th Schedule of Panchayati Raj Institutions(PRIs)

4.3 Scope of the Study

Elected or nominated representatives’ participation in democratic manner on governance of development program under 11th schedule of PRI Act is essentially required for the successful realization of the goal of decentralization and development of people, especially ST and SC. Therefore, this study has made an attempt to explore the existing moST & SCy of development program operation and constraints in governance system in program implementation for the best interest of vulnerable section of society. Further, this study has made an attempt to understand the nature of people’s participation in the decentralization planning process through Gram Sabha, PESA Act and other constituted institutions. The analysis enables to correlate the socio-economic, educational background of beneficiaries and other administrative factors that have bearing on success of study objectives.

4.4 Universe of the Study

The universe of our study is scheduled to cover 07 Blocks and 107 Gram Panchayats of Malkangiri District in Odisha and 12 Blocks and 159 Gram Panchayats of Gumla Districts in Jharkhand. But due to certain field level constraints in both the districts, especially Naxalite terrorism, the universe curtailed to 07 blocks and 15 Panchayat (Each Block covered one or two Panchayats) in Malkangiri District, Odisha and similarly, 07 Blocks and 15 Panchayats were covered in Gumla district. The selection of these Gram Panchayats opted as part of wider universe, in order to reduce risk in life in Naxal affected districts. Besides, as the researchers were staying in the Gram Panchayat and Block headquarter, hence, reasoned to believe in maintaining reliability and validity of information.

4.5 Methodology

4.5.1 Research Design

This study followed a set of logical research methodology in light of the nature of study objectives. It combined structural approach linking beneficiaries, people's representatives, bureaucratic functionaries, effectiveness of PRI policy and welfare state in implementation of development programs. Besides, the study attempts to explore district political economic situations in context of ensuring human rights, equality, social justice, human dignity, access to livelihood, alleviation to poverty, etc. In light of this context, due space is given to respondents of SC, ST and other involved in local governance on cognizance of their knowledge, ideas, views, experience in processes of adopting participatory research method, In the whole process, Participatory Research Method was adopted for exploration of information with coordination of all stakeholders.

4.5.2 Sample Size

Broadly the study was undertaken in two parts. First, a series of personal interaction was carried out based on interview schedule with the development program beneficiaries of Scheduled Tribe and Scheduled Caste (500 from Malkangiri District, Odisha and 500 from Gumla District, Jharkhand). Secondly, contacted other related persons like ST and SC three-tier PRIs representatives (50 from Malkangiri district & 50 from Gumla District); Gram Panchayat Secretary (10 from Malkangiri District and 10 from Gumla district); Government Officials (10 from Malkangiri District and 10 from Gumla District); local NGO functionaries (10 from Malkangiri District and 10 from Gumla District); members of SC

and ST Organizations (10 from Malkangiri District and 10 from Gumla District associated with the development programs) for exploration of information based on their availability. The information elicited by use of interview guideline on overview of strategies and accomplishment in governance for development of people. The information based on open discussion provided enormous background material for the study.

4.5.3 Data Collection

At the outset, a preliminary discussion was held with the concerned beneficiaries, elected PRI representatives, Panchayat Secretaries, Government Officials, NGO and ST and SC Organization Functionaries related to various development programs. It was about the purpose of the study and their mode of participation for designing Interview Schedule/Guidelines, Observation Guideline, etc on role of the local governance system in program implementation and bringing desirable changes in quality of life of ST and SC. As such, the rationale of selection of the tools for data collection was to explore the realm of knowledge and work experience which they have learned from day-to-day life experiences over the years. With subsequent modification of interview schedule /guideline, primary data was collected from ST and SC beneficiaries based on questions designed broadly in three parts, I) Socio-Economic Background, II) Perception on Local Self-Government, III) Development Programs under Eleventh schedule of Panchayati Raj Institution (Details in Appendix-A). In Part-I, it has broadly covered quantitative information on their personal background related to occupation in farm and non-farm sector, annual income, livelihood, housing, etc. In Part-II, it has covered perception on candidate performance, their personal background, nature of participation in decision making process linkages to political power, local power structure, leadership, role in strategies of development programs, nature of administration, people empowerment, decentralized planning, system of percolation of devolution of power, electoral process, problems or difficulties in local self-government, description on program awareness of rules and regulation of PRIS, communication system of different section of people, efficiency, accountability, training and development, futuristic strategy, rectification of weaknesses of PRI members and institutions, periodic and planned process of development programs and functioning of PRIs, management and utilization of development funds, etc. In Part -III, it has covered their role in selection of beneficiaries and accountability in implementing development programs related to health and sanitation,

drinking water, old age pension, public distribution system (PDS), housing, rural electricity, poverty alleviation program, agriculture etc for welfare of people. Likewise, the qualitative information was collected, by following interview guideline, from the PRIs elected representatives, government officials, NGO functionaries, etc. about their role and perception on various development programs (Details in Appendix- B, C, D, E &F).The secondary data was collected like published and unpublished materials from PRIs Reports, Government Office Records, Research Journals, Books, etc.

4.6 Field Experience.

Research work is a personal experience; it involves close interaction with the subject of one's own research. Every researcher has therefore arrived of his own equation with his respondents. There is not a clear-cut prescribed formula for handling any given situation, and hence each situation is in some way or other unique. While there are certain standardized research techniques, the manner in which they are used and the results that they yield depend on rapport which the researcher is able to establish with his informants. In the ultimate analysis, each researcher faces his own challenges and experiences, his own triumph and tribulation.

In the present study, the researcher, too, had some thought-provoking experiences during data collection processes based on the objective of study. As found, all concerned elected PRI representatives in local self-government and government functionaries associated with the development programs were very enthusiastic about selection of this topic. As the decentralization process is current one, therefore, many expressed strong desire to learn and committed themselves to their assignment for progress of local self-government process. But the irony is that they are found directionless and eagerly seeking for autonomy. When the researcher sought their co-operation for providing necessary information on conducting the study, they had full support to the maximum extent possible. Majority of them expressed optimism on outcome of study, which could well equip them in their profession and to take the PRs to ultimate excellence. On the other hand, some members of PRIs expressed skeptical about the utility of study on bringing real transformation of PRI system in ensuring human rights. May be their long experience of varied external intervention on inhibition of suitable work culture in PRI set up contributed such feeling up exclusion. Further, the researcher could not harmonize timings with the timings of PRI

members, community members and govt. officials as they had busy schedules and pre occupied with various activities, which very often constrained to keep up the spirit in accomplishing data collection. Nevertheless, whatever situation it may be, the respondents and all concerned program implementation functionaries were very enthusiastic and cooperative in responding the queried information.

After collection of the data, the analysis was started. During the analysis stage, re-arrangement of data, summarization, calculation of percentage etc. was done. The data was analyzed with the help of statistical method such as ratio, percentage & average etc. The results were presented in graphical & tabular form, bar chart, and diagram with detail description and analyzed in combination with quality data. The method of analysis has been selected on the basis of nature of data collection and objectives of the research to give a clear picture about local governance system.

CHAPTER-5

SOCIO ECONOMIC PROFILE OF BENEFICIARY

5.1 Introduction

In the last three decades with the initiation of 73rd Constitutional Amendments, the democratic decentralization, devolution of power, and participatory approach is fervently followed through three-tier PRIs as inclusive unit of development. This is prescribed to deepen the degree of democracy and bringing the excluded marginalized people like ST, SC, and OBC to the mainstream of society. In this prescription, the prime focus is that the development must be woven around people and not people around development. It should empower individual especially ST and SC to ensure their right in context of development of 29 items as envisioned in the 11th Schedule of PRI Act. In this context, Peter Oakley an eminent Social Scientist stated that for promotion of rights, inclusion and participation of human resources at grass root level is the only means in the development process. Such situation helps efficiency, effectiveness, self-reliance and sustainability and overall improvement of life situation. In fact, all these are too generic, because, in Indian social system 'equal opportunity' to all social categories and classes for effective participation for ensuring their right to development is a distant dream.

In light of the above context, an empirical study was conducted to understand how local self- government plays effective participatory approach at grass root level in ensuring social justice, maintain transparency, accountability and inclusiveness of weaker section especially ST and SC in development programs, on guarantying their stability, equality, dignity and over all constitutional rights. The basic thrust to explore how it helps them to promote perspectives of human rights The area and sub area covered in three categories such as i) Beneficiary General Background, ii) Beneficiary Perception on PRIs and iii) Beneficiary Level of Availing Benefits under Eleventh Schedule Development Programs of Malkangiri and Gumla Districts of Odisha and Jharkhand State.

5.2 General Background

Beneficiaries are selected based on the policy prescription of lower rung of society. They are commonly identified by the Panchayat level elected representatives and approved

by the block level government officials for extending benefits to them. In this study their socio-economic background delineated which as follows.

5.2.1 Education

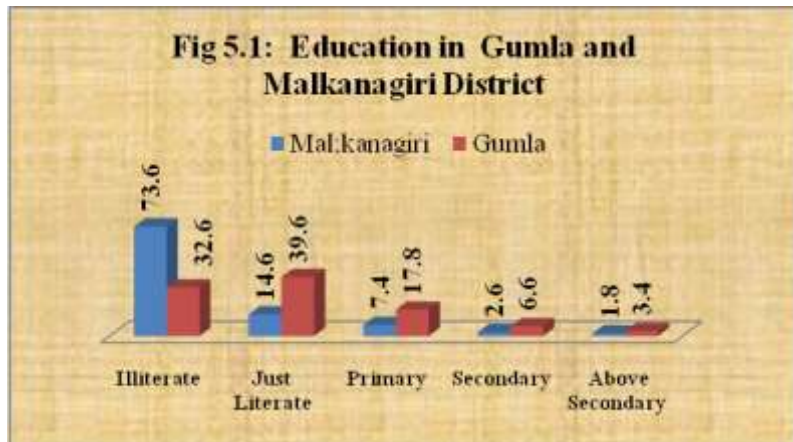
Since ages, education has been recognized as the key component of human resource development for nation building. It enables individuals to develop innate potential and strength for better and purposeful life. As such, level of education of beneficiary is accorded as paramount importance for success of their social, economic political and cultural development.

Table 5.1: Education in Gumla and Malkangiri District

District	Illiterate		Just Literate		Primary		Secondary		Above Secondary		Total No
	No	%	No	%	No	%	No	%	No	%	
Gumla	163	32.6	198	39.6	89	17.8	33	6.6	17	3.4	500
SC	9	31.0	14	48.3	1	3.4	1	3.4	4	13.8	29
ST	154	32.7	184	39.1	88	18.7	32	6.8	13	2.8	471
Malkangiri	368	73.6	73	14.6	37	7.4	13	2.6	9	1.8	500
SC	22	50.0	12	27.3	9	20.5	3	6.8		0.0	44
ST	346	76.2	61	13.4	28	6.2	10	2.2	9	2.0	454
Total	531	53.1	271	27.1	126	12.6	46	4.6	26	2.6	1000

Source: Compiled from primary data

According to Dr. B.R. Ambedkar education is the most effective means of ST and SC empowerment for ensuring liberty, equality and fraternity. Further, he says education is very essential for gaining social and political awareness to protect their rights. His famous messages ‘educate, agitate and organize’ to fight injustice and exploitation stands very relevant in contemporary



scenario. In light of this context, this study shows that STs in Malkangiri (76%) and Gumla district (32%) are more illiterate than SCs respectively. Their further education like just literate, primary, secondary education and above secondary found dismal in comparison to SCs such finding confirms of Ambedkar’s perception that their backwardness is mainly due

to deficiency of education. Therefore, for promotion of human rights in context of all sphere of their life situation, the government of India, of course, has initiated various steps of educational opportunities like Adult Education, Non-Formal Education, Skill Development, Continuing Education, Distance education, Sarva Sikha Abhijan (Education for All) etc to end discrimination, subjugation and injustice, and as well for improving their quality of life. However, even though, they lack formal education, but they have enriched indigenous knowledge in domains of agriculture, processing of forest products, ayurveda, spirituality, ecology, own language, etc. This can be harnessed with incorporation leveraging technology to enhance the quality and accessibility of education which can promote their right to retain traditional knowledge system and well beings for best interest of life situation.

5.2 Family Size

In Indian tradition, the institution of family has its own culture, social values, ethics and norms which plays very significant role in building society. As commonly seen, before three decades joint family system was widely prevalent wherein head of families either male or female plays very significant role in all sorts of decision-making process. With the expansion of market economy and change of livelihood pattern, now the nuclear family system is widely prevalent.

Table-5.2: Sex-wise distribution of Family size in Gumla and Malkangiri District

District	Households				Total	Population	Family size
	Male		Female				
	No	%	No	%			
Malkangiri	292	53.87	209	45.63	501	2050	4.09
Gumla	250	46.13	250	54.59	500	1848	3.70
All Total	542	100.00	458	100.00	1000	3898	3.90

Source: Compiled from primary data

In the study area, family size is 4.09 in Malkangiri and 3.70 in Gumla district. Among the male households, highest 53.87 per cent male respondents are found in Malkangiri district in comparison to 46.13 per cent in Gumla district. Similarly, among the female households, highest 54.59 per cent male respondents are found in Gumla district in comparison to 45.63 per cent in Malkangiri district are ST and SC. Further, it is due to division of cultivable as well as homestead land between brothers, especially among the small and marginal land holders lead to family nuclear in size. It happened quickly after the

first son's marriage due to constraints in source of earning to maintain the entire family, as the ST and SC families are mostly land less, small and marginal farmers.

Besides, nuclear family often caused due to conflicts resulting from sharing of earnings for common expenses as well as pressure on the living space. Moreover, lack of resources and accessibility to appropriate institutional support systems are to be found and observed main causes of the process of nuclear family. However, the family structure in Malkangiri district is commonly based on patriarchy ideology wherein male head of families enjoys all sort of decision-making process, and in Gumla district commonly female head control and manage the family mainly due to migration of male folk in search of livelihood outside the state of Jharkhand. Variations of family head in these districts have both positive and negative effect in maintenances of family. Pertinently, it is observed that man and women from joint families having husband, married children, grandparents participate more in gram Panchayat meeting, various committees of development programs, self-help group, etc. Also, attend training programs, often visits bank and group activities. Thus, the size, nature and family type determines heads participation in various activities.

5.3 Age Group

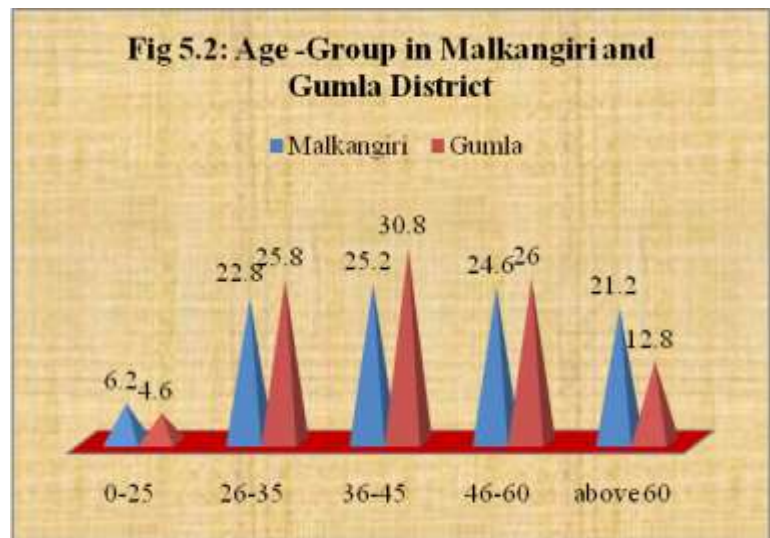
Table 5.3: Age-Group in Gumla and Malkangiri District

District	Block	Up to 25		26-35		36-45		46-60		Above 60		Total
		No	%	No	%	No	%	No	%	No	%	
Malkangiri	Chittrakonda	6	19.4	12	10.5	19	15.1	20	16.3	32	30.2	89
	Kalimela	13	41.9	22	19.3	21	16.7	18	14.6	10	9.4	84
	Khairiput	1	3.2	16	14.0	10	7.9	11	8.9	2	1.9	40
	Korukunda	4	12.9	21	18.4	29	23.0	36	29.3	17	16.0	107
	Malkanagir	1	3.2	14	12.3	16	12.7	16	13.0	2	1.9	49
	Mathli	5	16.1	24	21.1	27	21.4	15	12.2	38	35.8	109
	Padia	1	3.2	5	4.4	4	3.2	7	5.7	5	4.7	22
	Total	31	100.0	114	100.0	126	100.0	123	100.0	106	100.0	500
Gumla	Basia	1	4.3	28	21.7	22	14.3	22	16.9	6	11.1	79
	Bishnupur	9	39.1	19	14.7	12	7.8	22	16.9	8	14.8	70
	Chainpur	1	4.3	18	14.0	15	9.7	13	10.0	5	9.3	52
	Ghaghra	1	4.3	17	13.2	16	10.4	10	7.7	14	25.9	58
	Gumla	6	26.1	9	7.0	48	31.2	9	6.9	11	20.4	83
	Palkote	2	8.7	10	7.8	17	11.0	22	16.9	6	11.1	57
	Raidihi	1	4.3	13	10.1	11	7.1	18	13.8	7	13.0	50
	Sisai	2	8.7	15	11.6	13	8.4	14	10.8	7	13.0	51
	Total	23	100.0	129	100.0	154	100.0	130	100.0	64	118.5	500
All Total	54	5.4	243	24.3	280	28.0	253	25.3	170	17.0	1000	

Source: Compiled from primary data

Age is an important factor of an individual for mobility and participation in any activities, say in productive process, marketing of product, attending meeting, training program, negotiating bank for receiving wages, pension, and other benefits, etc. In study area, as found in common that beneficiaries of the productive age group between 25 to 45 years (83%) are active in availing prescribed benefit sponsored by the government. Many aged men and women above 60 years (17%) takes help of middlemen and other members of family to take advantage of the schemes intended for them. Thus, there is relationship between age group of beneficiaries in availing benefits and their activities in local governance process.

Other interesting findings observed in study area that their children of youth age group between 16-30 years (30%) are much active in availing development schemes on behalf of beneficiaries. It is mainly due to their unemployment, nexus with government and PRIs program functionaries, patronage to political parties etc. Such scenario observed both in Malkangiri and Gumla district.



5.4 Livelihood Pattern

In dictionary meaning it is defined as a means to a living or the way anybody earn money in order to live. In short, it is the way in which people make their living. But livelihood is a broad concept which comprises income, capabilities, assets and activities required for a means of living. Thus, livelihood is sustainable only when it is able to cope with minimum necessity. Notably, in recent decades the concept of livelihood is widely used in development programs. In this study area there are many developmental programs are being implemented for eradication of poverty of vulnerable section of society, especially for ST and SC, still they are struggling for their survival to meet basic needs. However, in

such context much focus is given on agriculture and non-agriculture sector as main source of livelihood for survival.

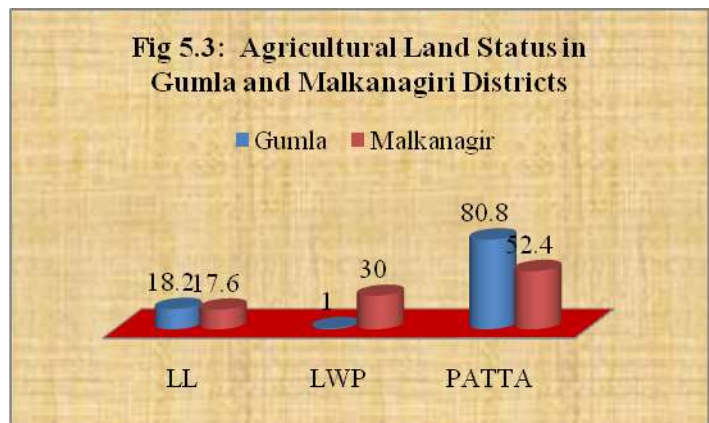
5.3.1 Agriculture

Table 5.4: Agricultural Land Status in Gumla and Malkangiri District

District	Land Less		Land Without Patta		Patta Land		Total	
	No	%	No	%	No	%	No	%
Gumla	91	18.2	5	1.0	404	80.8	500	100
Malkangiri	88	17.6	150	30.0	262	52.4	500	100
Total	179	17.9	155	15.5	686	68.6	1000	100

Source: Compiled from primary data

Historically, agriculture is the backbone of Indian rural society. As found, in both Malkangiri and Gumla district out of all sources, agriculture stands as the principal source of livelihood for survival of both the ST and SC beneficiaries. Over the years many agricultural policies have been planned to achieve self-reliance, food security, create employment



opportunity, eradication of poverty, promoting rural livelihood maximizing benefits and to bring about equity in income distribution and wealth for ending age old hunger. Accordingly, land reforms, Forest Rights Act, 2006 (FRA), subsidy in application of modern technology, use of high varieties of seeds and other knowhow etch have been introduced to make agriculture market driven than mere self-consumption. In fact, in the study area, these policies have not made any much impact on STs and SCs in improving economic condition and quality of their life. Most of them are land less say in Gumla district (18.2%) and Malkangiri district (17.6%). Further, in Malkangiri district many of the ST beneficiaries are cultivating forest land without patta since long (30%). Due to some technical problem in mapping forest land area and other constraints they are not yet received the patta. However, they are assured to end such anomalies and allowed to continue agricultural activities. As found, this has been great cause of conflict among tribal and forest officials. The land mark

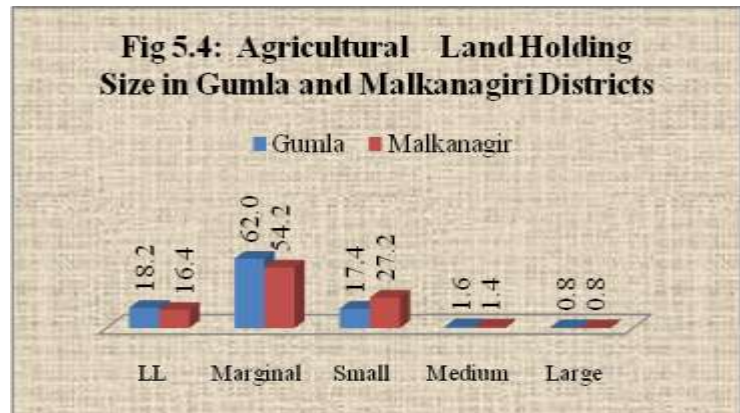
legislation of Forest Rights Act 2006 not yet successful to end historical injustice done to the forest dwelling communities.

Table 5.5: Agricultural Land Holding Size in Gumla and Malkangiri Districts

District	Land Less		Marginal		Small		Medium		Large		Total	
	No	%	No	%	No	%	No	%	No	%	No	%
Gumla	91	18.2	310	62.0	87	17.4	8	1.6	4	0.8	500	100
Malkangiri	88	16.4	265	54.2	136	27.2	7	1.4	4	0.8	500	100
Total	179	17.3	575	58.1	223	22.3	15	1.5	8	0.8	1000	100

Source: Compiled from primary data

With regard to their land size, as found they are mostly marginal farmer up to two acres in Gumla District (62%) and Malkangiri district (54.2%) and small farmers with land holding size up to five acres in Gumla district (17.4%) and Malkangiri



district (27.2%). This land commonly situated in stony hill terrain and slopes, hardly meet their basic necessity round the year. In Malkangiri, these tribal beneficiaries mostly opt for shifting cultivation follow traditional practices in cultivation. Such scenario not observed in Gumla district.

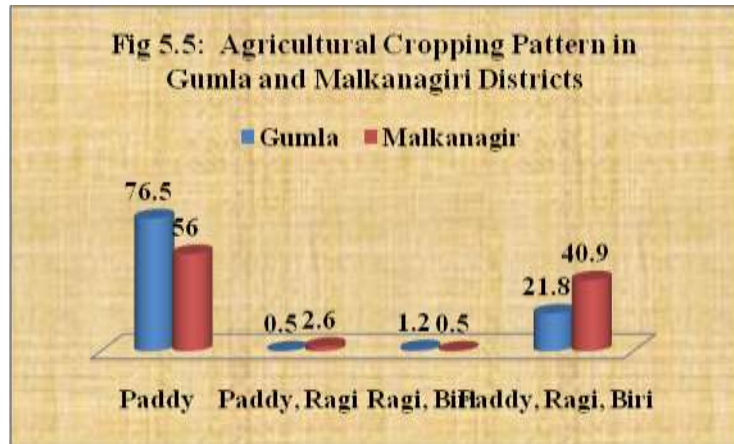
Table 5.6: Agricultural Cropping Pattern in Gumla and Malkangiri Districts

District	Paddy		Paddy, Ragi		Ragi, Biri		Paddy, Ragi, Biri		Total	
	No	%	No	%	No	%	No	%	No	%
Gumla	313	76.5	2	0.5	5	1.2	89	21.8	409	100.00
Malkangiri	234	56.0	11	2.6	2	0.5	171	40.9	418	100.00
Total	547	66.1	13	1.6	7	0.8	260	31.4	827	100.00

Source: Compiled from primary data

In Malkangiri they cultivate paddy and dal cereals (40.9%) but in Gumla district mostly rely on paddy cultivation (76.5%) and fervently expect for irrigation to enable land for multi cropping pattern. Due to insufficiency of such requirements their land remains barren after kharif crops and they forced to migrate other parts of within and outside state in search of livelihood. Actually, migration willingly or unwillingly caused by push factor

mainly due to unemployment, perceived as a common phenomenon in both the Gumla and Malkangiri districts. In Gumla district they are migrated commonly to Himachal Pradesh, Assam, Manipur, Nagaland and other parts of North Eastern States. Likewise, in Malkangiri district they are migrated to Chhattisgarh, Hyderabad of Andhra Pradesh, Telengana,



Kerala, Bangalore of Karnataka, etc and work in brick kiln factory, construction site, etc. These families are paid advance money before the season and forced to work in unhealthy working condition and paid less than assured. However, they are of the opinion that such miserable plight could be avoided and their rights of livelihood be ensured if forest land right is guaranteed, training for multi crop organic farming provided, facilitating marketing of the demand driven products with due minimum support prices, protection from the middle man as they are often being victimized by the unscrupulous traders on whatever surplus remaining they sale in the market. Besides, promotion of indigenous knowledge, encouragement with all support for promotion of organic farming, implementation of Fasal Bima Yojana (FBY) or crop insurance scheme, provision of agricultural loan with soft interest and over all promotion of inclusive agricultural development. As suggested by them that this approach may pave way for eradicating poverty, inequality and ensure livelihood.

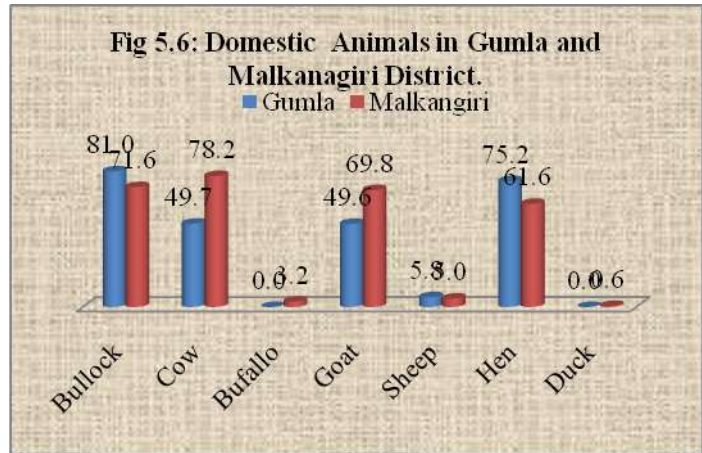
5.4 Non-Farm Sector

Table 5.7: Domestic Animal in Gumla and Malkangiri District

District		Bullock		Cows		Buffalo		Goat		Sheep		Hen		Ducks		Total	
		No	%	No	%	No	%	No	%	No	%	No	%	No	%		
Gumla	Total	405	81.0	246	49.2	0	0.0	248	49.6	29	5.8	##	75.2	0	0.0	500	100.0
	SC	21	87.5	11	45.8	0	0.0	11	45.8	0	0.0	21	87.5	0	0.0	24	100.0
	ST	384	80.7	235	49.4	0	0.0	237	49.8	29	6.1	355	74.6	0	0.0	476	100.0
Malkangiri	Total	358	71.6	391	78.2	16	3.2	349	69.8	25	5.0	##	63.6	3	0.6	500	100.0
	SC	44	84.6	42	80.8	1	1.9	38	73.1	2	3.8	36	69.2		0.0	52	100.0
	ST	314	70.1	349	77.9	15	3.3	311	69.4	23	5.1	282	62.9	3	0.7	448	100.0
All Total		763	76.3	637	63.7	16	1.6	597	59.7	54	5.4	##	69.4	3	0.3	1000	100.0

Source: Compiled from primary data

All of them have domestic animals like bullock, buffalo, cow, goat, and sheep, chicken which help them in agricultural activities and generate additional income for maintaining livelihood. Keeping livestock is part of the culture and meager source of income to meet day today expenditure. As observed,



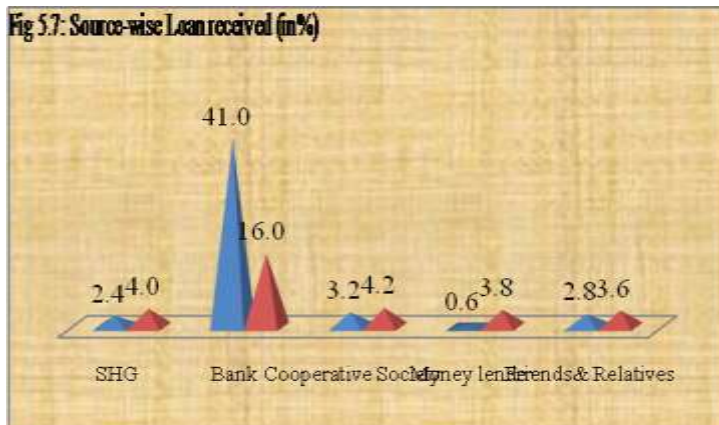
none of them follow advance method of rearing these livestock for commercial purpose.

Orienting them in this direction must help in promoting right to livelihood

Table 5.8: Sources of Loan in Gumla and Malkangiri District

District		SHG		Bank		Cooperative Society		Money lender		Friends & Relatives		Total	
		No	%	No	%	No	%	No	%	No	%	No	%
Gumla	Total	12	2.4	205	41.0	16	3.2	3	0.6	14	2.8	500	100.0
	SC	2	8.3	11	45.8	2	8.3	1	4.2	2	8.3	24	100.0
	ST	10	2.1	194	40.8	14	2.9	2	0.4	12	2.5	476	100.0
Malkangiri	Total	20	4.0	80	16.0	21	4.2	19	3.8	18	3.6	500	100.0
	SC	4	7.7	8	15.4	3	5.8	1	1.9	2	3.8	52	100.0
	ST	16	3.6	72	16.1	18	4.0	18	4.0	16	3.6	448	100.0
All Total		32	3.2	285	28.5	37	3.7	22	2.2	26	2.6	1000	100.0

Source: Compiled from primary data



ST and SC belong to vulnerable section of society and commonly live in subsistence level. As found in the study area that their sources of living not catering enough to lead minimum dignified life. All policy measures to improve their living standard appear paradox owing to the non-cognizance of their ideas and views and understanding the ground reality. Such circumstances force them to live in their earnings without any saving to meet future exigencies in time of urgent need. Their earning, in fact, is just to meet day to day ends

which often force them for borrowing. As learned, in tribal culture opting loan is a stigma, therefore, they have developed adjustment to their life style with the limited source of income. Such scenario has changed drastically in current situation largely due to expansion consumerism in tribal areas. Hence, loan is no longer a stigma rather turned into as culture. Before three decades STs and SCs were not exposed to bank. Current changing situation has brought a sea change on such constraints and facilitated them in receiving loan from Bank (28.5%), SHG (3.2%) and other financial formal and informal institutions. As found, commonly, they take advance payment in form of loan to work in fixed wages round the year, as and when required. However, they feel constrained to avail loan from banks mainly due to stringent formal banking system which not conducive to them due to illiteracy. Besides, as found defaulter rate also high which constrained them to take further loan. In reality, these STs and SCs have no much income sources which can generate more money to meet their needs. They struggle every day for the survival which even not sufficient to meet daily needs. Therefore, the chances of saving more money for repayment are constraining their minimum necessity of living and questioning right to life.

Overall, as found in field reality, credit is not effective panacea for alleviating poverty, rather self-reliance of whatever source available is solution to their sustainable development.

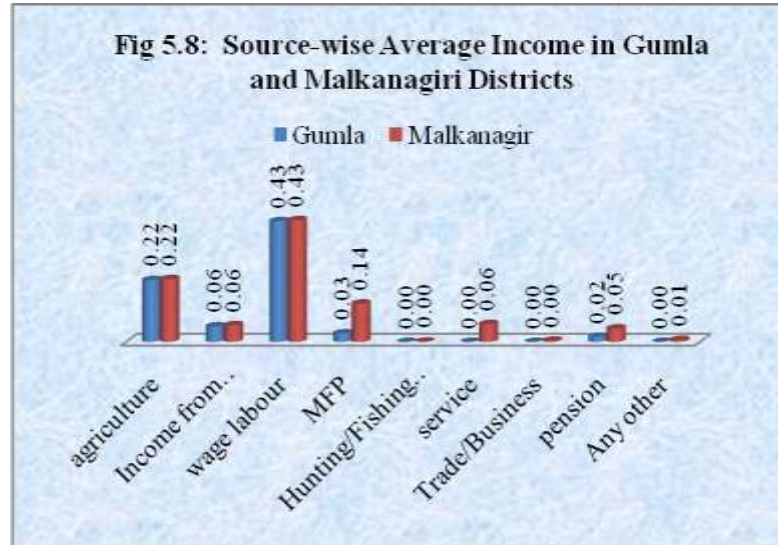
5.5 Annual Family Income

Table 5.9: Source-wise Average Income in Gumla and Malkangiri Districts

District		No. of Beneficiary	agriculture	Income from animal wealth	wage labour	MFP	Hunting/Fishing/ Mining	service	Trade/Business	pension	Any other	Total
Gumla	Total	500	22036.0	5534.0	43037.0	3050.0	0.0	0.0	0.0	1836.0	0.0	75493.0
	SC	52	8461.5	2019.2	19509.6	1076.9	0.0	0.0	0.0	346.2	0.0	31413.5
	ST	448	23611.6	5942.0	45767.9	3279.0	0.0	0.0	0.0	2008.9	0.0	80609.4
Malkangiri	Total	500	22364.0	5960.4	43399.8	13637.0	72.0	6368.0	450.0	4737.6	714.0	97702.8
	SC	24	39833.3	15312.5	80295.8	42770.8	0.0	38833.3	4375.0	11250.0	291.7	232962.5
	ST	476	21483.2	5488.9	41539.5	12168.1	75.6	4731.1	252.1	4409.2	735.3	90883.0
All Total		1000	22200.0	5747.2	43218.4	8343.5	36.0	3184.0	225.0	3286.8	357.0	86597.9

Source: Compiled from primary data

Agriculture is the main source of family income as it is the basis of rural social and economic life. Moreover, finding insufficiency in agriculture due to small land holding almost all dependent on other source like rearing cow for milk purpose, goat, sheep, hen, etc. for raising additional income (Rs5747/-).



But major problems they face in marketing and always victim of unscrupulous local traders. Similarly, they raise income by collection of minor forest products (Rs 8343/-) like honey, Kendu leaf, Mahua flower, Sal leaf Jhuna, Mahua seeds, etc. In fact, the latter a very common practice among beneficiaries in Malkangiri district than Gumla district for sustaining livelihood. Of course, they face lot of constraints in deriving due market value of these products and always face exploitation of middle man, improper policy of government in procurement, etc. Therefore, they are of the opinion that village Panchayat is the right forum and should take the responsibility in securing due value of these local product.

Wage labor (Rs 4321/-) in agriculture and other sector like construction of road, house, etc. stands as another dominant source of income. Pertinently, exchange of labor in farm sector a common phenomenon among small and marginal farmers in both the districts. Apart of this part, specially land less and small farmer opt to engage as daily wage laborer like *Thika* (contract laborer), *Bandhua* (Regular laborer), Yearly servant in land of large farmers and block level contractors for sustaining their livelihood. As learned wage rate varies between Rs. 200/ to Rs. 300/ depending upon seasonal demand of work force. Very often, they are always subjected to exploitation by the labor contractor and land owners like inequality of wage of male and female workers, more working hours, irregular payments, harsh behavior of employers, distress sale of labor at time of less demand with low wages, etc. due to flaws in application of labor laws. Over all, STs and SCs in the study areas have

least resources like service in government sector, guarantee of daily wage, petty business, etc., therefore rely much on agriculture to maintain minimum standard of living which even at stake.

In brief, the family played very important role in providing social security and socio-economical support to its members. The studied ST and SC families lack resources and commonly either landless or small and marginal farmers struggle hard to support their families.

5.6 Annual Household Expenditure

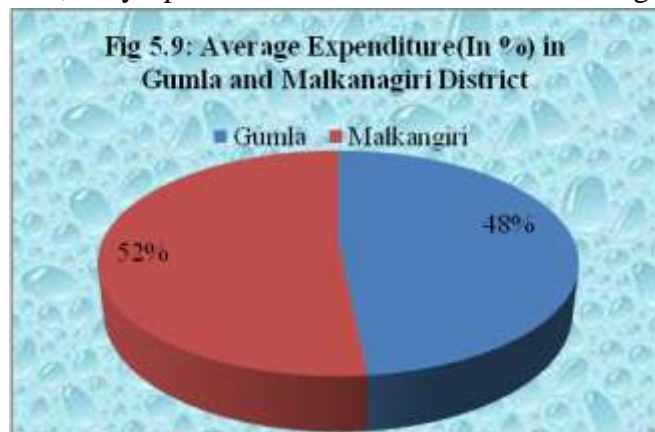
Table 5.10: Average Expenditure in Gumla and Malkangiri District

District	ST & SC	No. of Beneficiary	Average Expenditure(In Rs)
Gumla	Total	500	61217.07
	SC	24	60931.25
	ST	476	61231.48
Malkangiri	Total	500	65392.38
	SC	52	65933.65
	ST	448	65329.55
All Total		1000	63304.73

Source: Compiled from primary data

As majority of them are in threshold of poverty line, therefore, spend substantial part of income Rs 65,392/- in fulfilling basic needs like food, cloth, health and other necessities. In fact, this is due to policy makers and planners often oversight their problems of basic needs, divergent life situations and circumstances.

If we see category wise expenditure, they spend least or no in education though always has been considered as an important tool for the development of individual knowledge, potentiality, mental strength, instrument of social change and help to meet the needs and aspiration of common people. They always rely on government support to educate their children. With regards to health, many of them live in congested household and unhealthy environment, therefore, commonly spend much on malaria, skin diseases, malnutrition related diseases, pregnant



mother, etc. Though the government is providing subsidized food under food security program, but high incidence of nutritional deficiency found as a common phenomenon in the studied area. This has caused them to spend more on health-related areas. Moreover, currently there is an increasing trend of expenditure on food items. Whatever they produce, hardly goes complete a year, therefore rely much on market. The raising trend of market rates on food items and gradual declining of self-sufficiency cost a lot of income caused always burden to them.

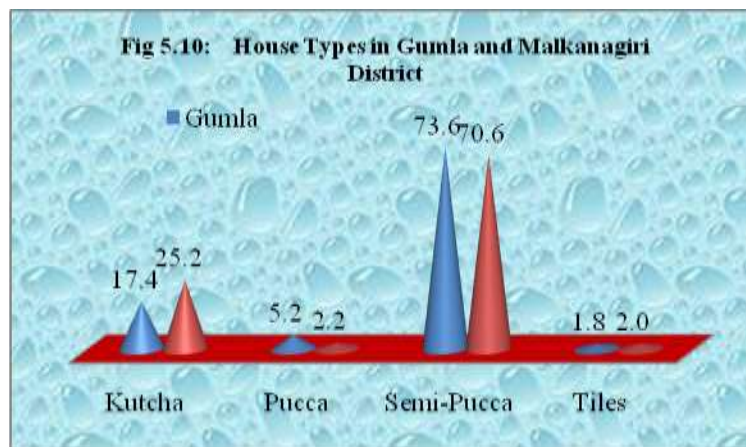
Besides, they go for miscellaneous expenditure on different other consumer items like cloth, dress, marriage, festivals, electronic items like mobile, T.V, etc. It is observed that often they spend much beyond purchase capacity caused under trap of market economy instead of improving their quality of life.

5.7 Housing

Table 5.11: House Type in Gumla and Malkangiri District

District	Kutchha		Pucca		Semi-pucca		Tile		Total	
	No	%	No	%	No	%	No	%	No	%
Gumla	87	17.4	26	5.2	368	73.6	19	3.8	500	100.0
Malkangiri	126	25.2	11	2.2	353	70.6	10	2.0	500	100.0
All Total	213	21.3	37	3.7	721	72.1	29	2.9	1000	100.0

Source: Compiled from primary data



Housing is an ingredient of basic needs of common people, especially ST and SC. Their housing design based on traditional pattern with low-cost investment and culturally link belief system like in entrance cow shed or goat shed. Their

house commonly scattered located more in hill terrain, hill slopes and plain land in Malkangiri district than Gumla district. In both the districts, they used natural substances like wood, rocks, clay, straw, earthen tiling roofing, timber, stone and other local available materials. Each house in an average comprises three rooms for purpose of bed rooms, store and kitchen. Notably, though most of them have kachha dwelling house (21.3%), but they maintain full sanitation in inside and outside house by mopping certain specific clay and

cow dung which resistance to various skin diseases. Current PMAY design has changed their housing design. As found, as it is not based on their cultural value system, therefore, most of them used new house as goat shed than habitation in Malkangiri district. But in Gumla district such scenario is least seen and most of them, especially SCs by investing more money from own constructed pucca house.

With regards to household accessories, majority of them have animal wealth, cycle and some required usable furniture and silver ornaments. Modern gadgets like T.V, mobile, etc found among ST& SC living in plain areas than hill top and slope areas.

Over all, their socio-economic condition based on subsistence level with uncertain future in days ahead. Even after 75 years of independence with initiation of lot of legislative measures of development in ensuring their right to improvement of life quality, still face dearth in availing benefit largely due to flaws in the system.

CHAPTER-6

Beneficiary (STs and SCs) Perception on Local Self- Government

Since independence through five-year plan programs and welfare schemes number of development programs have been initiated especially for STs and SCs to improve their standard of living. Under the provision of 73rd Constitutional Amendment number of welfare schemes especially for tribal is channelized like preference in Schedule V Areas, PESA Act, mandatory approval of Gram Sabha in any development, etc. Despite of enactment of such constructional provisions to safeguard their interest, still they have remained as most disadvantage group with lot of deprivation in leading a minimum standard of living. In this study, an attempt is made to unravel the stark reality of understanding about the decentralized institutional system working for their best interest.

6.1 PRI Election

The 73rd Constitutional Amendment, 1992 mandated regular election in local bodies every five years to get elected peoples representatives for raising voices on development of common people. The purpose is to strengthen the grass root democracy with assimilating the spirit of the constitutional provision, and by itself be an adequate substitute for political will. As found regular PRI election is being conducted in Malkangiri district Odisha, and in Gumla district Jharkhand, later it only started from the year 2010. Since then, the development programs in Gumla district rested only the district and block level government officials. However, in latter elected representatives are now being slowly acquainted with the government development schemes.

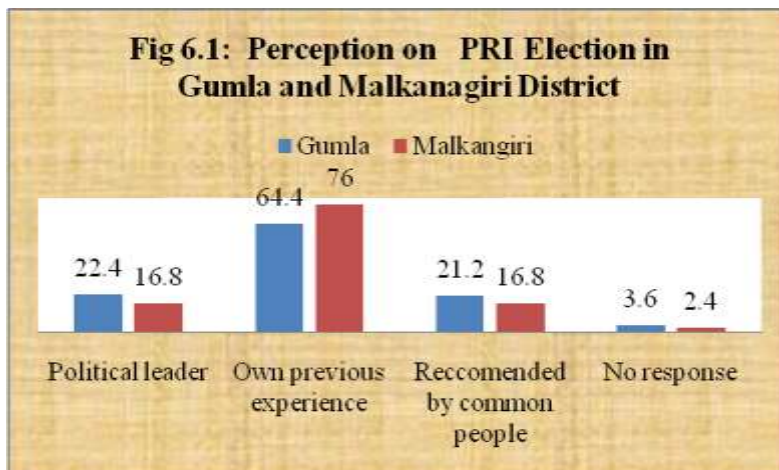
Table 6.1: Perception on PRI Election in Gumla and Malkangiri Districts

District	Social Groups	Political leader		Own previous experience		Recommended by common people		No response		Total	
		No	%	No	%	No	%	No	%	No	%
Gumla	Total	112	22.4	322	64.4	106	21.2	18	3.6	500	100.0
	SC	7	29.2	13	54.2	7	29.2	0	0.0	24	100.0
	ST	105	22.1	309	64.9	99	20.8	18	3.8	476	100.0
Malkangiri	Total	84	16.8	380	76.0	84	16.8	12	2.4	500	100.0
	SC	9	19.6	34	73.9	9	19.6	0	0.0	46	100.0
	ST	75	16.5	346	76.2	75	16.5	12	2.6	454	100.0
All Total		196	19.6	702	70.2	190	19.0	30	3.0	1000	100.0

Source: Primary Data

N.B: Additive figures may not be equal to the total as of multiple perceptions

Moreover, on conduct of PRI election and local electoral process multi preferences are given in selection of candidate backed by previous experience, local political party leader, and recommended by people. As found such election has given more opportunity to experienced candidate (64.4%) in Gumla and (76%)



in Malkangiri district to be elected as peoples representatives due to their familiarity and sharing of concerned with the people at the time of requirements. Even then, as found local political leader also influenced in for getting elected of candidate in Gumla (22.4%) and in Malkangiri district (16.8%). However, with certain limitation of electoral politics, these local level elections have given opportunity to Women, ST and SC, as elected representatives of common people as per the constitutional provision.

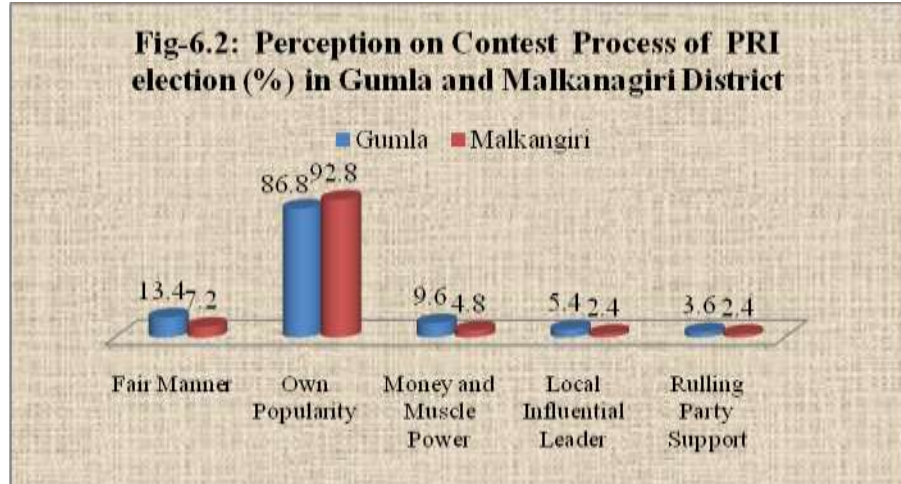
Table 6.2: Perception on Contest Process in PRI Election in Gumla and Malkangiri Districts

District	Size Class	Fair Manner		Own Popularity		Money and Muscle Power		Local Influential Leader		Ruling Party Support		Total	
		No	%	No	%	No	%	No	%	No	%	No	%
Gumla	Total	67	13.4	434	86.8	48	9.6	27	5.4	18	3.6	500	100.0
	SC	4	16.7	21	87.5	3	12.5	1	4.2		0.0	24	100.0
	ST	63	13.2	413	86.8	45	9.5	26	5.5	18	3.8	476	100.0
Malkangiri	Total	36	7.2	464	92.8	24	4.8	12	2.4	12	2.4	500	100.0
	SC	4	8.7	43	93.5	3	6.5	1	2.2		0.0	46	100.0
	ST	32	7.0	421	92.7	21	4.6	11	2.4	12	2.6	454	100.0
All Total		103	10.3	898	89.8	72	7.2	39	3.9	30	3.0	1000	100.0

Source: Primary Data

N.B: Additive figures may not be equal to the total as of multiple perceptions

In the perception on process of contest in PRI election, it is found that highest (92.8%) opined that candidates contest according to their



own popularity in Malkangiri district in comparison Gumla district is 86.8 per cent. Followed by, in fair manner contest opined that highest 13.4 per cent in Gumla district and 7.2 per cent in Malkangiri district. Similarly, through money and muscle power contest opined that highest 9.6 per cent in Gumla district and 4.8 per cent in Malkangiri district. Similarly, by local influential leader contest opined that highest 5.4 per cent in Gumla district and 2.4 per cent in Malkangiri district. Similarly, through ruling party support contest opined that highest 3.6 per cent in Gumla district and 2.4 per cent in Malkangiri district.

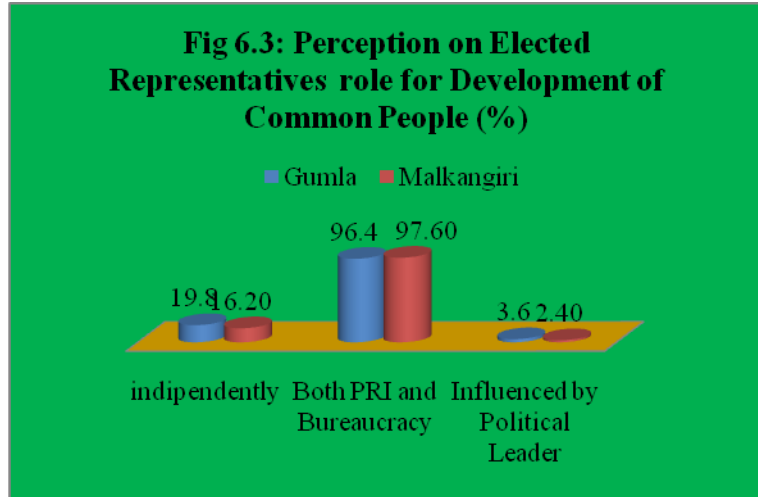
Table 6.3: Perception on Elected Representatives role for Development of Common People in Gumla and Malkangiri Districts

District	Social Groups	Independently		Both PRI and Bureaucracy		Influenced by Political Leader		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	99	19.8	482	96.4	18	3.6	500	100.0
	SC	5	20.8	24	100.0	0	0.0	24	100.0
	ST	94	19.7	458	96.2	18	3.8	476	100.0
Malkangiri	Total	81	16.2	488	97.6	12	2.4	500	100.0
	SC	7	15.2	46	100.0	0	0.0	46	100.0
	ST	74	16.3	442	97.4	12	2.6	454	100.0
All Total		180	18.0	970	97.0	30	3.0	1000	100.0

Source: Primary Data

N.B: Additive figures may not be equal to the total as of multiple perceptions

In fact, such local level election paves way to understand people's strength in grass root democracy. As observed, election to local bodies now partly strengthening its strength in facilitating people centric and right based approach to development programs. As



it appears that, this development has tremendous democratizing impact in base level of rural society. Even then, the entire process of development schemes remains under control of administrative apparatus in district, block and Panchayat secretary (96.4%) in Gumla and (97.60%) in Malkangiri district.

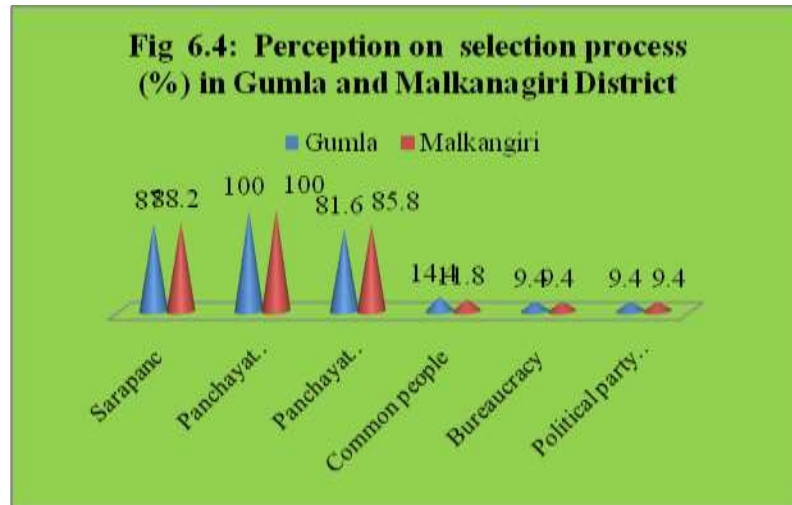
Table 6.4: Perception on selection process in Gumla and Malkangiri Districts

District	Social Groups	Samaranch		Panchayats Secretary		Panchayats Member		Common people		Bureaucracy		Political party leader		Total	
		No	%	No	%	No	%	No	%	No	%	No	%	No	%
Gumla	Total	435	87.0	500	100	408	81.6	72	14.4	47	9.4	47	9.4	500	100.0
	SC	23	95.8	24	100	21	87.5	2	8.3	1	4.2	1	4.2	24	100.0
	ST	412	86.6	476	100	387	81.3	70	14.7	46	9.7	46	9.7	476	100.0
Malkangiri	Total	441	88.2	500	100	429	85.8	59	11.8	47	9.4	47	9.4	500	100.0
	SC	42	91.3	46	100	41	89.1	6	13.0	4	8.7	4	8.7	46	100.0
	ST	399	87.9	454	100	388	85.5	53	11.7	43	9.5	43	9.5	454	100.0
All Total		876	87.6	1000	100	837	83.7	131	13.1	94	9.4	94	9.4	1000	100.0

Source: Primary Data

N.B: Additive figures may not be equal to the total as of multiple perceptions

In the entire development process, the Panchayat Secretary acts as intermediary role between government officials and elected representatives. Often influenced and regulated by the local political elite for availing them any

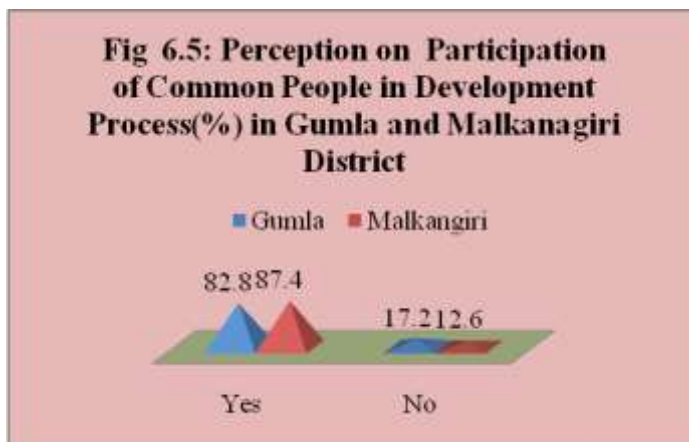


benefit from prescribed development programs implemented in the Panchayats. As found Sarpanch in both Malkangiri (88.2% and Gumla (87%) district and Panchayat Secretary (100%) select and distribute in various development programs. The contacted beneficiaries are of the opinion that common people have no stake in the identification process, though their participation required in self-governance principles.

Table 6.5: Perception on Participation of Common People in Development Process in Gumla and Malkangiri Districts

District	Social Groups	Yes		No		Total	
		No	%	No	%	No	%
Gumla	Total	414	82.8	86	17.2	500	100.0
	SC	22	91.7	2	8.3	24	100.0
	ST	392	82.4	84	17.6	476	100.0
Malkangiri	Total	437	87.4	63	12.6	500	100.0
	SC	41	89.1	5	10.9	46	100.0
	ST	396	87.2	58	12.8	454	100.0
All Total		851	85.1	149	14.9	1000	100.0

Source: Primary Data



As found common people participate in meetings on development issues in Gumla (82.8%) and Malkangiri (87.4) relied by elected representatives but the latter have not been successful, so far, in building social pressure on state intervention.

They are passive and not preceded by struggle. Simply, they have come as largesse of the state. How much democratization have taken place through such intervention is difficult to answer. Because, government functionaries adopt mechanical and casual approach to these local bodies due to passivity of elected representatives. Thus, the state bureaucratic apparatus retains the agenda of planning commission and turn these local bodies into instrument of the same agenda.

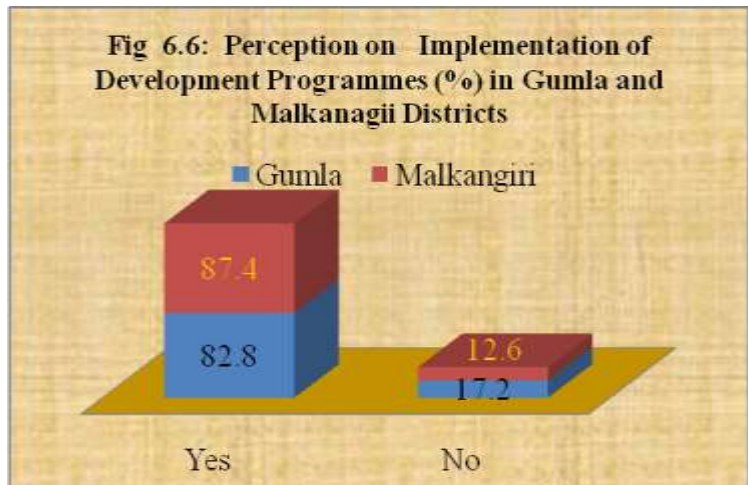
Table 6.6: Perception on Implementation of Development Programs in Gumla and Malkangiri Districts

District	Size Class	Yes		No		Total	
		No	%	No	%	No	%
Gumla	Total	414	82.8	86	17.2	500	100.0
	SC	22	91.7	2	8.3	24	100.0
	ST	392	82.4	84	17.6	476	100.0
Malkangiri	Total	437	87.4	63	12.6	500	100.0
	SC	41	89.1	5	10.9	46	100.0
	ST	396	87.2	58	12.8	454	100.0
All Total		851	85.1	149	14.9	1000	100.0

Perception on satisfaction on overall implementation of development programs in Gumla and Malkangiri districts found that 87.4 per cent respondents opined yes in Gumla district and 82.8 per cent respondents opined yes in Malkangiri district.

6.2 Perception on Gram Sabha

Gram Sabha means the village meeting to discuss the common problems encountered by the village people in day to day life situation. It is also a forum to monitor and give suggestion on development programs implemented under Eleventh Schedule of PRI Act. In many ways, it is comparable with the citizen forum of direct democracy. Also, it is known as a place of establishing and assessing relationship between the electors and elected representatives such as Sarpanch and Ward members and as well government representatives like Panchayat Secretary about their accountability and integrity to the cause

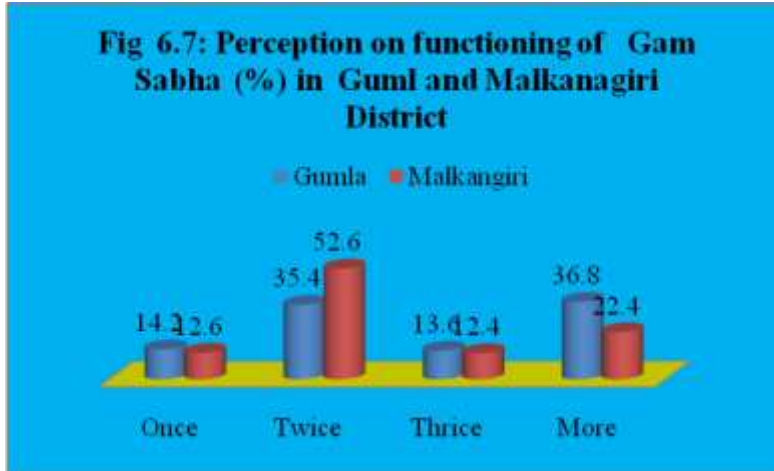


of common people. Fernandez says Gram Sabha or People’s forum is an integral part of the local self-government and paves way to grass root participatory democracy in including community spirit to assert their views and suggestion in any development issues. Similarly, Rajani Kothari, a noted political scientist says Gram Sabha designated as a watchdog between “politicians -bureaucratic nexus and making them responsible and accountable a force to reckon with” The PESA Act says Gram Sabha is a competent body to safeguard and preserve the tradition and custom of the people, their cultural identity community resources and customary mode of dispute resolution ; empowered to approve plans, programs and project for social and economic development; identify persons as genuine beneficiaries under poverty alleviation and other development programs. Besides, Gram Sabha recommendation is mandatory for lease to mines, regulate and sale of liquor or any intoxicant, alienation of land, management of minor forest produce, etc. Pertinently, the 73rd Constitutional Amendment emphasizes substantive devolution of power to Village Panchayat and Gram Sabha. In addition, Central Government strongly favors by declaring 2009-10 as year of Gram Sabha. Accordingly, Gram Sabha is entitled as bedrock of grass root democracy with emphasizing specific importance to people’s participation in all respects. Therefore, Gram Sabha approval is mandatory for identifying beneficiary, planning, implementation and evaluating progress of any development programs in which each individual can gain an advantage to play an active role in democratic way. As such, due space is given to marginalized section to deal with the asymmetrical social structure at the local level by their participation and involvement in decision making process (Mahi Pal, 2001).

Table 6.7: Perception on functioning of Gam Sabha in Gumla and Malkangiri Districts

District	Social Groups	Once		Twice		Thrice		More		Total	
		No	%	No	%	No	%	No	%	No	%
Gumla	Total	71	14.2	177	35.4	68	13.6	184	36.8	500	100.0
	SC	3	12.5	11	45.8	2	8.3	8	33.3	24	100.0
	ST	68	14.3	166	34.9	66	13.9	176	37.0	476	100.0
Malkangiri	Total	63	12.6	263	52.6	62	12.4	112	22.4	500	100.0
	SC	6	13.0	24	52.2	4	8.7	12	26.1	46	100.0
	ST	57	12.6	239	52.6	58	12.8	100	22.0	454	100.0
All Total		134	13.4	440	44.0	130	13.0	296	29.6	1000	100.0

Source: Primary Data



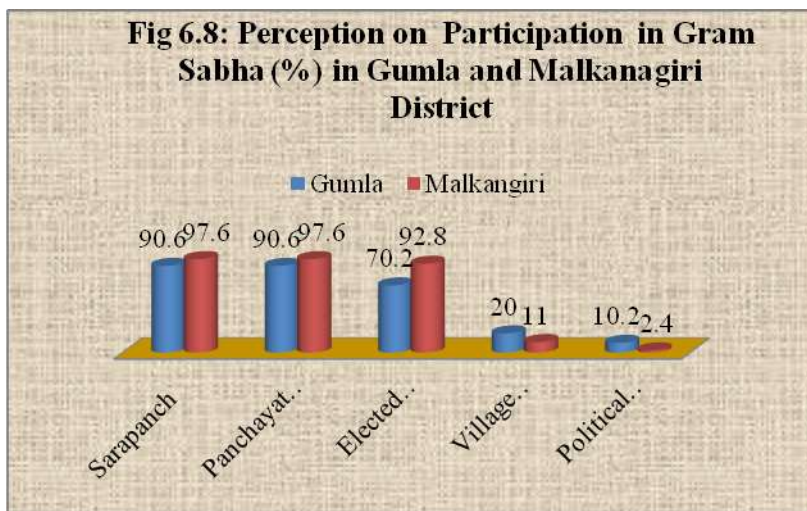
In light of this context, selected STs and SCs beneficiaries of above stated districts were contacted to explore the stark reality of their perception and level of participation in Gram Sabha. They all know about Gram Sabha which held once

(13.4%), twice (44.0%), thrice (13%) and more (29.6%) in a year in both Gumla and Malkangiri districts depending upon the necessity.

Table 6.8: Perception on Participation in Gram Sabha in Gumla and Malkangiri

District	Social Groups	Sarpanch		Panchayat Secretary		Elected Representative		Village leader		Political Party Leader		Total	
		No	%	No	%	No	%	No	%	No	%	No	%
Gumla	Total	453	90.6	453	90.6	351	70.2	100	20.0	51	10.2	500	100.0
	SC	23	95.8	23	95.8	17	70.8	5	20.8	3	12.5	24	100.0
	ST	430	90.3	430	90.3	334	70.2	95	20.0	48	10.1	476	100.0
Malkangiri	Total	488	97.6	488	97.6	464	92.8	55	11.0	12	2.4	500	100.0
	SC	46	100.0	46	100.0	44	95.7	4	8.7	1	2.2	46	100.0
	ST	442	97.4	442	97.4	420	92.5	51	11.2	11	2.4	454	100.0
All Total		941	94.1	941	94.1	815	81.5	155	15.5	63	6.3	1000	100.0

Source: Primary Data



Also, they are aware that the Gram Sabha held under supervision of Sarpanch, Panchayat Secretary (94.1%) and sometimes in presence of local executives. Duration of Gram Sabha continues two to three hours wherein Sarpanch ensure larger

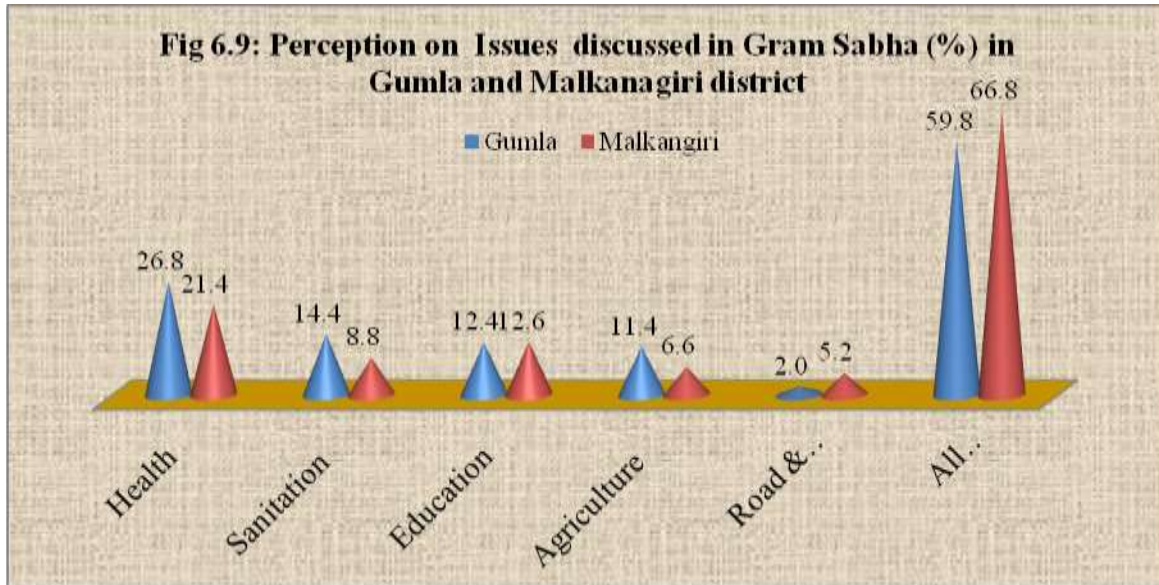
people presence and participation of cross section of society. As found, Sarpanch in Malkangiri District and Village Head in Gumla district plays pivotal role in organizing Gram Sabha. He or She is backed by Panchayat Secretary in preparation of agenda and action plan for discussion, fixation date and time and smooth conduct of proceedings in Gram Sabha, etc. In gender perspective, the participation of women in Gram Sabha found comparatively high in Gumla district than Malkangiri district. Not only in Gram Sabha, women's participation in all other sectors perceived more in comparison to male members in ST and SC society. It is primarily due to male member's mass migration in search of livelihood within and outside state. Besides, it is also due to 73rd Constitutional Amendment adoption of reservation policy for increasing women's representatives in PRIs and grass root village Panchayat, Gram Sabha and development committees, etc which is increasing over the years. Despite the fact, in both the districts, it is observed that their awareness on development schemes and participation in decision making process appeared dismal, primarily owing to patriarchal system, abject to poverty, illiteracy rigid cultural system, etc. In the study area their choices, independence scuffled, curbed and they are being guided by the choices of bureaucrats and political elites. Elected women representatives and other women beneficiaries are of the opinion that they are being valued in local self-governance system based on belongingness of community, caste, education attainment, holding of assets and financial position in local social structure. Currently, under pretext of women empowerment policy perspectives they are being mobilized to come forward to public life as a matter of right and gender justice. But the policy implication of reservation policy and women's development are silent on their land entitlement, wage disparity, high usury and exploitation, etc. in many forms which has caused restraint their minimum subsistence round the year. Therefore, their rights of participation in any decision-making process could be promoted only when on guaranty of independent earning, security of livelihood and least or no dependency on men for survival.

Table 6.9: Perception on Issues discussed in Gram Sabha in Gumla and Malkangiri Districts

District	Social Groups	Health		Sanitation		Education		Agriculture		Road & Communication		development programme		Total	
		No	%	No	%	No	%	No	%	No	%	No	%	No	%
Gumla	Total	134	26.8	72	14.4	62	12.4	57	11.4	10	2.0	299	59.8	500	100.0
	SC	7	29.2	4	16.7	3	12.5	2	8.3		0.0	15	62.5	24	100.0
	ST	127	26.7	68	14.3	59	12.4	55	11.6	10	2.1	284	59.7	476	100.0
Malkangiri	Total	107	21.4	44	8.8	63	12.6	33	6.6	26	5.2	334	66.8	500	100.0
	SC	13	28.3	7	15.2	6	13.0	2	4.3	2	4.3	29	63.0	46	100.0
	ST	94	20.7	37	8.1	57	12.6	31	6.8	24	5.3	305	67.2	454	100.0
All Total		241	24.1	116	11.6	125	12.5	90	9.0	36	3.6	633	63.3	1000	100.0

Source: Primary Data

Further, they are aware about the matters discussed pertaining to development programs action plan related to education (12.55%) health (24.1%), sanitation (11.6%) etc. in both the districts. They are of the opinion that their attendance and not participation is intended to full fill the government requirements. Their signature is taken which many of them not aware of the content. In fact, many of them rarely attended and have strong indifference towards this system due to obvious reasons such as abject poverty, lack of



information, priority to daily wage and agricultural work for survival, etc. They are very skeptical about this system on bringing any transformation for the wellbeing of the common people. As such, Gram Sabha hardly reflects the forum of common people, especially STs and SCs. Despite the fact, they are hopeful about their authentic participation and

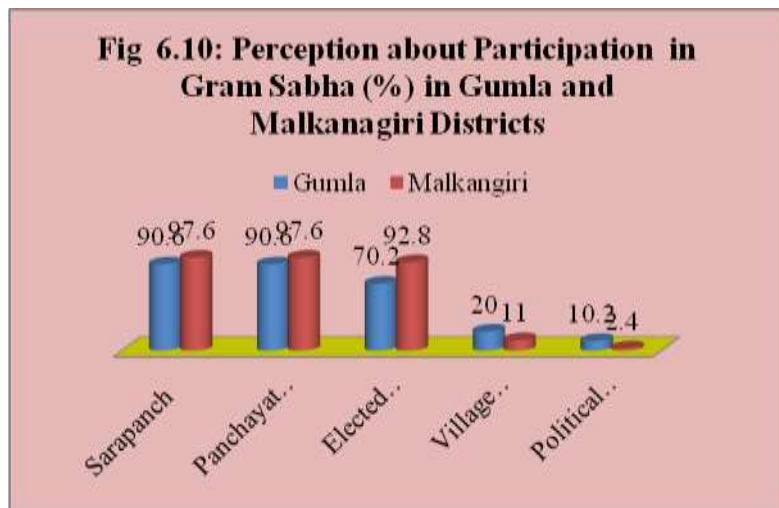
contribution to Gram Sabha provided guarantee to economic growth by means of employment, agricultural land rights, high wage rate, skill development for self-reliance and not dependence always on government schemes. In true sense, their backwardness and miserable life situation deters to be a part of this system. In order to promote their rights of participation in Gram Sabha and other genuine rights require minimum guarantee policy of livelihood round the year and end of unevenness in society. Otherwise, their prescribed role in Gram Sabha will be simply looked as intellectual perception and far from reality.

Table 6.10 Perception about Participation in Gram Sabha in Gumla and Malkangiri Districts

District	Size Class	Sarpanch		Panchayat Secretary		Elected Representative		Village leader		Political Party Leader		Total	
		No	%	No	%	No	%	No	%	No	%	No	%
Gumla	Total	453	90.6	453	90.6	351	70.2	100	20.0	51	10.2	500	100.0
	SC	23	95.8	23	95.8	17	70.8	5	20.8	3	12.5	24	100.0
	ST	430	90.3	430	90.3	334	70.2	95	20.0	48	10.1	476	100.0
Malkangiri	Total	488	97.6	488	97.6	464	92.8	55	11.0	12	2.4	500	100.0
	SC	46	100.0	46	100.0	44	95.7	4	8.7	1	2.2	46	100.0
	ST	442	97.4	442	97.4	420	92.5	51	11.2	11	2.4	454	100.0
All Total		941	94.1	941	94.1	815	81.5	155	15.5	63	6.3	1000	100.0

N.B: Total may not be equal due to multiple option

Perception on who actively participate in Gram Sabha, it is observed that highest 97.6 per cent respondents opined that Sarpanch and Panchayat secretary have actively more in gram Sabha in Malkangiri district in comparison to Gumla district opined 90.8 per cent.



Followed by elected representatives actively more in Malkangiri district (92.8%) and then Gumla district (70.2%). Perception on village leader, highest (20%) opined in Malkangiri district and followed by Gumla district (11%). Perception on political party leader, highest (10.2%) opined in Malkangiri district and followed by Gumla district (2.4%).

Table 6.11: Perception about acceptance of views of Common People in Gram Sabha in Gumla and Malkangiri districts

District	Size Class	Accept	Not Accept	Total
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		No	%	No	%	No	%
Gumla	Total	291	58.2	209	41.8	500	100.0
	SC	15	62.5	9	37.5	24	100.0
	ST	276	58.0	200	42.0	476	100.0
Malkangiri	Total	395	79.0	105	21.0	500	100.0
	SC	39	84.8	7	15.2	46	100.0
	ST	356	78.4	98	21.6	454	100.0
All Total		686	68.6	314	31.4	1000	100.0

N.B: Total may not be equal due to multiple option

In the context of perception on views of common people accepted in Gram Sabha, it is found that highest 79 per cent opined in Malkangiri district and followed by 58.2 percent opined in Gumla district. Inversely opined as no accept in concerned district.

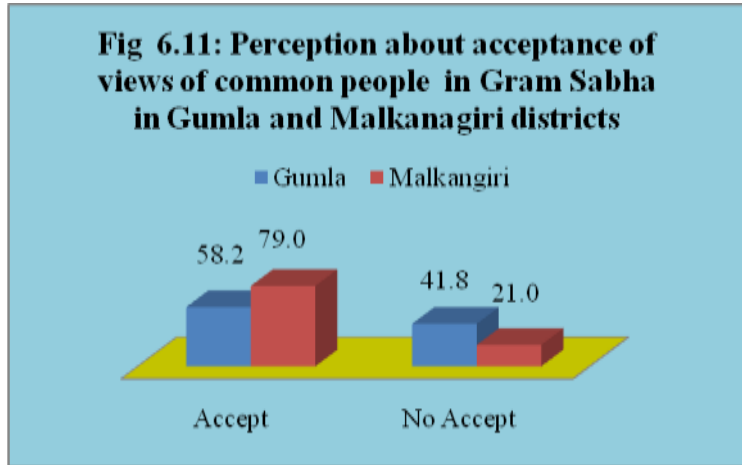


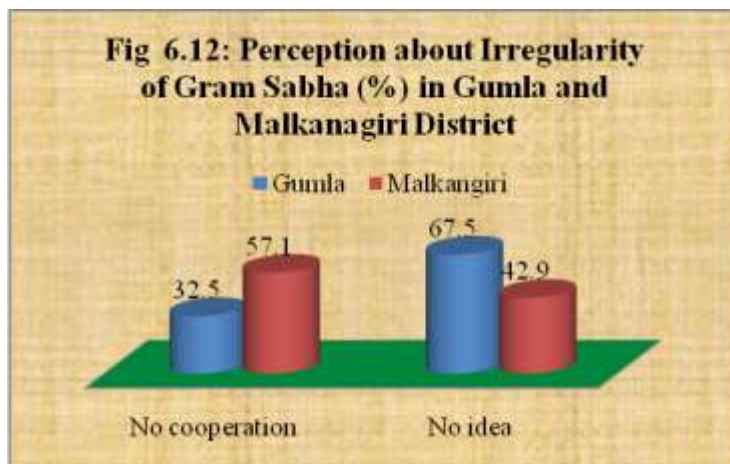
Table- 6.12: Perception about Irregularity Gram Sabha in Gumla and

Malkangiri Districts

District	Size Class	No cooperation		No idea		Total	
		No	%	No	%	No	%
Gumla	Total	68	32.5	141	67.5	209	100.0
	SC	2	22.2	7	77.8	9	100.0
	ST	66	33.0	134	67.0	200	100.0
Malkangiri	Total	60	57.1	45	42.9	105	100.0
	SC	4	57.1	3	42.9	7	100.0
	ST	56	57.1	42	42.9	98	100.0
All Total		128	40.8	186	59.2	314	100.0

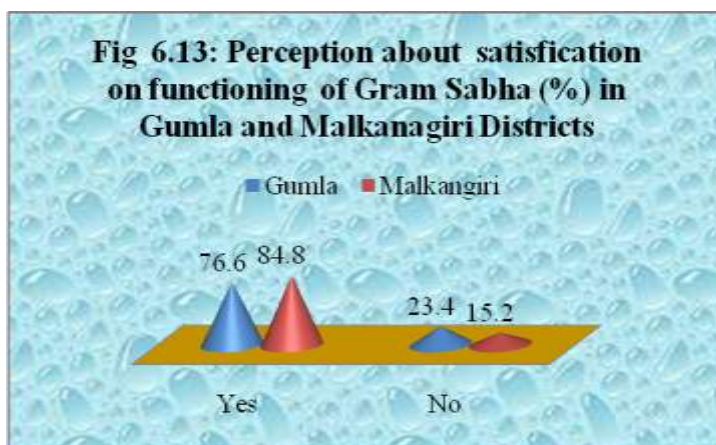
In the context of perception on reason for not held Gram Sabha, it is observed that highest 57.1 per cent respondents opined that no cooperation among stake holders to manage gram sabha, in comparison to 32.5 per cent respondents opined in Gumla district. Again, 67.5 per cent respondents opined that they have no idea regarding conduct of gram sabha in Gumla district, in comparison to 42.9 per cent in Malkangiri district.

Table 6.13: Perception about Satisfaction on Functioning of Gram Sabha in Gumla and Malkanagiri Districts



District	Size Class	Yes		No		Total	
		No	%	No	%	No	%
Gumla	Total	223	76.6	68	23.4	291	100.0
	SC	13	86.7	2	13.3	15	100.0
	ST	210	76.1	66	23.9	276	100.0
Malkanagiri	Total	335	84.8	60	15.2	395	100.0
	SC	35	89.7	4	10.3	39	100.0
	ST	300	84.3	56	15.7	356	100.0
All Total		558	81.3	128	18.7	686	100.0

Perception on satisfaction on function of gram sabha represent that 84.8 per cent respondents of Malkanagiri districts opined “yes” and in comparison to Gumla district, 76.6 per cent respondents have opined “yes”. Similarly, in the context of ST & SC, ST respondents have opined more satisfaction in comparison to SC in both the study area. No response in case of satisfaction on function of Gram Sabha represents more (23.4%) in Malkanagiri district and in comparison to Gumla is 15.2 per cent.



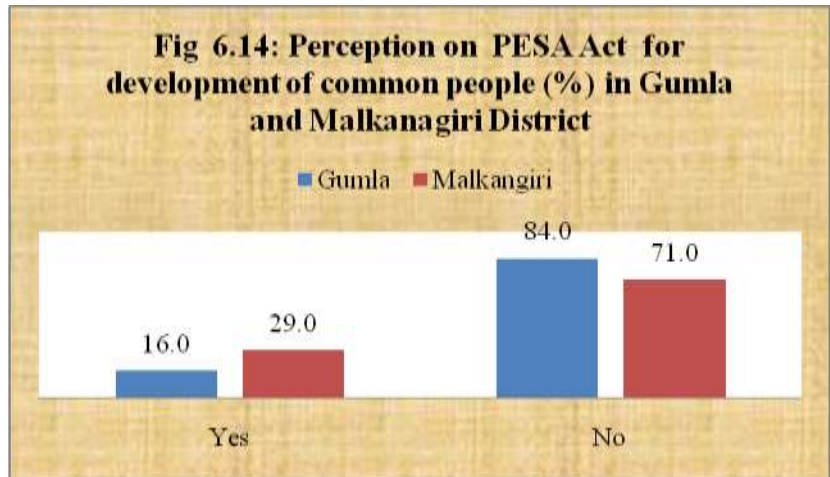
6.3 Perception on PESA ACT

Table 6.14: Perception about PESA ACT on Development of Common People in Gumla and Malkangiri Districts

District	Social Groups	Yes		No		Total	
		No	%	No	%	No	%
Gumla	Total	80	16.0	420	84.0	500	100.0
	SC	4	16.7	20	83.3	24	100.0
	ST	76	16.0	400	84.0	476	100.0
Malkangiri	Total	145	29.0	355	71.0	500	100.0
	SC	13	28.3	33	71.7	46	100.0
	ST	132	29.1	322	70.9	454	100.0
All Total		225	22.5	775	77.5	1000	100.0

Source: Primary Data

The Panchayats Extension to Scheduled Areas Act (PESA Act), 1996 is an extension to the 73rd Constitutional Amendment Act, 1992 envisaging Gram Panchayat as self-governing institution in Scheduled V areas. The basic provision of the PESA aimed at facilitating and promoting participatory democracy in tribal areas by empowering the Gram Sabha to manage and control its own resources. Under this Act, the Gram Sabha is given special functional powers and responsibilities to



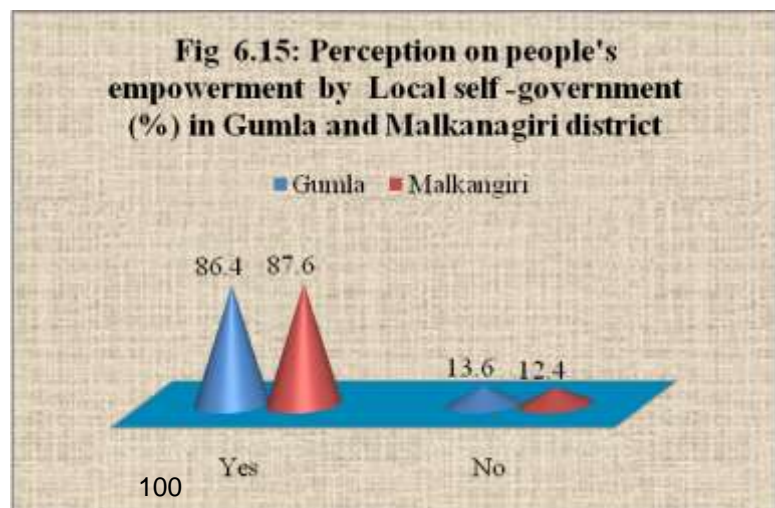
ensure effective participation of tribal communities in their own development like to preserve /conserve/control promote their culture, tradition, rights over natural resources such as land, water, forest, minerals, minor forest produce. Further, in the amended legislation Gram Panchayat in collaboration with Gram Sabha in Scheduled V Areas is given special power to control 1) over money lending, 2) prohibition or regulation or restriction of the sale and consumption of intoxicants, iii) ownership of minor forest produce (MFP), iv) prevention of alienation of land and restoration of any unlawfully alienated land of Scheduled Tribe (Land transfer) land transfer, v) regulation of village market. Besides, they

are assigned to monitor the development process, settle dispute and device plan for overall development of their own, etc. In brief, under 73rd constitutional amendment, PESA Act has given enormous power to tribal communities in scheduled V areas to ensure their right to livelihood, upheld dignity and protection. Despite of such wide-ranging policy perspectives by Central Government, the State Government of Odisha and Jharkhand have not yet implemented the Act in letter and spirit. Interestingly, PESA coordinators are appointed in Panchayats of Malkangiri district to implement the Act but continuing without any proactive role for justice to tribal. Therefore, apathy of both Odisha and Jharkhand State Government stands as cause of hindering for promotion of tribal rights in various aspects of development processes. As observed from field reality, many people not heard of PESA and even government officials about its policy implication in both Gumla and Malkangiri district. Hence, necessity arises about stringent application of this policy by the awareness generation to common people and orientation or training programs to government officials about its relevance for the promotion of human rights and the best interest of STs and SCs.

Table 6.15: Perception on people's Empowerment by Local Self-Government in Gumla and Malkangiri districts

District	Size Class	Yes		No		Total	
		No	%	No	%	No	%
Gumla	Total	432	86.4	68	13.6	500	100.0
	SC	22	91.7	2	8.3	24	100.0
	ST	410	86.1	66	13.9	476	100.0
Malkangiri	Total	438	87.6	62	12.4	500	100.0
	SC	42	91.3	4	8.7	46	100.0
	ST	396	87.2	58	12.8	454	100.0
All Total		870	87.0	130	13.0	1000	100.0

It is observed from field reality that at least PRI system has paved way on empowerment of SC/ST women and men members in local governance process in Gumla district

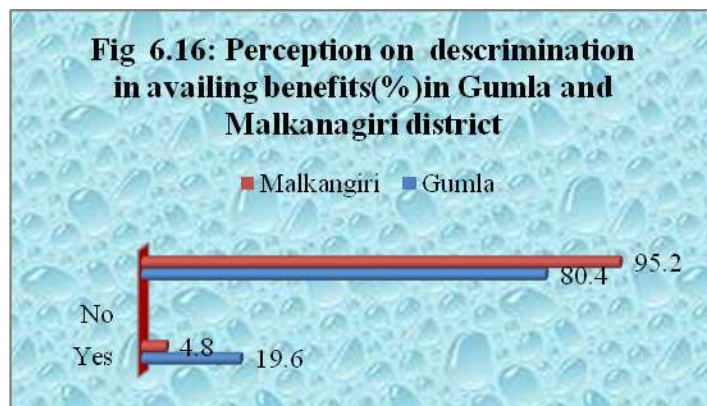


(84.4%) and Malkangiri (87.6%). This is due to reservation and subsequent training program by the government in state level training institution. Many of them are new entrant to this system and in the process of learning about the nature and function of decentralisation process. In other words, they are empowered in understanding PRI system but lacks capacity to authentic participation in panchayats.

Table 6.16: Perception on Discrimination in Availing Benefits in Gumla and Malkangiri districts

District	Size Class	Yes		No		Total	
		No	%	No	%	No	%
Gumla	Total	98	19.6	402	80.4	500	100.0
	SC	4	16.7	20	83.3	24	100.0
	ST	94	19.7	382	80.3	476	100.0
Malkangiri	Total	24	4.8	476	95.2	500	100.0
	SC	1	2.2	45	97.8	46	100.0
	ST	23	5.1	431	94.9	454	100.0
All Total		122	12.2	878	87.8	1000	100.0

STs and SCs over the years are excluded in the mainstream development process. Access to and control over economic and social opportunities has relegated them to the category of social outsiders. Before the



constitutional provision of reservation in PRIs, they have been denied an adequate political space and a place in decision -making process. As they say specially elected representatives now not feeling discriminated in Gumla District (80.4%) and Malkangiri district (95.2%) by way of inclusion in the system. But commonly beneficiaries say though their name is included in various development programs but not availing for long. Though they express discontent on functionaries over inordinate delay in availing schemes meant for them but

incapable to bring any remedial measures. Often, they are asked to satisfy them in other means to find their name in the list.

Table 6.17: Perception on Welfare Programs in Gumla and Malkangiri districts

District	Size Class	Yes		No		Total	
		No	%	No	%	No	%
Gumla	Total	238	47.6	262	52.4	500	100.0
	SC	12	50.0	12	50.0	24	100.0
	ST	226	47.5	250	52.5	476	100.0
Malkangiri	Total	428	85.6	72	14.4	500	100.0
	SC	39	84.8	7	15.2	46	100.0
	ST	389	85.7	65	14.3	454	100.0
All Total		666	66.6	334	33.4	1000	100.0

Notably, by introduction of local self government, the STs and SCs atrocities have decreased significantly. Besides, the stringency of law has served as a deterrent and there exists a palpable fear of the 'Atrocities Act'. Even then, atrocities are continuing in many forms like untouchability, exploitation, ill treatment, etc.

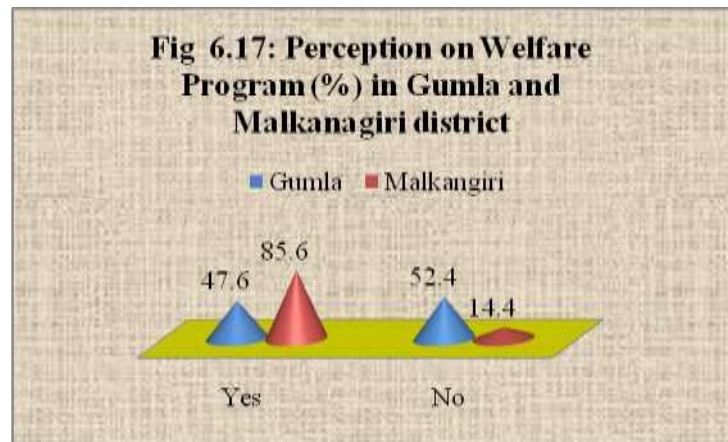
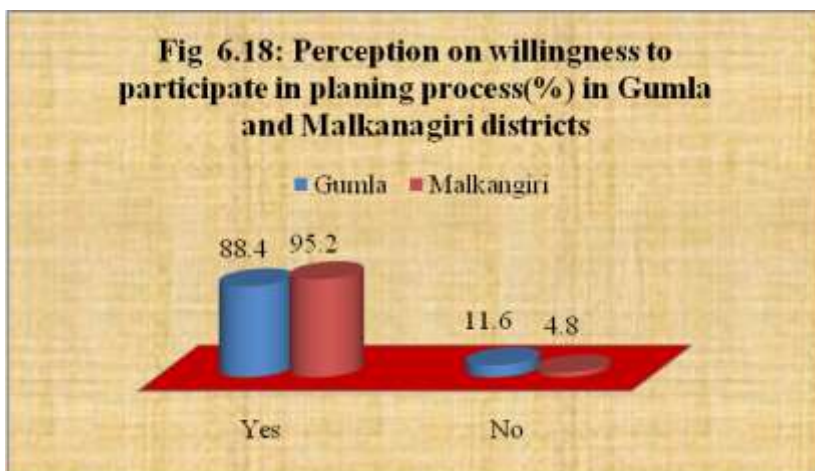


Table 6.18: Perception on Common People Participation in Planning Process in Gumla and Malkangiri districts

District	Size Class	Yes		No		Total	
		No	%	No	%	No	%
Gumla	Total	442	88.4	58	11.6	500	100.0
	SC	22	91.7	2	8.3	24	100.0
	ST	420	88.2	56	11.8	476	100.0
Malkangiri	Total	476	95.2	24	4.8	500	100.0
	SC	44	95.7	2	4.3	46	100.0
	ST	432	95.2	22	4.8	454	100.0
All Total		918	91.8	82	8.2	1000	100.0



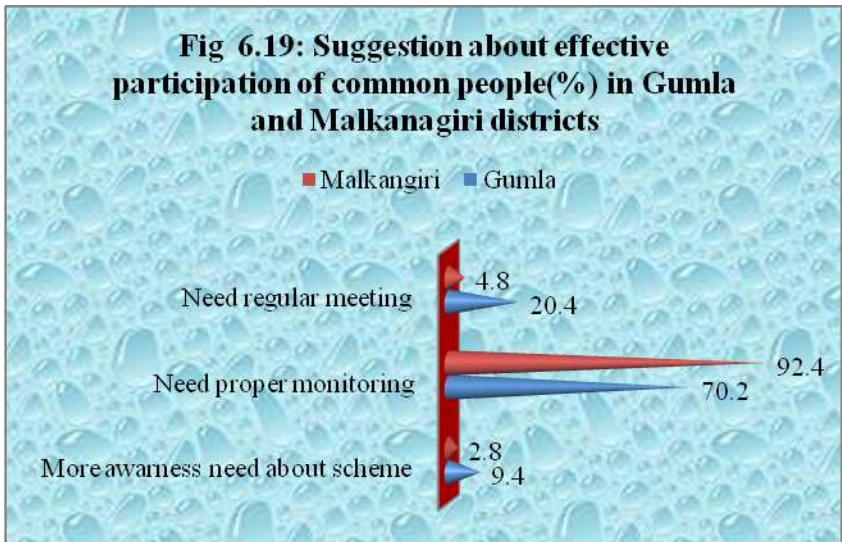
Majority of the beneficiary in Gumla district (88.4%) and Malakanagiri District (95.2%) are of the view that while executing any development program say diggling well , installing water tap, construction of house etc their ideas and

local knowledge should be considered . Because they have knowledge of ground water stream, soil condition, situation of local geographical condition , cultural values attached and nature of acceptance of ant development programs. But the irony is that there is no collaborative approach in development program implementation.

Table 6.19: Suggestion about Effective Participation of Common People in Gumla and Malkangiri districts

District	Size Class	More awareness need about scheme		Need proper monitoring		Need regular meeting		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	47	9.4	351	70.2	102	20.4	500	100.0
	SC	1	4.2	17	70.8	6	25.0	24	100.0
	ST	46	9.7	334	70.2	96	20.2	476	100.0
Malkangiri	Total	14	2.8	462	92.4	24	4.8	500	100.0
	SC	0	0.0	44	95.7	2	4.3	46	100.0
	ST	14	3.1	418	92.1	22	4.8	454	100.0
All Total		61	6.1	813	81.3	126	12.6	1000	100.0

All the development programs are controlled, regulated and directed by the district and block level administrative structure. Local people have no stake in program planning, implementation and out come on beneficiaries. As part of structural adjustment



program, beneficiaries of both the districts are of the opinion that there should be proper coordination between the administration and local people in awareness program (6.1%), due monitoring (81.3%) and regular review meeting (12.6%). Hence, there should be a coordination committee in every Panchayat.

CHAPTER-7

DEVELOPMENT PROGRAMMES UNDER 11TH SCHEDULE

7.1 Introduction

Since 73rd Constitutional Amendment Act, India has made substantial progress in key human development areas such as education, health, sanitation, drinking water housing, etc. Specially, these programs are being channelized through PRI system to reach the grass roots. These development schemes are prerogative of State and Central Governments to be implemented primarily through consensus and people's participation. In this study a modest attempt is made to explore the ground reality about functioning of local self-governance system in application of these schemes with promotion of human rights on improving quality of life. The operational development schemes are as follows.

7.2 Education

Since ages, education has been recognized as the key and pivotal component of human resource development. It enables us to develop innate potential and strength for better and purposeful life. India like other developing countries has given paramount importance to education, especially elementary education for the social, economic, political and cultural development. Accordingly, Article 45 of the constitution under Directive Principle of State Policy states that the state shall endeavor to provide within a period of 10 years from the commencement of this constitution free and compulsory education to all children until they complete the age of 14 years' Similarly, various child right conventions under 'right to education' attaches significance on free and compulsory education to all children up to the age of 14 years. Hence, in all education policy documents 'Education for All' through expansion of formal and non-formal education has been concertedly targeted and funds have been earmarked in national Five-Year Plan programs for acceleration of education development. Added to it The Kothari Commission (1986) constituted by Government of India laid importance on education and find way out to meet the needs and aspiration of people. The purpose is to make education as an instrument of socio-economic change and as well perceived it as progressive measures on both 'selected' as well as 'mass

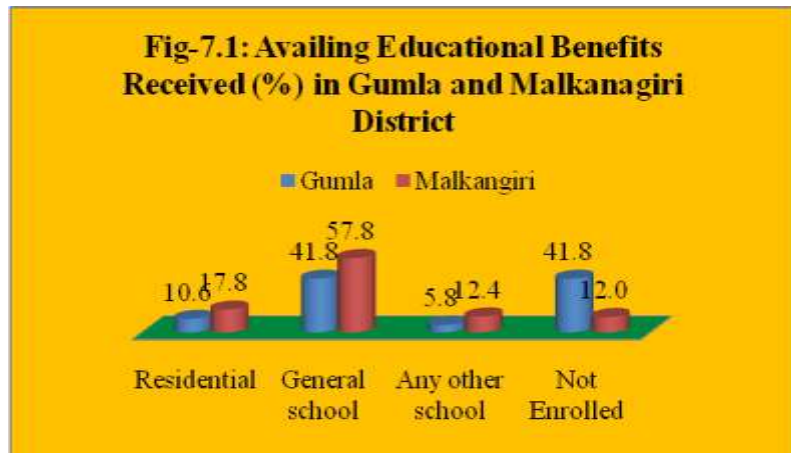
approach' for spreading education. The focus was on mobilizing social forces through active involvement of teachers, parents, student, community members, government officials of education department, NGOs and other interest groups to make education program fruitful. The current 73rd Constitutional Amendment, 1992 gave further boost by strategies of decentralization of educational management through the Panchayati Raj Institution (PRI) to ensure grass root people involvement in all education development programs. As such, it is conceived now as third layer of government and entrusted with the responsibility of universal and compulsory education to all. Pertinently, since then many international agencies like World Bank, UNDP, UNICEF, European Commission, etc in many ways persuading government of India towards decentralizing education management through PRIs. In this process, special apt attention has been given on child education of vulnerable section who suffers from social and economic disabilities. But the fact that, over the years, owing to some inherent limitation, the successful implementation of various educational schemes are far from satisfactory. The situation continues to be characterized as low level of enrolment and retention, limited opportunities of higher education, inadequate supply of learning materials, poor management, lack of community participation, etc. Overall, the goal of universal primary education has-been limited in scope to cope with the challenges.

Table 7.1: Availing Educational Benefits in Gumla and Malkangiri Districts

District	Size Class	Residential		General school		Any other school		Not Enrolled		Total	
		No	%	No	%	No	%	No	%	No	%
Gumla	Total	53	15.8	209	58.4	29	9.8	209	16.0	500	100.0
	SC	5	29.2	8	33.3	2	20.8	9	16.7	24	100.0
	ST	48	15.1	201	59.7	27	9.2	200	16.0	476	100.0
Malkangiri	Total	89	21.4	289	52.0	62	7.2	60	19.4	500	100.0
	SC	12	26.1	18	28.3	11	23.9	5	21.7	46	100.0
	ST	77	20.9	271	54.4	51	5.5	55	19.2	454	100.0
All Total		142	18.6	498	55.2	91	8.5	269	17.7	1000	100.0

In light of this context, an attempt was made to understand how far beneficiary's children are availing educational benefit under PRIs decentralized management of education system in both Gumla and Malkangiri district. As observed local self- government is in no

way helping education administration covering the issue of free and compulsory education, promoting enrolment, checking drop outs, ensuring function of Village Education Committee (VEC) for infrastructure development of school, administering regularity of teachers, improving quality of education, etc. All these arrangements are under management of government Block Education Officer



(BEC) and District Education Officer (DEC). More than half of the beneficiary (55.2%) children are commonly attending general school and 18.6 percent of their children in Residential School like Ashram School, Sevashram School, etc., 17.7 percent of their children not attending any school. Significant to mention that though Vocational Education is being promoted under New Education Policy (NEP) for raising self-employability of learners but availing such benefit found negligible in both the districts. Further, perspectives of primary education under NEP stressed removal of disparity and equalize educational opportunity to all irrespective of their background.

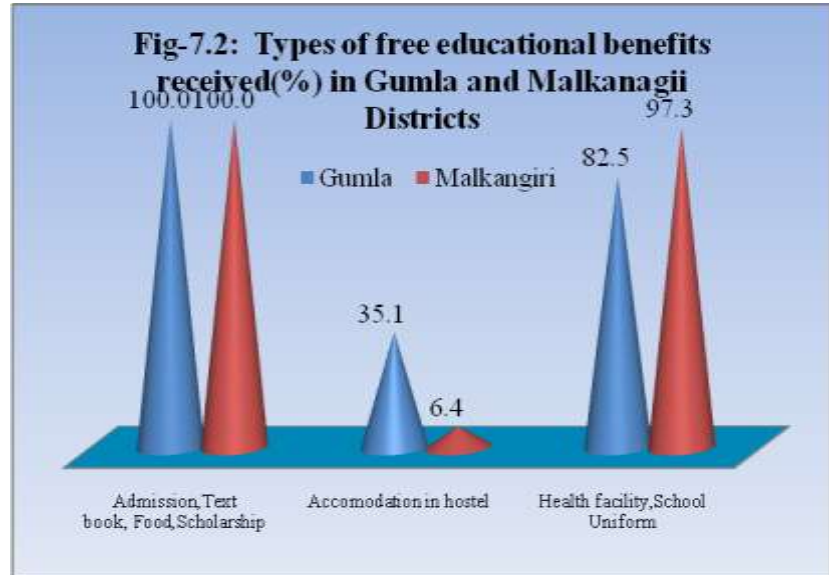
Table 7.2: Type of Free Educational Benefits Received in Gumla and Malkangiri Districts

District	Size Class	Admission, Text book, Food, Scholarship		Accommodation in hostel		Health facility, School Uniform		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	291	100.0	102	35.1	240	82.5	291	100.0
	SC	15	100.0	5	33.3	13	86.7	15	100.0
	ST	276	100.0	97	35.1	227	82.2	276	100.0
Malkangiri	Total	440	100.0	28	6.4	428	97.3	440	100.0
	SC	41	100.0	2	4.9	40	97.6	41	100.0
	ST	399	100.0	26	6.5	388	97.2	399	100.0
All Total		731	100.0	130	17.8	668	91.4	731	100.0

N.B: Additive figures may not be equal to the total as of multiple perceptions

For this purpose, it is found that all enrolled learners (100%) are availing lot of facilities like, free text book, stipend, mid-day meal etc. These facilities meant intended to check drop outs and encourage enrolment. Of course, such facilities mobilizing illiterate poverty-stricken parents for learning in school, but even then, the scenario is not encouraging.

As the statistical data shows above 50 percent people are illiterate in the Malkangiri district and just below of same seen in Gumla district. Illiteracy along with poverty makes parent fail to understand the relevance of education for

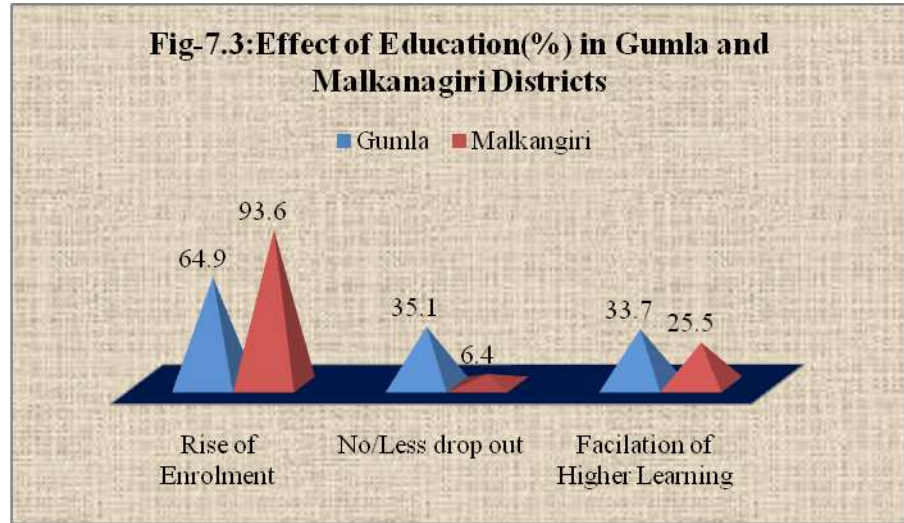


emancipation of inequality and future growth. Their vision is for immediate gain of ameliorating poverty and hunger by working as wage laborer and assisting in agricultural activities than for long term achievement which stands as challenge for them.

Table 7.3: Effect of Education in Gumla and Malkangiri districts

District	Size Class	Rise of Enrolment		No/Less drop out		Facilitation of Higher Learning		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	189	64.9	102	35.1	98	33.7	291	100.0
	SC	10	66.7	5	33.3	5	33.3	15	100.0
	ST	179	64.9	97	35.1	93	33.7	276	100.0
Malkanagir	Total	412	93.6	28	6.4	112	25.5	440	100.0
	SC	39	95.1	2	4.9	11	26.8	41	100.0
	ST	373	93.5	26	6.5	101	25.3	399	100.0
All Total		601	82.2	130	17.8	210	28.7	731	100.0

The beneficiaries are of the opinion that in recent years enrolment of learners raising-93 percent in Malkanagiri district- due to provision of residential schools, especially Ashram



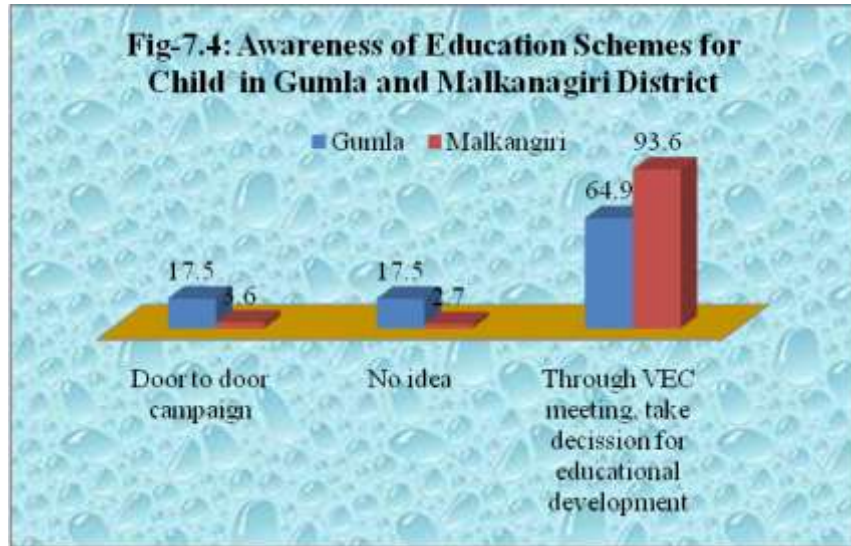
School in nearby tribal areas. This is mainly due to more number of school openings by the Christian missionaries in Gumla district (64.9%). As these schools provide facilities congenial facilities in residential schools and promote higher learning in nearby high schools for higher learning that helps to address the frequent drop outs.

Table 7.4: Awareness of Education Schemes for Child in Gumla and Malkanagiri districts

District	Size Class	Door to door campaign		No idea		Through VEC meeting, take decision for educational development		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	51	17.5	51	17.5	189	64.9	291	100.0
	SC	2	13.3	3	20.0	10	66.7	15	100.0
	ST	49	17.8	48	17.4	179	64.9	276	100.0
Malkanagir	Total	16	3.6	12	2.7	412	93.6	440	100.0
	SC	1	2.4	1	2.4	39	95.1	41	100.0
	ST	15	3.8	11	2.8	373	93.5	399	100.0
All Total		67	9.2	63	8.6	601	82.2	731	100.0

Beneficiaries are of the opinion (17.5% in Gumla district and 12% in Malkanagiri district) that the right to education could be promoted if massive awareness generation program by door-to-door campaign operate in the area by personal contact to parents, distribution of leaflets and wall paints on relevance of education. Further, the beneficiaries (64.9%) in Gumla and 93.6% in Malkanagiri district viewed that Village Education Committee (VEC) has major role like arrangement of physical facilities, request to

government for timely supply of teaching-learning materials, persuading and motivating parents to send their children to school and help to increase enrolment. Infact, VECs have not met

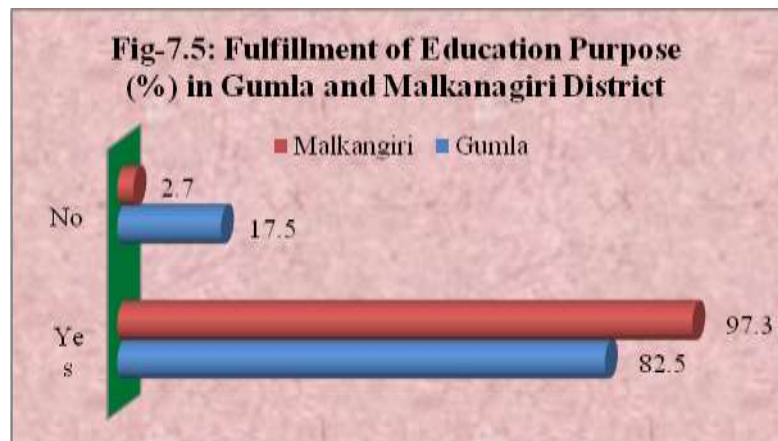


frequently hints at their non-seriousness and feeble enthusiasm. Follow-up actions of VECs meeting have been negligible in promoting education.

Table 7.5: Fulfillment of Education Purpose in Gumla and Malkangiri districts

District	Size Class	Yes		No		Total	
		No	%	No	%	No	%
Gumla	Total	240	82.5	51	17.5	291	100.0
	SC	12	80.0	3	20.0	15	100.0
	ST	228	82.6	48	17.4	276	100.0
Malkangiri	Total	428	97.3	12	2.7	440	100.0
	SC	40	97.6	1	2.4	41	100.0
	ST	388	97.2	11	2.8	399	100.0
All Total		668	91.4	63	8.6	731	100.0

Since a decade, greater number of primary schools and non-formal education centers has been functioning close to the scattered located residential areas. In an average 91.4 percent beneficiaries are of the opinion that due to such



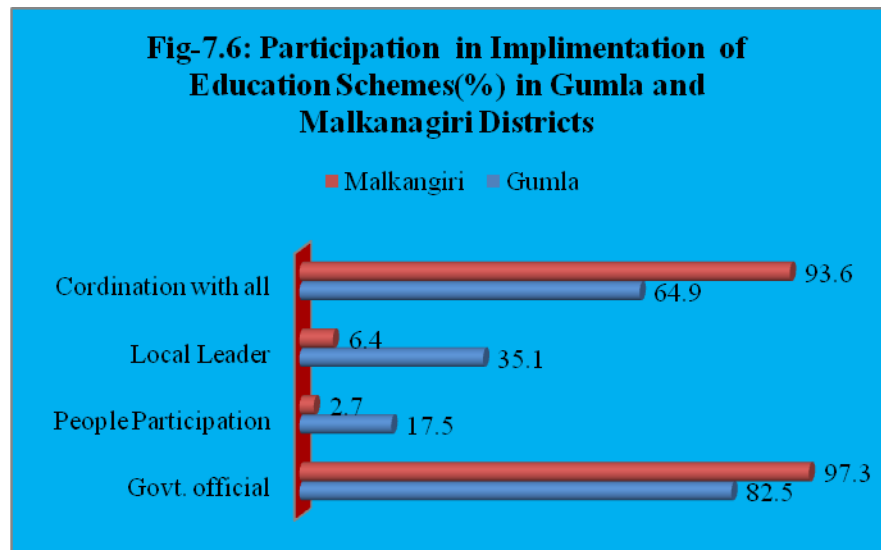
establishment the purpose of education is fulfilled. In beginning learners in nearby areas are getting enrolled in school. Of course, due to various obvious reasons they are being forced to

leave study and working for livelihood. Besides, due to lack of basic infrastructural facilities, space crunch, cramped atmosphere, etc. especially girls' students are demotivated in enrolment and continuity in the school.

Table 7.6: Participation in Implementation of Education Scheme in Gumla and Malkangiri districts

District	Size Class	Govt. official		People Participation		Local Leader		Coordination with all		Total	
		No	%	No	%	No	%	No	%	No	%
Gumla	Total	240	82.5	51	17.5	102	35.1	189	64.9	291	100.0
	SC	12	80.0	3	20.0	5	33.3	10	66.7	15	100.0
	ST	228	82.6	48	17.4	97	35.1	179	64.9	276	100.0
Malkangiri	Total	428	97.3	12	2.7	28	6.4	412	93.6	440	100.0
	SC	40	97.6	1	2.4	2	4.9	39	95.1	41	100.0
	ST	388	97.2	11	2.8	26	6.5	373	93.5	399	100.0
All Total		668	91.4	63	8.6	130	17.8	601	82.2	731	100.0

In over all running of schools, the block level education officer play pivotal role in management and running of schools. Though the people participation appears dismal, but over all these schools are running by support of all stakeholders. This is due to hill terrain, inaccessible road



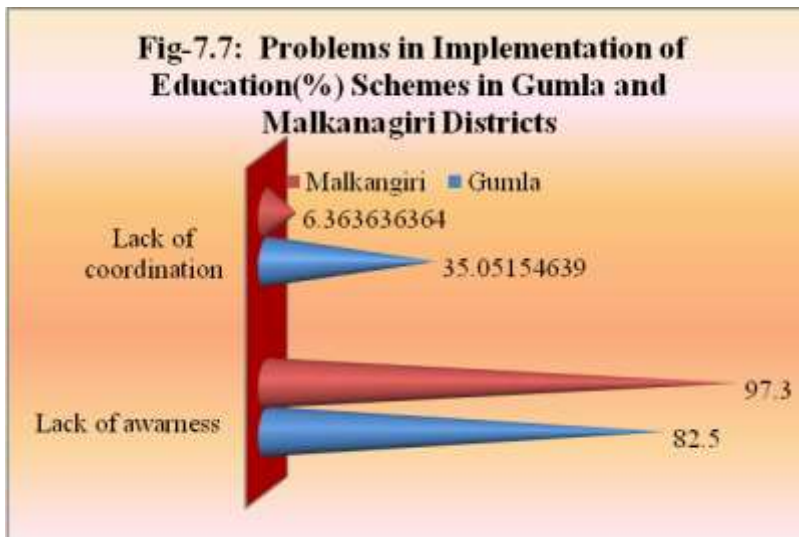
connection, indifference of learners etc. compels to work in coordination for making the purpose of education meaningful to tribal life.

Table 7.7: Problems in Implementation of Education Schemes in Gumla and Malkangiri districts

District	Size Class	Lack of awareness	Lack of coordination	Total
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		No	%	No	%	No	%
Gumla	Total	240	82.5	102	35.1	291	100.0
	SC	12	80.0	5	33.3	15	100.0
	ST	228	82.6	97	35.1	276	100.0
Malkangiri	Total	428	97.3	28	6.4	440	100.0
	SC	40	97.6	2	4.9	41	100.0
	ST	388	97.2	26	6.5	399	100.0
All Total		668	91.4	130	17.8	731	100.0

N.B: Additive figures may not be equal to the total as of multiple perceptions



As observed, this is mainly due to lack of awareness and orientation to parents on utility and relevance of education or the future growth of children (91.4%) and lack of coordination among government officials, PRIs elected representatives and Civil

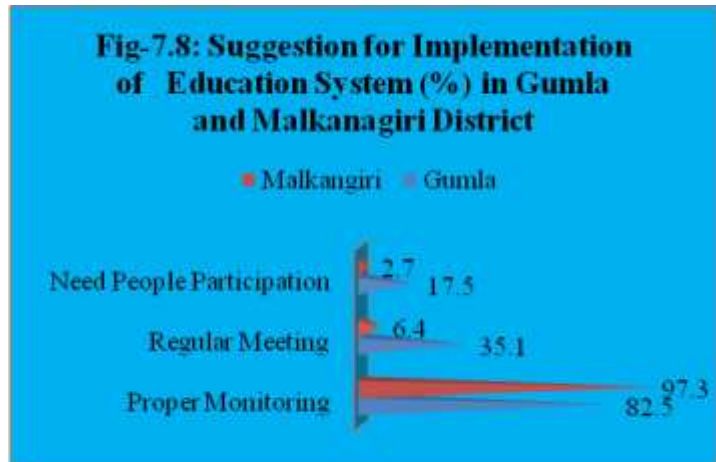
Society Organizations in both the districts. In educational guideline there is a provision of Village Education Committee (VEC) for promotion of Right to Education in form of bringing nonstarter to the fold of mainstream of education, initiating step for enrolment and retention, check dropout of learners of vulnerable children, promote basic amenities in school ,provide nutritional food in school, etc . As observed, beneficiaries are not aware of VEC and its commitment towards their children future in education which mars very the spirit of prosperity of education. As it appears the lofty goal of this committee is lost.

Table 7.8: Suggestion for Development of Education System in Gumla and Malkangiri districts

District	Size Class	Proper Monitoring		Regular Meeting		Need People Participation		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	240	82.5	102	35.05	51	17.5	291	100.0
	SC	12	80.0	5	33.33	3	20.0	15	100.0
	ST	228	82.6	97	35.14	48	17.4	276	100.0
Malkangiri	Total	428	97.3	28	6.36	12	2.7	440	100.0
	SC	40	97.6	2	4.88	1	2.4	41	100.0
	ST	388	97.2	26	6.52	11	2.8	399	100.0
All Total		668	91.4	130	17.78	63	8.6	731	100.0

N.B: Additive figures may not be equal to the total as of multiple perceptions

In view of interaction with beneficiaries and cross section of people some suggestions are highlighted in **Chapter (12)** for Promotion of Right to Education.

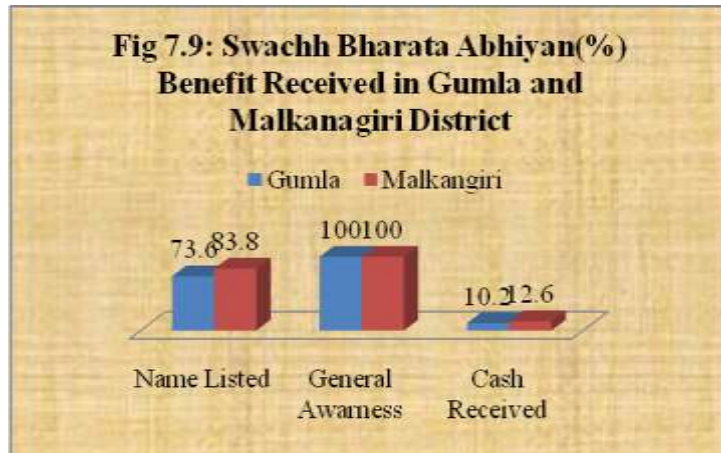


7.3 Health and Sanitation

7.3.1 Sanitation

The idea of cleanliness or *swachhata* is prevalent always in all the civilizations across the world. Developed countries have accorded utmost significance to cleanliness and sanitation as a means of human resources development as it is contributing enough for enhancing productive workforce. In developing countries, especially India's cleanliness is emphasized as sanctity in religious, spiritual, environmental and developmental activities. In other words, cleanliness and improved sanitation hinges upon physical and mental health, social wellbeing and spiritual development. In context of right-based development approach, sanitation is given due weight age in many international human rights conventions like UN Human Rights Council, United Nation General Assembly, International Covenant on Economic, Social, and Cultural Rights (ICESCR) and Millennium Development Goal (MDG). This is the first step towards an explicit recognition of a distinct right to sanitation

for all at the international level. In Indian Constitution too, Article 21 has rightly placed sanitation as Fundamental Right to Life. In addition, sanitation is also a part of the Directive Principles of State Policy (DPSP) under which Article 47 and 48A makes State duty bound to raise standard of living and to protect and improve the surrounding environment. Thus, sanitation is a constitutional right cast a duty upon the government to make policies and schemes to provide facilities everyone for a dignified life. Under ratifications of international human rights convention and constitutional obligation, the rural sanitation



program in India started in the year 1954 as part of Five-Year plans and programs. The Census 1981 reveals that the rural sanitation coverage was quite inadequate (only 1%). Entrenched by the International Decade for Drinking Water and Sanitation during the year 1981-90, Government of India introduced the Central Rural Sanitation Program (CRSP) in 1986 primarily with the objective of improving quality of life. With the 73rd Constitutional Amendment Act 1992, sanitation placed as one of the development item of Eleventh Scheduled of PRI Act. This has empowered village Panchayat as unit of self -government to manage sanitation program within the frame work of participatory approach. Since then, more emphasis is given on sanitation program to reach at grass root level. Begin with, in the year 1999, a demand- driven and people-centered approach by the name of Total Sanitation Program (TSP) with Community-led Total Sanitation (CLTS) emphasized more on Information, Education and Communication(IEC), Human Resource Development (HRD), Capacity Development Activities (CDA), to increase awareness among the rural people for generation of demand of sanitary facilities. Begin with, Nirmal Gram Puraskar (NGP), an awareness generation program was initiated for ensuring full sanitation coverage at Gram Panchayat level. Then, Nirmal Bharat Abhiyan (NBA), Nirmal Gram Panchayat (NGP) were started to achieve universal sanitation coverage. The Prime Minister declaration of Swachha Bharat Mission (SBM) in the year 2014 gave further motivation and boost on

sanitation. This was based in areas such as to eliminate open defecation, solid and liquid waste management, surrounding environment cleanness, etc through massive awareness generation program by support service of NGOs and other Civil Society Organization in rural areas. The basic purpose is to bring out an improvement in the people's quality of life.

Table 7.9: Swachh Bharata Abhiyan Benefit Received in Gumla and Malkangiri Districts

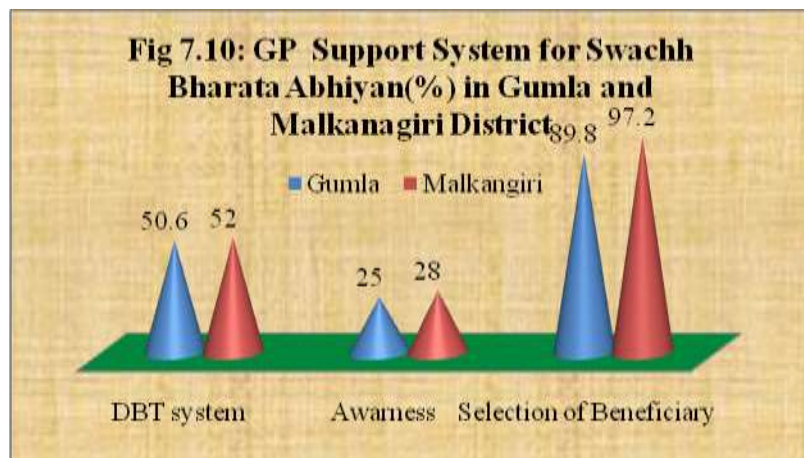
District	Size Class	Name Listed		General Awareness		Received Cash Benefit		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	368	73.6	500	100.0	51	10.2	500	100.0
	SC	8	33.3	24	100.0	12	50.0	24	100.0
	ST	360	75.6	476	100.0	39	8.2	476	100.0
Malkangiri	Total	419	83.8	500	100.0	63	12.6	500	100.0
	SC	39	84.8	46	100.0	15	32.6	46	100.0
	ST	380	83.7	454	100.0	48	10.6	454	100.0
All Total		458	45.8	1000	100.0	114	11.4	1000	100.0

N.B: Additive figures may not be equal to the total as of multiple perceptions

Table 7.10: GP Support System for Swachh Bharata Abhiyan in Gumla and Malkangiri districts

District	Size Class	DBT system		Awareness		Selection of Beneficiary		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	253	50.6	125	25.0	449	89.8	500	100
	SC	12	50.0	10	41.7	21	87.5	24	100
	ST	241	50.6	115	24.2	428	89.9	476	100
Malkangiri	Total	260	52.0	140	28.0	486	97.2	500	100
	SC	5	10.9	10	21.7	45	97.8	46	100
	ST	255	56.2	130	28.6	441	97.1	454	100
All Total		513	51.3	265	26.5	935	93.5	1000	100

Truly, elected representatives, Panchayat secretary and under influence of local ruling political party elite, beneficiaries are selected (93.5%) as viewed in both Gumla and Malkangiri



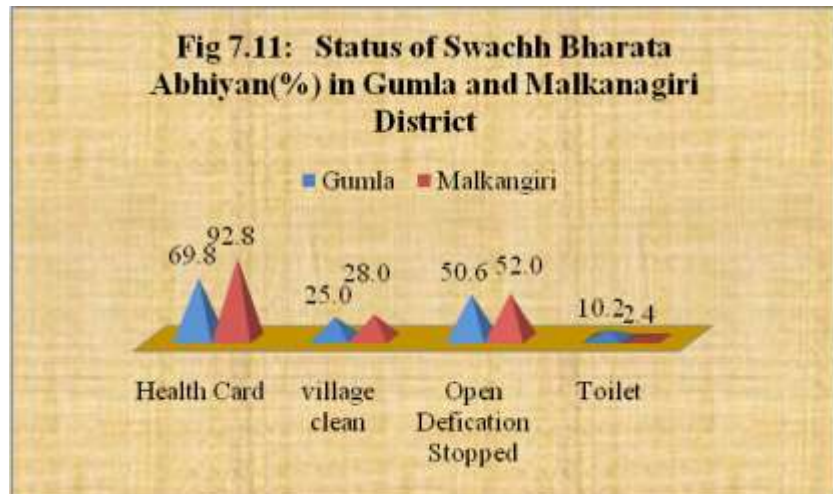
district. Many of them are very much discontent over selection process and hopeful if massive awareness can generate activism to address such discrimination (26.5%).

Table 7.11: Status of Swachh Bharata Abhiyan in Gumla and Malkangiri Districts

District	Size Class	Health Card		Village Clean		Open Defecation		Use Toilet		Total	
		No	%	No	%	No	%	No	%	No	%
Gumla	Total	349	69.8	125	25.0	253	50.6	51	10.2	500	100.0
	SC	16	66.7	10	41.7	12	50.0	3	12.5	24	100.0
	ST	333	70.0	115	24.2	241	50.6	48	10.1	476	100.0
Malkangiri	Total	464	92.8	140	28.0	260	52.0	12	2.4	500	100.0
	SC	44	95.7	10	21.7	5	10.9	1	2.2	46	100.0
	ST	420	92.5	130	28.6	255	56.2	11	2.4	454	100.0
All Total		813	81.3	265	26.5	513	51.3	63	6.3	1000	100.0

N.B: Additive figures may not be equal to the total as of multiple perceptions

In light of these perspectives a study was conducted in Malkangiri District and Gumla District of Odisha and Jharkhand State to reflect the ground reality of its application in fulfilling the objectives meant for. As observed, in both the districts beneficiaries from the below poverty line categories of ST and SC



selected by the Panchayat members and secretary have availed the benefits toilets. They are sanctioned, as per rule, financial incentives Rs. 12,000/- for construction and usage of individual household latrines (10.2%) in Gumla and (12.6%) in Malkangiri district. Visiting the site, we observed that most of the latrines are partly and improperly constructed and it is abandoned by the beneficiaries. The reasons are many and multifarious such as irregular payment to beneficiaries in stages of construction, mason selected by the implementing agency and not by beneficiaries in construction, use of low materials, etc. left many latrines unused. By discussion with the beneficiaries, Panchayat members and Panchayat secretary

etc, it is found that universalisation of sanitation program without consideration of variation of their involved cultural beliefs and values, ignoring their basic needs, scarcity of water and often apathy of implementing agency constraints to fulfill its objectives on ST & SC rights to sanitation. As observed both SCs and STs in both the districts feels more comfortable in open defecation (50.6%) in Gumla and (52.0%) in Malkangiri districts. Than given toilets attached to residence which goes against their cultural practice and belief system. Now it is commonly used as goat shed, store room and even habitation too Similar also the solid and liquid management, cleanliness of rural environment, etc. Suffer by bureaucratic stand - offs, people indifference, etc.

7.3.2 Health

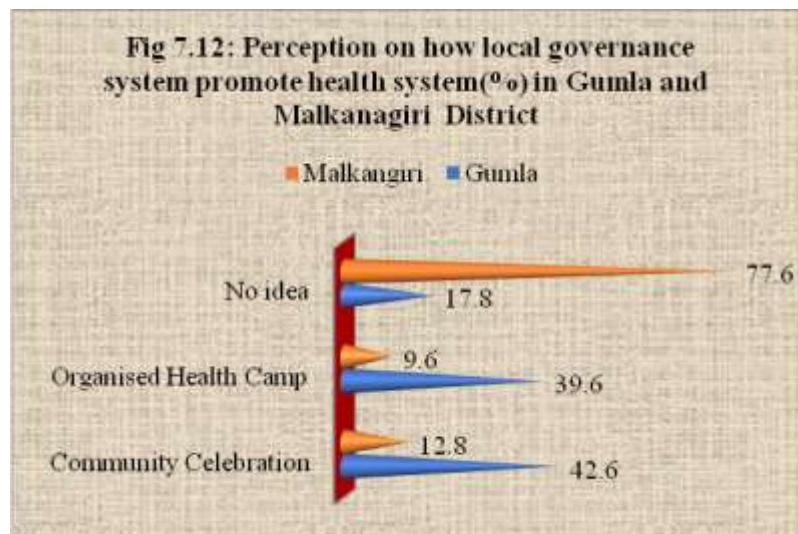
Since long a statement says ‘Health is Wealth’. Having everything, if health is not well then human being loses values in life. Therefore, health and well-being are intrinsically connected at all stages and aspects of life. In perspective of right based approach, specific rights relating to health are found in the international human rights documents. Begin with, the right to health was made explicit in the Universal Declaration of Human Rights (UDHR-1948); Article 25 states “Everyone has the right to a standard of living adequate for the health and well-being of himself and his family, including food, clothing, housing and medical care and necessary social service” The UDHR commitment to the human right to health as part of the right to an adequate standard of living was made more explicit in Article 12 of the International Covenant on Economic, Social and Cultural Rights (ICESCR-1966). This treaty was adopted along with the International Covenant on Civil and Political Rights (ICCPR). Both the ICCPR and the ICESCR have been ratified by 149 countries including India which stands as the bedrock of the right to health. The text states that the State parties to recognise the right to health, both physical mental, of every one of the highest attainable standard; the prevention, treatment and control of epidemic, endemic, occupational and other diseases; the creation of condition that would assure medical service and medical attention to all in the event of sickness; etc. Besides, a broad and visionary definition of health is set out in the Preamble of the World Health Organisation (WHO- 1946) as a “state of complete physical, mental, and social well- being and not merely the absence of diseases or infirmity”. In fact, world over this definition has been an important step in thinking on health. It goes beyond a narrow biomedical and pathology-based perspective and includes

the notion of social well-being. The societal dimensions of this effort were later emphasised in both the Declaration of Alma -Ata, 1978 and the Ottawa Charter for Health Promotion, 1986. This holistic view of health is more explicit in social determinants of health linking to nutritious food, clean drinking water, good housing, etc than conventional health sector. Moreover, based on number of right to health treaties, the Constitution of India also has included these in 'Fundamental Rights' and 'Directive Principle of State Policy' under Article 21, 39, 41, 42 and 47. These say, State to make provision about the protection of life includes the right to health covering timely medical treatment to the patient, medical aid in government hospital, improvement of public health, raise the level of nutrition and standard of living, etc. Therefore, constitutional provision states the right to health seen as state's obligation to deliver affordable and accessible health services to all. Public health care now is a responsibility shared by Central and State Governments. Following the 73rd Constitutional Amendment responsibility on health sector is given on local-self-government as part of Eleventh Scheduled of PRI Act where in elected members are empowered to manage health and sanitation including primary health centre. In this process, increasing people's voice and influence in the health sector is believed to be an effective way of improving the performance of health system to meet the right to health especially for vulnerable and disadvantage groups. Following PRIs perspectives, the initiative of National Health Policy (NHP) has given emphasis on the implementation of public health programs through local self- government institution (GOI, 2000). Since then; however, the decentralisation of health service has given priority to reach at the grass root level. The primary objective is to reduce the health related administrative burden on the state and make village Panchayat more responsive to the needs of community and facilitate the process of health services to reach the unreached.

Table 7.12: Local -Governance System in Promotion of Health System in Gumla and Malkangiri districts

District	Size Class	Community Celebration		Organized Health Camp		No idea		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	213	42.6	198	39.6	89	17.8	500	100.0
	SC	10	41.7	8	33.3	6	25.0	24	100.0
	ST	203	42.6	190	39.9	83	17.4	476	100.0
Malkangiri	Total	64	12.8	48	9.6	388	77.6	500	100.0
	SC	6	13.0	3	6.5	37	80.4	46	100.0
	ST	58	12.8	45	9.9	351	77.3	454	100.0
All Total		277	27.7	246	24.6	477	47.7	1000	100.0

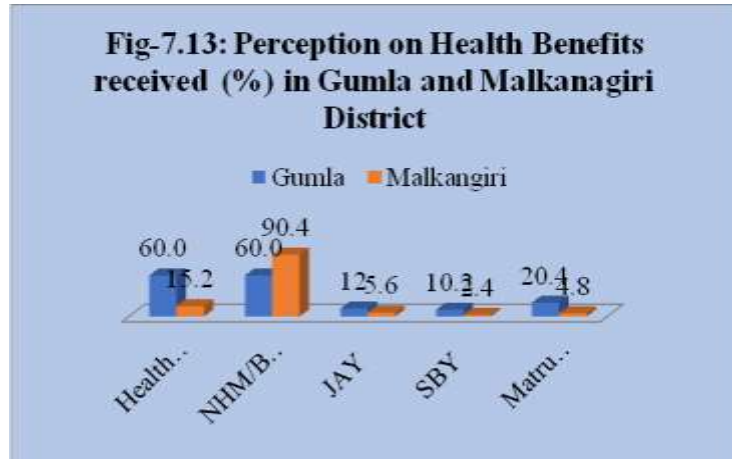
With this perspective, a study was undertaken on ST & SC beneficiaries in Malkangiri District, Odisha and Gumla District, Jharkhand to explore effectiveness of local governance system on health issues under 11th Schedule of PRI Act.

**Table 7.13: Types of Health Benefits in Gumla and Malkangiri districts**

District	Size Class	Health Card		NHM/BSKY		JAY		SBY		Matru Sakti		Total	
		No	%	No	%	No	%	No	%	No	%	No	%
Gumla	Total	300	60.0	300	60.0	60	12.0	51	10.2	102	20.4	500	100.0
	SC	13	54.2	15	62.5	3	12.5	3	12.5	5	20.8	24	100.0
	ST	287	60.3	285	59.9	57	12.0	48	10.08	97	20.4	476	100.0
Malkangiri	Total	76	15.2	452	90.4	28	5.6	12	2.4	24	4.8	500	100.0
	SC	5	10.9	43	93.5	2	4.3	1	2.174	3	6.5	46	100.0
	ST	71	15.6	409	90.1	26	5.7	11	2.423	21	4.6	454	100.0
All Total		376	37.6	752	75.2	88	8.8	63	6.3	126	12.6	1000	100.0

N.B: Additive figures may not be equal to the total as of multiple perceptions

As observed beneficiary availing many schemes such as Biju Swasthya Kalyan Yojana (90.4%) in Malkangiri district, Jan Aarogya Yojana (8.8%) in both the districts, Ayushman Bharat, Mukhya Mantri Jananai Surakhya, etc under National Rural Health Mission



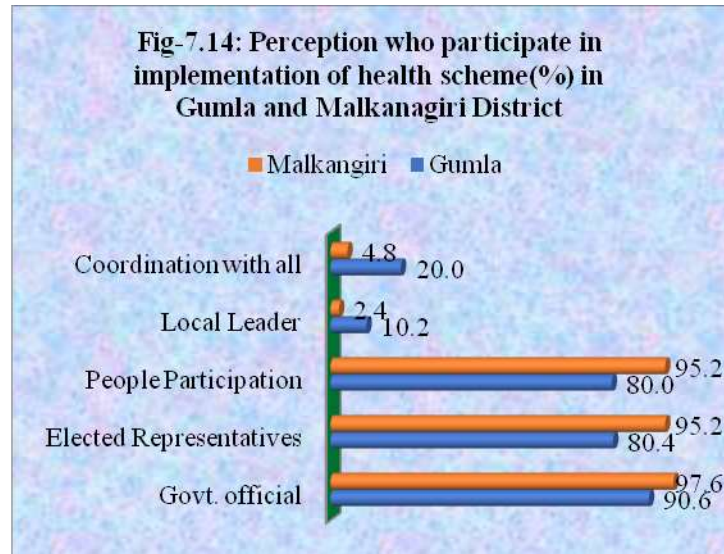
(NRHM) and other schemes are being implemented through the local self-government. The objective of these flagship schemes aims to provide universal health coverage with special emphasis on the health protection of economically vulnerable families. The basic characters of these schemes are free health services for all in all State Government health care facilities starting from Sub Centre to Government Medical College/Hospital, Private Nursing Home/Hospital, etc. All treatment is free of cost and within the maximum range of cash benefit prescribed by the government in different health schemes. Besides, other health benefit schemes are provided like pulse polio, immunization, family planning operation, distribution of generic medicine for prevention of diseases like leprosy, T.B, Nirodh (conception prevention), malaria, filariasis (health disease), etc are provided through the gram Panchayat.

Table 7.14: Participation in Implementation of Health Schemes in Gumla and Malkangiri districts

District	Size Class	Govt. official/ Health Workers		Elected Representatives		People Participation		Local Leader		Coordination with all		Total	
		No	%	No	%	No	%	No	%	No	%	No	%
Gumla	Total	453	90.6	402	80.4	400	80.0	51	10.2	100	20.0	500	100.0
	SC	23	95.8	20	83.3	19	79.2	3	12.5	5	20.8	24	100.0
	ST	430	90.3	382	80.3	381	80.0	48	10.1	95	20.0	476	100.0
Malkangiri	Total	488	97.6	476	95.2	476	95.2	12	2.4	24	4.8	500	100.0
	SC	46	100.0	45	97.8	45	97.8	1	2.2	1	2.2	46	100.0
	ST	442	97.4	431	94.9	431	94.9	11	2.4	23	5.1	454	100.0
All Total		941	94.1	878	87.8	876	87.6	63	6.3	124	12.4	1000	100.0

N.B: Additive figures may not be equal to the total as of multiple perceptions

As observed in this context that the health workers including doctors actively participate in both Gumla and Malkangiri district (94.1%) and attempts to accomplish the assignment and achieve the targets fixed by the government. In fact, no attention is given to the pros and cons and side effect of these generic medicines. Many



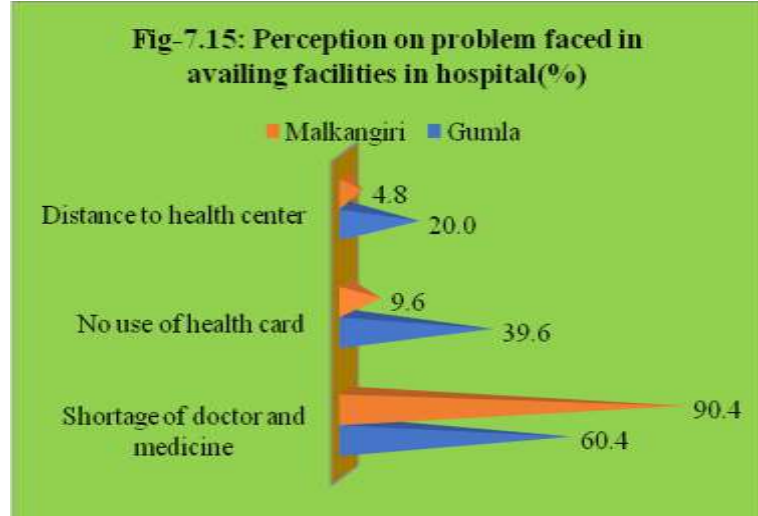
recipients of these medicines are not consuming and raising suspicion the validity and utility of such free distribution. Because, the manner it is implemented no way helping common people to enhance the quality of life. Along with these, many health awareness programs related to diabetics, blood pressure skin diseases, women related diseases, water born diseases are organized by the help of local NGO, SHG and PHC by the coordination of community members, elected PRI representatives, Panchayat Secretary, government health workers, etc in both the districts. The field reality appears partly dismal an extent. In context of health card for free medical service, though many ST & SC families have availed it but clueless about use of it(24.6%) in both Gumla and Malkangiri district. So far, they are adhering to traditional practice in healing diseases.

Table 7.15: Problem in Availing Facilities in hospital in Gumla and Malkangiri districts

District	Size Class	Shortage of doctor and medicine		No use of health card		Distance to health center		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	302	60.4	198	39.6	100	20.0	500	100.0
	SC	16	66.7	8	33.3	5	20.8	24	100.0
	ST	286	60.1	190	39.9	95	20.0	476	100.0
Malkangiri	Total	452	90.4	48	9.6	24	4.8	500	100.0
	SC	43	93.5	3	6.5	1	2.2	46	100.0
	ST	409	90.1	45	9.9	23	5.1	454	100.0
All Total		754	75.4	246	24.6	124	12.4	1000	100.0

N.B: Additive figures may not be equal to the total as of multiple perceptions

Besides, the distance to PHC in hill terrain land, lack of proper accessible road and communication deters to avail benefit of varied health schemes (12.4%). As observed in Malkangiri district many private unregistered doctors are taking advantage their



ignorance and violating all medical norms and ethics in extending health treatment to them. Such scenario appears mainly due to shortage of doctors and necessary medicine in both the districts.

A exemplary illustration is that ‘prevention is better than cure’. This is because that all these health policies are related to aftermath of diseases and no genuine policies so far salient on its prevention. As observed in field reality of both the districts, ST & SC are succumbing to various diseases than cure. These are malnutrition of child, women and men, weight less, lack of proper growth, eye problem, skin disease, etc. As found many of them are silent suffer of these diseases and fail to go for treatment due to abject poverty, lack of nutritious food, unhealthy living environment, etc.

Table 7.16: Suggestions on improvement of Health and Sanitation System in Gumla and Malkangiri districts

District	Size Class	ANM should monitor weekly		Free health camp and medicine		Health camp need weekly		Need care for village sanitation		Awareness		Total	
		No	%	No	%	No	%	No	%	No	%	No	%
Gumla	Total	51	10.2	236	47.2	213	42.6	100	20.0	198	39.6	500	100.0
	SC	2	8.3	11	45.8	10	41.7	5	20.8	8	33.3	24	100.0
	ST	49	10.3	225	47.3	203	42.6	95	20.0	190	39.9	476	100.0
Malkangiri	Total	12	2.4	402	80.4	64	12.8	24	4.8	48	9.6	500	100.0
	SC	1	2.2	37	80.4	6	13.0	1	2.2	3	6.5	46	100.0
	ST	11	2.4	365	80.4	58	12.8	23	5.1	45	9.9	454	100.0
All Total		63	6.3	638	63.8	277	27.7	124	12.4	246	24.6	1000	100.0

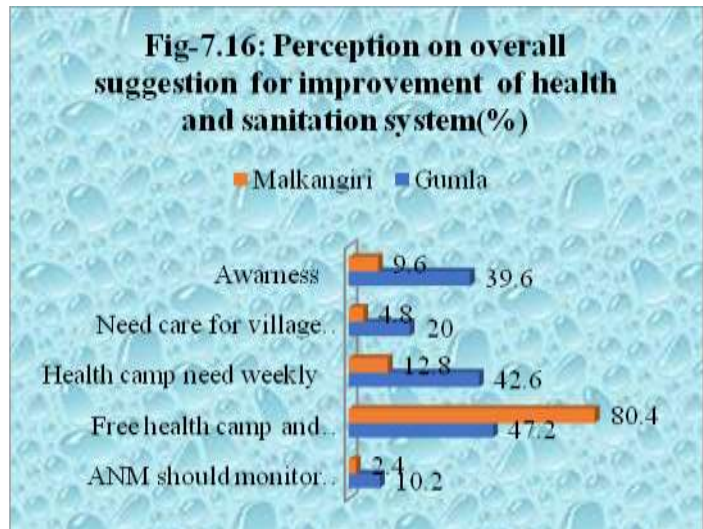
N.B: Additive figures may not be equal to the total as of multiple perceptions

In view of such field reality, beneficiaries are of the opinion that there should be periodic health check up camp and distribution of free medicine to the needy (63.8%) and other health related free services to common people.

7.4 Drinking Water

The significance of water for the survival of humankind is scientifically acknowledged over the ages on earth. Thus, to have access to water is not a matter of choice but most essential to life. The uniqueness of water to life makes it a social asset, a common good basic to any human community' (Petrella, 2001). Apart of life, water plays an important role in hygiene and control of spreading epidemic diseases. Thus, the quality and quantity of water has become a fundamental basis of life (Appen, 1998). Currently, in the world over, without access of adequate drinking water to millions of people, growing discontent on water privatization, a forecast of Third World War due to water, etc has brought the issue of 'right to water' to the center stage .

In light of the above fact, ever since the origin of Universal Declaration of Human Rights (UDHR), the right to water has been declared explicitly or implicitly, as an essential component of right to life in particular and human right in general. Additionally, in the many international agreements, water implicitly considered as a fundamental resource along with guaranteeing the right to food, health, and development (Gleick, 1999). United Nations Economic and Social Commission, 2002 has brought the issue of 'right to water' to the lime light. Similarly, the United Nations Economic and Social Council, in its Committee on Economic, Social and Cultural Rights twenty-nine sessions has explicitly declared right to water as a fundamental right under right to life and placed several obligations on State parties to ensure and enable the citizen to realize the right. It is clearly stated that safe drinking water is a fundamental right for life and health and it 'is a precondition for the realization of all human rights'. Every citizen is entitled 'to safe, sufficient, affordable and accessible drinking water' which to be adequate for individual requirements. Further, the



right to drinking water must also be sustainable, ensuring that the right can be realized for present and future generations (United Nations, 2002). Likewise, The United Nations Water Conference at Mar del Plata (Argentina) in 1977 resolved that all people whatever their stage of development of their social and economic conditions have the right to have access to drinking water in quantum and quality equal to their basic needs. In same line International Drinking Water Supply and Sanitation Decade (1981-90) emphasized the supply of drinking water on a sustainable basis to all habitations. In implementing the right to drinking water, like any human right, State parties have to be non-discriminatory and maintain equality irrespective of gender, caste, minority group, refugee, etc. Further, require sufficient recognition within the national political and legal systems to realize the right with ensuring right to affordability for every one particularly deprived rural and urban area.

The positive impact of the international declarations created a favorable atmosphere for considering access to drinking water as a right in India. It has placed under the fundamental rights in the Constitution of India, Article 21 entitled as protection of life or popularly known as 'right to life'. It has been reiterated that 'the entitlement of citizen to receive safe drinking water as part of life' (Sinha, 2001). Accordingly, the State is duty bound to provide clean drinking water as the 'citizen's fundamental right'. Following constitutional provision is the State under varied Five-Year Plans priorities supply of safe and adequate water as basic requirements for sustenance of life. Besides, the Supreme Court and several High Court in State of India in their various judgment upheld the citizens' right to access clean drinking water as a fundamental right as per Article 21. Added to these, the Government of India constituted National Water Resource Council (NWRC) in 1983 for the development and management of water resources and also, framed The National Water Policy (NWP) to give high priority in water allocation 'as matter of fundamental right' for drinking and domestic use. The NWP fixed the goal are efficiency, equity, and sustainability in order to promote the livelihood of the poor. Further, The Accelerated Rural Water Supply Program (ARWSP) implemented through Rajiv Gandhi National Drinking Water Supply has been in operation to assist the States to accelerate the pace of coverage of safe water supply and also to provide adequate drinking water supply facilities to the rural population. Added to it, the Government of India launched a program Pradhan Mantri Gramodaya Yojana for achievement of sustainable human development at the village level

especially focusing rural water supply to all. Notably, after 73rd Constitutional Amendment, PRIs are maintaining the rural drinking water supply scheme to all without any discrimination under the 11th Schedule of PRI Act.

Table 7.17: Availability of Drinking Water Scheme in Gumla and Malkangiri districts

District	Size Class	Swajaldhara		Jal Jeevan Mission		Basudha		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	353	70.6	398	79.6	102	20.4	500	100.0
	SC	18	75.0	18	75.0	6	25.0	24	100.0
	ST	335	70.4	380	79.8	96	20.2	476	100.0
Malkangiri	Total	464	92.8	476	95.2	24	4.8	500	100.0
	SC	45	97.8	44	95.7	2	4.3	46	100.0
	ST	419	92.3	432	95.2	22	4.8	454	100.0
All Total		817	81.7	874	87.4	126	12.6	1000	100.0

N.B: Additive figures may not be equal to the total as of multiple perceptions

As found in the field all, these schemes state in Table-17 like Basudha, Swajaldhara and Jal Jeevan Mission are implemented in the villages of Malkangiri and Gumla districts. People are aware of these schemes (above 80%) with expectation to solve their long standing problems and keep them healthy and disease free. Needless to say, this is the priority program of both Central and State Government. This scheme is run more by solar energy in Gumla district and electricity in Malkangiri district.

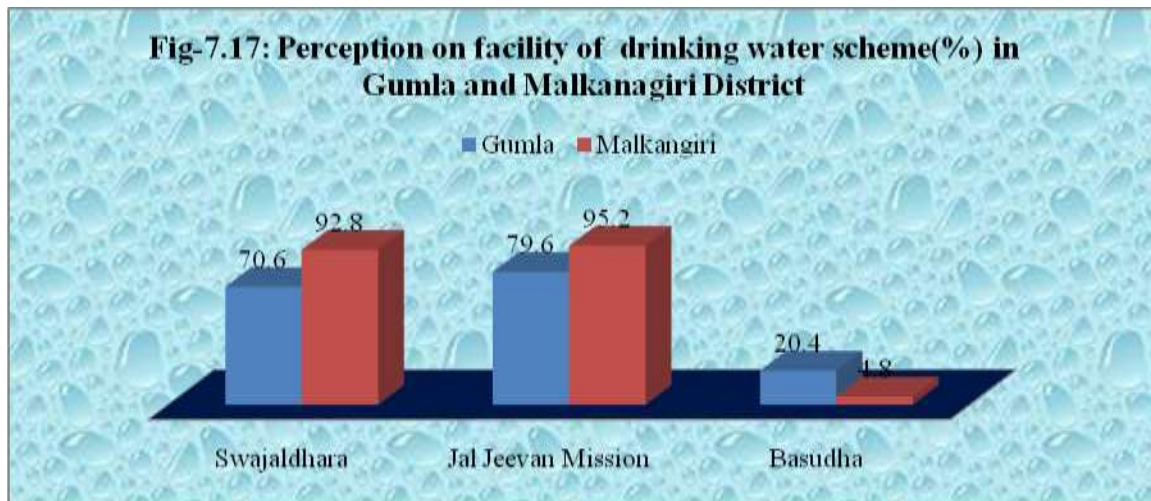
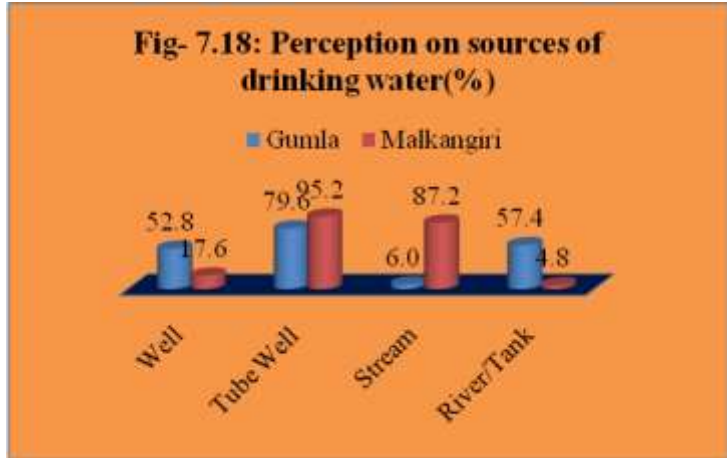


Table 7.18: Sources of Drinking Water Schemes in Gumla and Malkangiri districts

District	Size Class	Well		Tube Well		Stream		Overhead Tank		Total	
		No	%	No	%	No	%	No	%	No	%
Gumla	Total	264	52.8	398	79.6	30	6.0	287	57.4	500	100.0
	SC	13	54.2	18	75.0	4	16.7	14	58.3	24	100.0
	ST	251	52.7	380	79.8	26	5.5	273	57.4	476	100.0
Malkangiri	Total	88	17.6	476	95.2	436	87.2	24	4.8	500	100.0
	SC	7	15.2	44	95.7	40	87.0	2	4.3	46	100.0
	ST	81	17.8	432	95.2	396	87.2	22	4.8	454	100.0
All Total		352	35.2	874	87.4	723	72.3	311	31.1	1000	100.0

N.B: Additive figures may not be equal to the total as of multiple perceptions.

These are based in form of overhead water tank and solar managed tank (31.1%), tube well (87.4%), and traditional well (35.2%). As found place of selection on installation of these water infrastructure commonly decided by the Panchayat Secretary and PRI elected representatives.



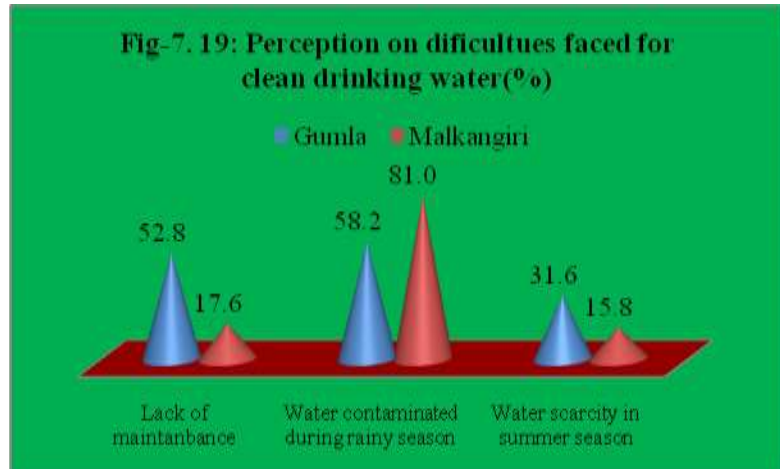
Common people have little choice in selection of sites. However, despite of such provisions for ensuring safe drinking water the sequence of deprivation is visible in both the districts.

Table 7.19: Difficulties in Availing Clean Drinking Water Schemes in Gumla and Malkangiri districts

District	Size Class	Lack of maintenance		Water contaminated during rainy season		Water scarcity in summer season		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	264	52.8	291	58.2	158	31.6	500	100.0
	SC	13	54.2	10	41.7	12	50.0	24	100.0
	ST	251	52.7	281	59.0	146	30.7	476	100.0
Malkangiri	Total	88	17.6	405	81.0	79	15.8	500	100.0
	SC	7	15.2	38	82.6	6	13.0	46	100.0
	ST	81	17.8	367	80.8	73	16.1	454	100.0
All Total		352	35.2	696	69.6	237	23.7	1000	100.0

N.B: Additive figures may not be equal to the total as of multiple perceptions

As the study reveals that many habitation are reeling without sufficient drinking water, some partially covered, some have quality problems like excess fluorides, salinity, iron, arsenic, etc (Table-19 (69.6%), lack of maintenance

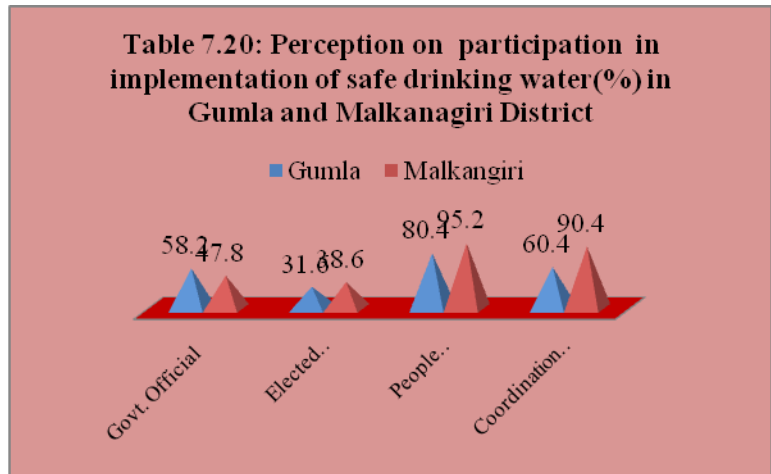


(35.2%) etc. Many installed pipe water taps, tube well and solar water supply unit are defunct and not in operational stage. This is due to mismanagement and lack of proper care and maintenance. Hence needs for rejuvenation and a through re-evaluation of water supply schemes for its sustainability and continuity. Uniqueness found in Malkangiri district many tribal are dependent upon river and hill stream water for maintaining day today needs. In similar manner in Gumla district many people are dependent upon traditional well which needs proper maintenance for cleaning water. Besides, irregularity in electric power supply is a common phenomenon which hampers water supply in time bound manner. Though in principle, people are the center points to look after of this scheme but their over dependence on block level junior engineer and related government personnel is the cause of failure of receiving in time service.

Table 7.20: Participation in Implementation Process of safe Drinking Water in Gumla and Malkangiri districts

District	Size Class	Govt. Official		Elected Representatives		People participation		Coordination with all		Total	
		No	%	No	%	No	%	No	%	No	%
Gumla	Total	291	58.2	158	31.6	402	80.4	302	60.4	500	100.0
	SC	10	41.7	12	50.0	21	87.5	16	66.7	24	100.0
	ST	281	59.0	146	30.7	381	80.0	286	60.1	476	100.0
Malkangiri	Total	239	47.8	193	38.6	476	95.2	452	90.4	500	100.0
	SC	38	82.6	6	13.0	45	97.8	44	95.7	46	100.0
	ST	201	44.3	187	41.2	431	94.9	408	89.9	454	100.0
All Total		530	53.0	351	35.1	878	87.8	754	75.4	1000	100.0

Needless to say, water is the most precious for life and health. Looking the indispensability for leading a disease free life all stakeholders say government officials, people representatives, people in coordination with all (75.4%)

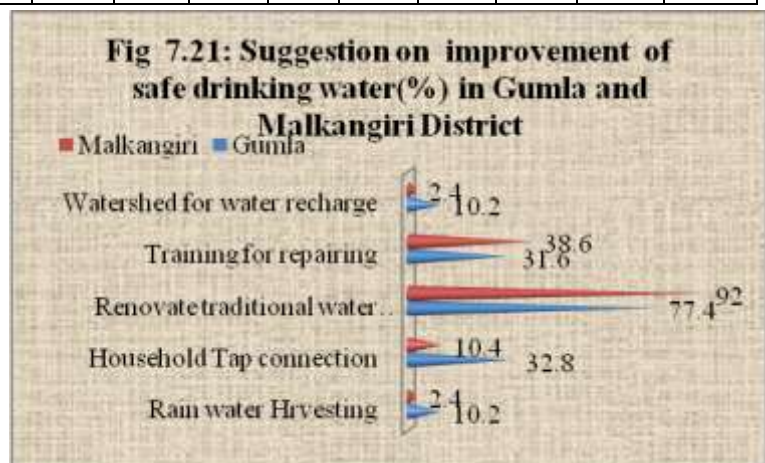


participate in program implementation. Equity in sharing of water among common people irrespective of caste, class and power is the fundamental principle of coordination of all concerned. But, this spirit as observed is lacking in both the districts. Despite several drinking water supply schemes/ system and approved liberal norms for drinking water availability, there are number of partiality which needs to be addressed and equal sharing of ideas /views to be honored to make the scheme successful.

Table 7.21: Suggestion on Improvement of Safe Drinking Water in Gumla and Malkangiri districts

District	Size Class	Rain water Harvesting		Household Tap connection		Renovate traditional water bodies		Training for repairing		Watershed for water recharge		Total	
		No	%	No	%	No	%	No	%	No	%	No	%
Gumla	Total	51	10.20	164	32.8	387	77.4	158	31.6	51	10.2	500	100.0
	SC	3	12.50	8	33.3	19	79.2	12	50.0	3	12.5	24	100.0
	ST	48	10.08	156	32.8	368	77.3	146	30.7	48	10.1	476	100.0
Malkangiri	Total	12	2.40	52	10.4	460	92.0	193	38.6	12	2.4	500	100.0
	SC	1	2.17	6	13.0	41	89.1	6	13.0	1	2.2	46	100.0
	ST	11	2.42	46	10.1	419	92.3	187	41.2	11	2.4	454	100.0
All Total		63	6.30	216	21.6	847	84.7	351	35.1	63	6.3	1000	100.0

Looking the anomalies in safe drinking water supply, some suggestions are in (Chapter-12) for policy implication and as well for Promotion of Human Rights to Water



7.5 Rural Housing

All the time of human history, a suitable house stands as most vital for protection from all natural calamities, securing physical and mental health and privacy, enhancing work efficiency, social status and identification in society. Hence, proper housing bears direct significance to the standard of community and nation.

Accordingly, many international organisations proclaim housing as basic human rights, habitation justice and a facet of social justice. The United Nations Resolutions 217 A (III) on 10th December, 1948, Article 25(I) states “Everyone has the right to a standard of living adequate for housing and others including health, food, clothing, education etc. for wellbeing of himself and his family”. Likewise, The United Nations General Assembly has declared 1987 as International Year of Shelter for the Homeless (IYSH) to arouse public consciousness and help to formulate national policies for shelter. To boost this mission further, The United Nations Centre for Human Settlement (UNCHS), a principal agency of the UN is periodically organising a wide range of international activities to build up meaningful national programs of realisations of shelter as a basic human rights. Likewise, The Universal Declaration of Human Rights further recognizes the dignity and worth of personhood covering the right to a reasonable standard of living includes housing and other basic amenities such as food, clothing, medical care, etc. In similar manner, The International Covenant on Economic, Social and Cultural Rights recognizes the right to every one of suitable standard of living including adequate food, clothing, and housing. Accordingly, in part of International Human Rights Jurisprudence the right to shelter stated not as State charity or condescending grace but as basic share of right for the happiness of humanity. The National Campaign for Housing Rights (NCHR) 1986 defined housing is much more than the provision of a building of four walls and a roof. In fact, housing is seen as an activity which empowered one to “live with dignity in social, legal, and environmental security”., and with adequate access to the essential resources of land, building materials, water, fuel, as well as civic services and finance.

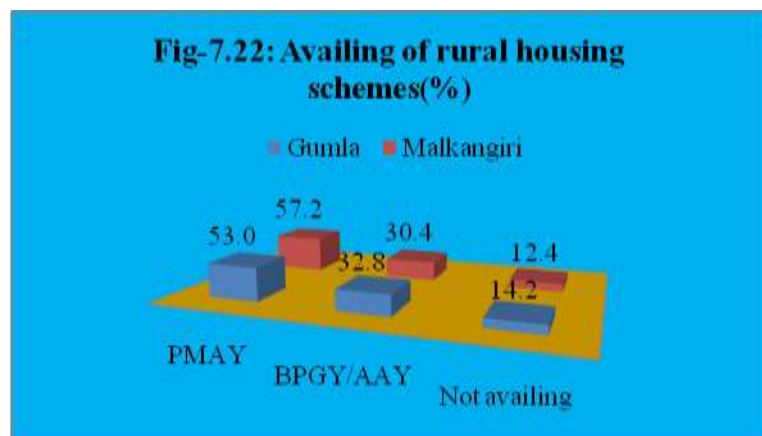
Based on these perspectives, the global hope of the human family necessarily compels the actualisation of a right to residence as a human right. The State parties expected to take appropriate steps to ensure the realization of this right, recognizing suggestion of international conventions.

In light of international perspectives, the India also has certain constitutional provision and laws make obligatory for the State to provide the right to adequate housing to all its citizens. As such, the Constitution of India grounded adequate housing as a human right encompassed within the preview of Fundamental Rights and Directive Principles. Accordingly, the Government of India has framed plan, program and policies for realistic housing programs of poor citizens. Begin with, after independence in 1950's India had started to address the housing problems of all section of society. Subsequently, under various plan and programs especially under National Housing Policy government rendering financial support and other related assistance to inadequately housed and houseless weaker section of society for securing affordable house. The basic purpose is to enable them to live with dignity and free from individual servitude. In addition, the 73rd Constitutional Amendment, 1992 has given it further boost under 11th Schedule of PRI Act prioritizing participation of common people or community participation in planning, coordination and implementation of housing to all SC, ST and other vulnerable group of the society. Remarkably, Supreme Court of India in its various judgements has upheld the right to life to live with dignity under Article 21 of the Constitution of India.

Table 7.22: Availing of Rural Housing Schemes in Gumla and Malkangiri Districts

District	Size Class	PMAY		BPGY/AAY		Not availing		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	265	53.0	164	32.8	71	14.2	500	100.0
	SC	13	54.2	8	33.3	3	12.5	24	100.0
	ST	252	52.9	156	32.8	68	14.3	476	100.0
Malkangiri	Total	286	57.2	152	30.4	62	12.4	500	100.0
	SC	36	78.3	6	13.0	1	2.2	46	100.0
	ST	250	55.1	146	32.2	61	13.4	454	100.0
All Total		551	31.6	316	13.3	133	55.1	1000	100.0

In light of this perspective a study was conducted following the Right to Development perspectives to explore the ground reality of implementation of housing scheme under 11th Schedule of



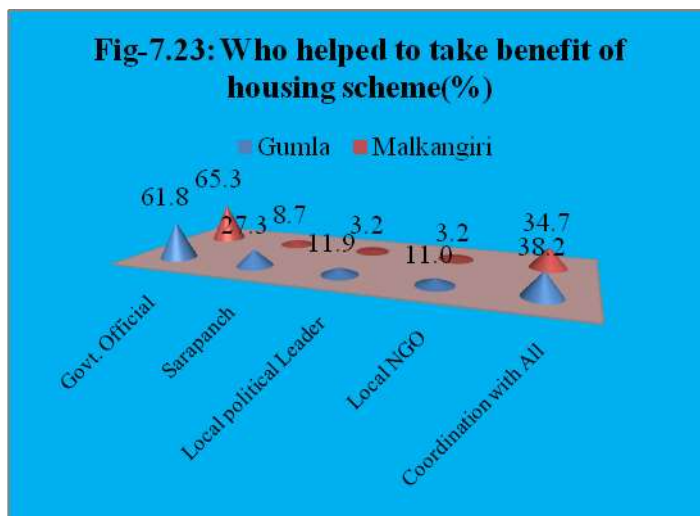
PRI Act. The current Pradhan Mantri Awas Yojana of Central Government and in addition Biju Pucca Ghar Yojana or Mo Ghar Yojana, Odisha Government and Baba Saheb Bhimrao Ambedkar Awas Yojana / Birsa Munda Awas Yojana, Jharkhand Government have given further boost to housing scheme in Malkangiri and Gumla districts respectively. It is found that in both the districts ST & SC availed PMY (31.6%) and BPJY/ AAY (13.3%). Half of the beneficiaries interviewed found and not availing (55.1%) means their name is registered and awaiting even three years or more with expectation to receive it soon.

Table 7.23: Support System of Housing Scheme in Gumla and Malkangiri Districts

District	Size Class	Panchayat Secretary		Sarpanch		Local political Leader/ Village Mukhia		Local NGO		Coordination with All		Total	
		No	%	No	%	No	%	No	%	No	%	No	%
Gumla	Total	265	61.8	117	27.3	51	11.9	47	11.0	164	38.2	429	100.0
	SC	13	61.9	7	33.3	3	14.3	1	4.8	8	38.1	21	100.0
	ST	252	61.8	110	27.0	48	11.8	46	11.3	156	38.2	408	100.0
Malkangiri	Total	286	65.3	38	8.7	14	3.2	14	3.2	152	34.7	438	100.0
	SC	36	85.7	6	14.3	1	2.4	2	4.8	6	14.3	42	100.0
	ST	250	63.1	32	8.1	13	3.3	12	3.0	146	36.9	396	100.0
All Total		551	63.5	155	17.9	65	7.5	61	7.4	316	36.4	867	100.0

N.B: Additive figures may not be equal to the total as of multiple perceptions

Panchayat Secretary who is a government official (63.5%) and Sarpanch (17.5%), the



people's representative play the main role in the identification process of beneficiaries below the poverty line. Also, coordination of other stakeholders including NGO (34.6%), & local political leader play crucial role in the selection process of beneficiaries as well in both the districts. Under PESA Act Gram Sabha is

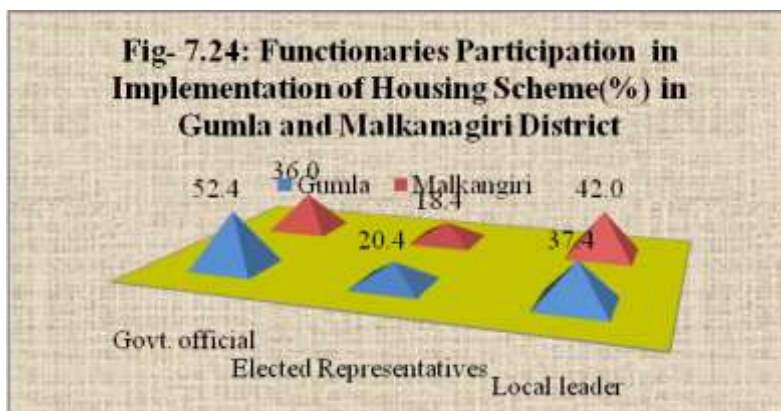
necessarily to play such role with the participation of common people for more transparency and accountability. But in both the States such vital Act is yet to be implemented which violated the spirit of PRI Act.

Table 7.24: Functionaries Participation in Implementation of Housing Scheme in Gumla and Malkangiri districts

District	Size Class	Govt. official		Elected Representatives		Local leader		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	262	52.4	102	20.4	187	37.4	500	100.0
	SC	12	50.0	6	25.0	9	37.5	24	100.0
	ST	250	52.5	96	20.2	178	37.4	476	100.0
Malkangiri	Total	180	36.0	92	18.4	210	42.0	500	100.0
	SC	7	15.2	2	4.3	38	82.6	46	100.0
	ST	173	38.1	90	19.8	172	37.9	454	100.0
All Total		442	44.2	194	19.4	397	39.7	1000	100.0

N.B: Additive figures may not be equal to the total as of multiple perceptions

In similar manner, government officials especially Panchayat Secretary and elected representatives such as Sarpanch plays key role in sanctioning financial assistance installment wise

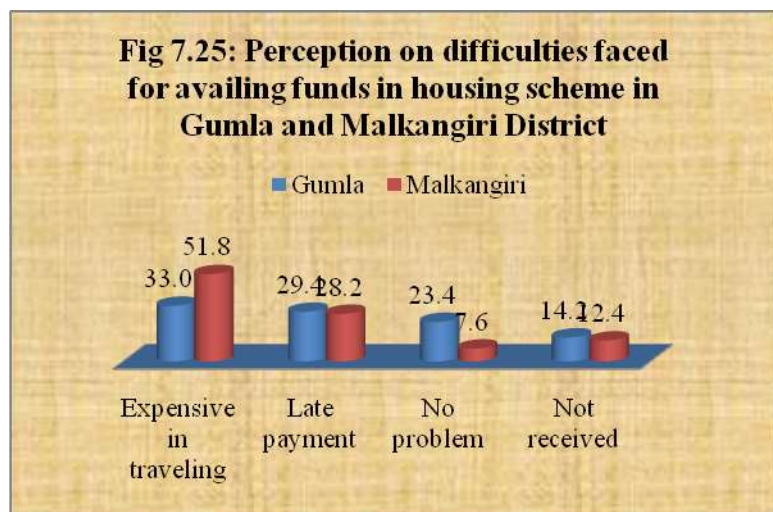


and facilitate construction of house. On visiting the sites, it was found that many houses are completed with two rooms, but lying vacant as most of the inhabitants are feeling uncomfortable to live in due to non-appreciated design, size, location of room and quality of house. Besides, the structural design is not akin to their cultural practice and social values. As observed, it is more prevalent in Malkangiri than Gumla district. In the latter, this scheme mostly availed by SC who spends additional money than prescribe limit Rs.1, 30,000/- to make their house more comfortable and useful according to their choice. However, construction of new house has given an identity in terms of social wellbeing, economic development and status as a citizen to many beneficiaries in the society.

Table 7.25: Financial Difficulties in Housing Scheme in Gumla and Malkangiri districts

District	Size Class	Expensive in travelling		Late payment		No problem		Not received		Total	
		No	%	No	%	No	%	No	%	No	%
Gumla	Total	165	33.0	147	29.4	117	23.4	71	14.2	500	100.0
	SC	0	0.0	14	58.3	7	29.2	3	12.5	24	100.0
	ST	165	34.7	133	27.9	110	23.1	68	14.3	476	100.0
Malkangiri	Total	259	51.8	141	28.2	38	7.6	62	12.4	500	100.0
	SC	0	0.0	39	84.8	6	13.0	1	2.2	46	100.0
	ST	259	57.0	102	22.5	32	7.0	61	13.4	454	100.0
All Total		424	42.4	288	28.8	155	15.5	133	13.3	1000	100.0

Moreover, though number of housing schemes is being implemented, even then, selected beneficiaries facing difficulties to realize their dreams of 'Apna Ghar'. While interaction with them, it is found that many identified beneficiaries are enlisted to have a house but



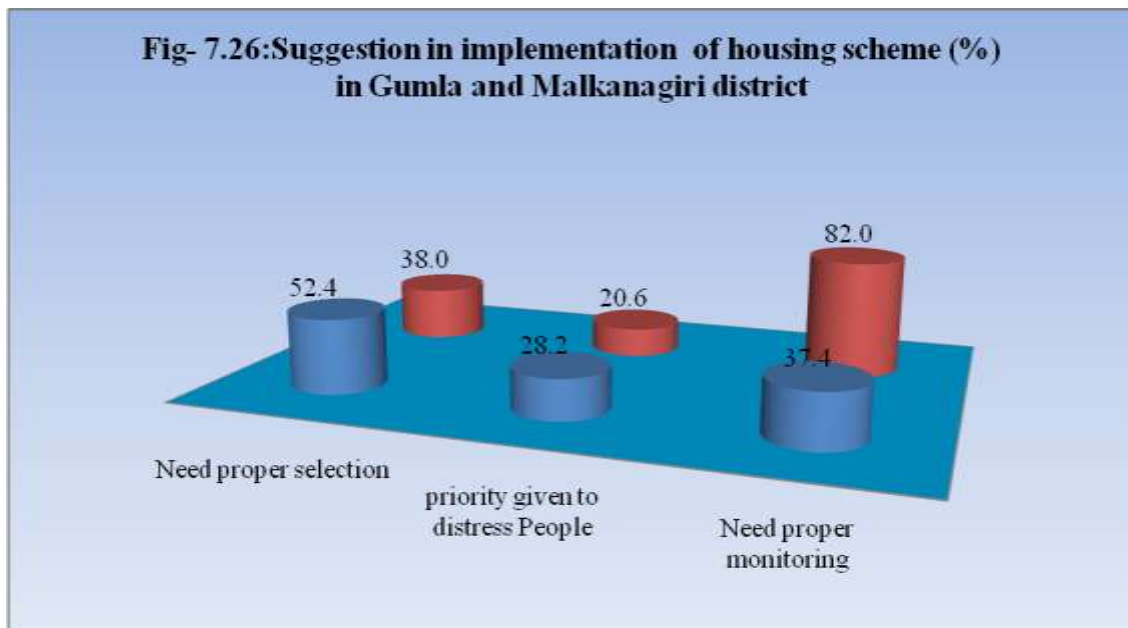
still pending due to lack of legal entitlement of forest land where they are living years together which is violation of Forest Right Act(FRA) 2006. This apart, most of the existing beneficiaries expressed discontent on irregularity of receiving sanctioned installment in time (24.4%) which stands constraint to complete the house in schedule time. As observed many of the completed houses are lying vacant due to reversal of their traditional housing construction practices. Such scenario observed more in Malkangiri district than Gumla district. This apart, budget cost of housing escalates in delay of construction which caused non completion of house of many beneficiaries.

Table 7.26: Suggestion in Implementation of Housing Scheme in Gumla and Malkangiri districts

District	Size Class	Need proper selection of beneficiaries		Priority given to genuine financial support		Need proper monitoring		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	262	52.4	141	28.2	187	37.4	500	100.0
	SC	12	50.0	3	12.5	9	37.5	24	100.0
	ST	250	52.5	138	29.0	178	37.4	476	100.0
Malkangiri	Total	190	38.0	103	20.6	410	82.0	500	100.0
	SC	7	15.2	2	4.3	38	82.6	46	100.0
	ST	183	40.3	101	22.2	372	81.9	454	100.0
All Total		452	45.2	244	24.4	597	59.7	1000	100.0

N.B: Additive figures may not be equal to the total as of multiple perceptions

Some suggestion evolved on rural housing schemes are in **(Chapter-12)** for promotion of human rights.



7.6 POVERTY ALLEVIATION

Poverty Alleviation Programs aims to reduce the rate of poverty in the country by providing proper access to food, monetary help, and basic essentials to the households and families belonging to the below the poverty line. According to the World Bank, Poverty is pronounced deprivation in well-being and comprises many dimensions like low incomes,

inability to acquire the basic goods and services necessary for survival with dignity, low levels of health and education, poor access to clean water and sanitation, inadequate physical security, lack of voice, insufficient capacity and opportunity to better one's life, etc. Commemorating, *it says* person living on less than \$1.90 a day or less is considered living in extreme poverty. Ironically, despite of much progress world over still 767 million people fall under this category. In similar manner, in India according to official data in 2011, 268 million people are surviving on less than \$1.90 a day. Since independence, several poverty alleviation development programs have been initiated under Five-year plans such as Pradhan Mantri Gramin Awaas Yojana, Indira Gandhi National Old Age Pension Yojana, Anna Purna Yojana, etc. In similar manner, under 11th Scheduled of PRI Act number of development programs linking poverty alleviation have been initiated such as Pradhan Mantri Jan Dhan, National Rural Livelihood Mission (NRLM), National Food Security Mission, etc.

In light of this perspective a study was conducted following the Right to Development perspectives to explore the ground reality of implementation poverty alleviation scheme under 11th Schedule of PRI Act.

7.6.1 National Rural Livelihood Mission (NRLM)

NRLM is one of the flagship programs of Government of India for enhancing the socio-economic condition of the rural poor through development of self-sustained and communities manage institutions. The main thrust of the program is to ensure it by mobilizing them into thrift and credit based Self-Help Groups (SHGs). This drive is due to as experience shows that large number of them including specially women is not able to avail benefits from the nationalized financial credit institutions say Commercial Banks, Co-operative Bank, regional Gramin Bank and others because of rigid formal procedure. Therefore, large numbers of them are always under the trap of local money lender and other informal credit agencies. A growing concern felt that the state lead banking system is not catering enough to the needs of the disadvantage group, commonly more on women group. In this NRLM program focusing on women is due to they are the most underprivileged and vulnerable group, though they substantially contribute to the household economy by wage labor in agriculture, road and building construction, looking after cattle, engaging household chores, collecting fuel and fodder, and other minor forest products. Needless to

mention, their labors have hardly been rewarded over the times. In fact, they neither own assets nor have the access to income that has generated by them. Paradoxically, in all the times, their condition is jeopardized by various socio-cultural constraints though they significantly contribute to the family and society as well. Considering this ground reality on indifference of women's contribution to promotion of sustainable rural livelihoods, NRLM has laid much emphasis on ST and SC women empowerment through SHGs in both the districts of Malkangiri and Gumla districts. More so, this is compounded by Odisha Livelihood Mission (OLM) in Malkangiri district of Odisha.

As observed in both the districts that many grass root informal financial institutions popularly known as SHGs are constituted comprising of homogenous ST/SC women group of having similar socio-economic background commonly designated as 'affinity group'. Such self promoted groups provides space of democratic culture and voluntary spirit of mutual consent in fixing amount of contribution, interest rate and period of payment and repayment in thrift and credit for meeting emergency needs and development of enterprise. At the behest of District Rural Development Agency (DRDA), Block and Panchayat level government officials by coordination with PRIs elected representatives, SHGs are linked to NABARD, Nationalized Commercial and Gramin Bank, NGOs, micro-finance institution (MFIs) etc for extending financial support, subsidies, training for capacity building in financial management, exposure visit for adoption of new skills and technology, etc. As such, SHGs are gaining popular among ST/SC to take up responsibility of their life, determine their goals, socio-political change, enhance earning capacity, harvest collective powers to tackle various kind of discrimination and inequality, movement for social justice and so on. In short, at behest of NRLM SHG has now gained momentum in creating the culture of an alternative sustainable development of the ST/SCs.

In light of this context, an attempt was made to interact by group discussion with fifty SHGs members in each district on raising their socio-economic through self-sustained managed institutions. As observed, these targeted poor household are mobilized into thrift and credit based SHGs which are in turn federated into higher level institutions at cluster, Gram Panchayat and Block level. These SHGs are formed above five years by active support of NRLM. The ST/SC SHG members general background reveals that they are commonly just literate, landless, engaged in wage labor in various unorganized sector like

agriculture, road and building construction, etc. They live at subsistence level and are below poverty line. Real wages are incredibly low and sign of exploitation rampant in all spheres. One elderly women member sighed ‘In the old days even a single women’s work was enough to feed the family; now even if the whole family works we go hungry’. However, to overcome all these ordeals at behest of NRLM SHGs many rural livelihood programs related to employment generation, improved production potential including agriculture, vegetables, livestock-based enterprise and others are going on for ensuring food security, reduction of distress migration, etc. Despite the fact, many limitations found like abject poverty, high illiteracy, and inability in managing finance and establishing contact with bank, etc. They are being induced to borrow small loans for inclusive growth and poverty reduction. As such, financial inclusion through loan is the panacea of poverty alleviation. But ironically the provision of loan to extreme poor people is far from being associated with their guaranty source of income and improvements in well beings. Besides, no such specific effort made to find out the impact of loan on welfare of ST/SC. In fact, as observed SHGs are more adherent to financial dimension than social mission. More over SHG member’s narrative claims that they are mechanically motivated to go for micro-enterprises like small shops, petty trading, raising goat and chicken, rearing milk cows, etc to improve the income. They are advised as such that these schemes could help for a better quality of life of their families in education, health, nutrition and so on. In fact, these aspects are more hyped than their lack of access to basic public services like health, employment, security, education, electricity, water, roads and so on. Further, as observed from their discontent that they are given pushing loan without taking into consideration of their capacity of repayment and compulsion of repayment in weekly or fortnightly instalment caused lot of resentment. It has strong negative implication on their social performance and achievement, and overall quality of life. Many extremely poor women members went on extent of saying that previously they were happy on whatever they have but induced debt and repayment affecting their daily food consumption, dignity and self-worth.

7.6.2 The Mahatma Gandhi National Rural Employment Guarantee Schemes (MGNREGS)

MGNREGA is a right -based flagship program of the Government of India enacted by legislation on August 25, 2005 and came with effective from 2 February, 2006. The

purpose is to guarantee at least 100 days of wage employment of manual unskilled work to poor rural household. Conspicuously, the Act addresses itself mainly to working people and their fundamental right to life with dignity. Further, the Act gives opportunity to poor and needy people for livelihood security and enables them to maintain a minimum standard of living with restriction of distress migration for search of livelihood. Notably, since 73rd Constitutional Amendment, the Act is now being implemented under 11th Schedule of PRI Act. In principle, the area of work and labour participation is to be decided by the local self-government with coordination with Panchayat Secretary, Block and District level officials. As such, Panchayat has the ultimate right to make their own plan and work out at least 50 percent of the development scheme like afforestation, road construction, PMY house construction and sanitation and other works sponsored under MGNREGA.

In light of this context, a group discussion was made with the ST/SC beneficiaries covered under development scheme of 11th Schedule of PRI Act about their perception and benefits derived under MGNREGA scheme in Malkangiri and Gumla district of Odisha and Jharkhand State. As revealed in Malkangiri district, they have job card and periodically call for to work unskilled job in different schemes. They basically prefer to work during agriculture lean season. It was found that almost all (100%) have strong reservation about modus operandi of labor payment. Needless to mention, timely payment of wages is central to the rights- based realization of minimum guarantee income under MGNREGA. It is nowhere in sight. Timely nonpayment or delays in wage payment a common phenomenon observed in operational area which affects their subsistence. This is mainly due to biometric identification system and Aadhar- based payment System (ABPS) directly in banks account. In fact, this system runs against time. The government purpose is maintained transparency, savior and safety net to workers. In ground reality, this system has become counterproductive to the poor workers. All of them suffering in abject poverty expressed dismay over delay or irregular payment due to not able to comply with advanced digital system. In fact, it has created a new generation payment glitches by diversion of wages to bank account. Though, such system justified to make corruption free payment but inordinate delay violate workers right of payment within a week as per the law. Loss of Aadhar Card, wrong mention of name or even leaving one digit by mistake, etc stands as major obstacles for such acute poverty stricken wage laborer. In addition, apply again if lost or correction

name, address, age etc if wrong stands as herculean task for them ,as they are not acquainted this system and struggling hard to meet day end. In other words retrieving an Aadhar number, journey through various steps to make necessary correction at block headquarters or nearby town, wrong with finger prints in biometric system, mismatch job card with Aadhar card etc and overall ABPS observed not at all congenial for such poor people. In fact, in Indian rural system, introduction of such technology makes mockery and adds to their confusion, problem, and poverty and ultimately affect right to life. This apart, the wage rate is far below in MGNREGS (current rate Rs.237/-in Odisha) than other works available in the area say agriculture, road construction, afforestation and allied works (minimum wage rate Rs. 345/- in Odisha). Besides, depending upon demand the wage rate has increased up to Rs.400/- with immediate payment. Such difference of wages, mode and delay of payment dissuade poor to remain away of MGNREGs work. Needless to say, poor need cash on a daily basis to meet their consumption needs and are forced to turn away from the program and look for alternative employment. In this process women laborer suffers a lot as in the tribal area of Malkangiri district. Their employments in this scheme are higher than the male and commonly act as mains source of bread earner.

Despite of much declaration on devolution of power to PRIs, such centralized scheme fails to strength it in operational area. As found Local Self-government plays very passive role in extending justice and ensuring their right to work under MGNREGS in Malkangiri district.

In similar manner, this scheme is introduced in Gumla district, Jharkhand state to help poor, especially ST and SC to avoid hunger and distress migration and to make useful the asset created for the general public. It is pertinent to mention, that the PRIs system became operational since 2010. As of now the operation of MGNREGS mainly regulated by direction of district and block level government officials and functional institutions of local governance appears not providing effective public services in rural areas. The Gram Panchayats are relatively in new and nascent stage. By interaction with beneficiaries and elected representatives of PRIs, it is observed that block level officials, Panchayat Secretary and village head make operational plan area to extend employment opportunities of unskilled poor workers in their locality. In other words, local self-government is not independent enough to make any people-centric planning and implementation. In the

absence of effective local governance and peoples monitoring, the poorest worker remains unattended. Though in principle, Village Panchayat are empowered to allocate work to the workers against work demand; can issue work-orders to the mates; Mukhiyas have the authority to sign Fund Transfer Orders (FTOs) as second signatories; GP can issue supply orders to the vendors, etc but the sole onus lies with block administrations.

On the whole, in both the districts the implementations of this scheme run in direction of block and district administration with least link of local self-government.

7.7 Agriculture and Agricultural Extension

For centuries, agriculture has been the way of life of millions and the main source of Indian economy. Besides, it acts as sustenance of livelihood and employment opportunity for vast number of people and also gives specific ethos to the rural community. Since, independence under five-year plan programs number of strategies of agricultural development have been undertaken on food security in reduction of hunger and poverty of all households. Following, also initiated number of micro and macro irrigation project, encouraged use of modern farm technology, practice of High Yielding Varieties (HYV), use of pesticide to control diseases, use of chemical fertilizer for bumper crops, facilitation of loan from nationalized banks, cooperative society and other formal and informal financial institutions. Beside, all these schemes, other provisions are introduced like subsidy in agricultural input, procurement and marketing of agricultural products, etc. Latest under 11th Schedule of PRI Act management of farm and non-farm sector assigned on local self-government for ensuring benefit of all rural communities. In current scenario much focus is given on marketing of agricultural product than self-consumption with the purpose of eradication of poverty, inequality, reduction of distress migration, promotion of rural livelihood, maximizing benefits of food security, etc.

As study reveals related to farm sector that the tribal are mostly landless, small and marginal farmers rely much on forest land for cultivation and other agricultural activities. Over the years various agricultural development schemes have brought little impact on method of cultivation, cropping pattern, production relation and over all of their inclusive growth. Their production process is primarily based on self-consumption and little surplus for market. They depend upon mainly stream water, rain water and currently government has introduced micro irrigation project scheme namely Pradhan Mantri Krishi Synchyaee

and Watershed Development for water supply round the year in Malkangiri district. The beneficiaries who have own land with Patta within 3 acres land and above are commonly selected (67%) by Watershed Development Committee / Village Committee to take benefit of this scheme. In fact, the unevenness of land among them stands as constrained to implement the scheme. The training of farmers paves way to use of modern technology, chemical fertilizer, and HYV seeds for better yield. Agricultural officer guide them to promote from traditional based to advance agriculture. Most of them opted for loan from local money lenders, SHGs, and banks etc. After project intervention though marked changes are in cropping pattern, land use pattern occupation, agriculture production and more areas like degraded and waste land have been brought under productive use. Despite the fact, it is yet to bring them above the subsistence level. In addition, many of them (52%) choose vegetable cultivation like brinjal, potato, tomato and vegetable and others for purpose of marketing and meeting local needs. The penetration of market in both Rabi and Kharif crops observed not highly commercialized for export rather meant more to meet local needs. On the other hand in Gumla agricultural activities commonly limited to Kharif crops and lack of irrigation facilities both micro and macro lead the land holders to keep it no use in productive activities till next Kharif crops which facilitate mass migration for search of livelihood. Relying more on non-farm sector as substitute of farm sector appeared not progressive, though lot of schemes like goat keeping, livestock, honey bee, etc are being promoted by the government.

7.8 Public Distribution System (PDS)

The origin of Public Distribution System (PDS) in India can be traced back from the Second World War (1939-45) and subsequently evolved in the back drop of Bengal famine in the year 1943. The thrust of this program was started with a view to relief and to protect hunger stricken people from instant death. Basically, it was purely humanitarian in approach. Since independence, India has adopted it as a flagship program by providing food in subsidized rate through ration shop or the fair price shop to weaker section of society. This is done under Article 21 of the constitutional provision to ensure right to life in raising nutritional standard of poor Indian citizen. Recently, under national Food and Security Act (NFSA) 2013 it has expanded enormously emerging as major poverty alleviation measures

to below poverty line (BPL) families and now become permanent features in government economic policy. Now, almost all state government has considered PDS as a principal instrument of food security in the midst of spiraling prices of essential commodities. Hence, PDS has an intrinsic relationship to meet the minimum food necessities of poor household and to break down the vicious cycle of poverty constantly. Also, it is looked as the basis of food security and backbone of national prosperity and well-being of country. In fact, the health of any nation is directly linked to food security of its needy citizen which enables them to participate in community development, rural economy, political process and other dimensions of society.

PDS along with inclusion of other plan programs, now revamped under eleventh schedule of PRI Act to reach the out reached like identification of beneficiaries, coordination with civil supply officials for fair distribution of food items, selection and issuing license to fair price shop owners, etc. Besides, village Panchayat is looked as main operational functionaries for achieving the Sustainable Development Goal of “Zero Hunger”.

In light of this context, an attempt is made here to focus about the role of local governance system under PRIs in managing the PDS under Antyodaya Anna Yojana cards for promoting the right to life and food of vulnerable. On interaction with the beneficiaries and staff of Civil Supply department it was found that as the district Malkangiri was under undivided “Kalahandi, Bolangir and Koraput (KBK) region” declared by the Government of India as most backward area and well known for acute food security, therefore, PDS was made universal to all weaker section of society. Hence, all beneficiaries under entitlement of BPL category were availing food items, especially rice 5kg per head from fair price shop in very subsidized rate. The continuity of availing this benefit was periodically reviewed wherein elected representatives playing very significant role in coordination with Panchayat Secretary. Despite the fact, some problems observed in the distribution system. In Gumla district, the fair price shop owner deducts two kgs of rice on whole allotted per family as cost of transport charges which appears violation of National Food Security Act, 2013. All most all beneficiary express grievances in both the districts that good quality of rice diverted to open market for sale and they receive low quality for consumption which fails to restrict malnourishment. Besides, as mass migration is high to within and outside

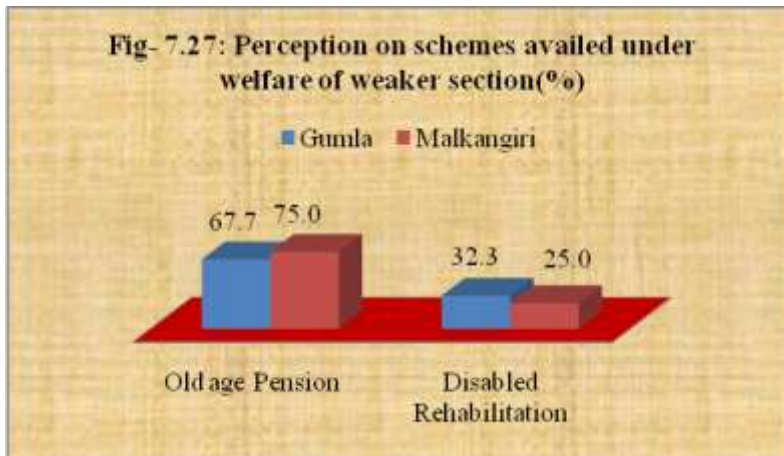
state for search of livelihood, therefore, their ration card observed misused by fair price shop owners in both the districts. Ironically, all concerned including PRIs members accepts it as part of the system unwillingly. Regrettably, in policy and plans programs all express deep concerned about poverty but not poor. As declared now about 80 corer population out of 130 depends upon PDS shows sluggish development picture of nation.

7.9 Welfare of Weaker Section (SC &ST)

India is declared as a democratic welfare state attempts to guarantee social security by enabling individual and families to meet certain ‘social contingency’ say old age, sickness and unemployment. Since independence, the Government of India has made efforts to provide social security schemes for the welfare of the elderly vulnerable people who are precariously living close to below poverty line. The purpose is to bring back them to the mainstream of society and to ensure their right to lead a life of minimum human dignity. Article 41 of the Directive Principles of State Policy has particular relevance to old-age social security. As it state that ‘the state shall, within the limits of its economic capacity and development, make effective provision for securing the right to work, to education and to public assistance in case of unemployment, old age, sickness and disablement and in other cases undeserved want’, (Kumar, 2015). Comply with it the Central Government has introduced many programs for the welfare of the older population in India over a period. Some of these are Integrated Program for Older Person (IPOP) 1992, Indira Gandhi National Old Age Pension Scheme IGNOAPS), 1995, National Policy on Older Person (NPOP), 1999, etc. In these schemes, among many like health, shelter, monetary, food, etc, the monthly old age pension contributes significantly to maintain the minimum good quality of life. In similar manner, various State Government along with complying the Central Government, have declared their own old age pension schemes. Notably, since 73rd Constitutional Amendment, 1992 it has come under the 11th Schedule of PRI Act for implementation at level of Panchayati Raj Institution. In this institution public, community members, elected representatives involvement are prioritized in identification of beneficiaries and extending support service keeping in coordination with the block and level administration.

Table 7.27: Availability of Social Welfare Schemes for Weaker Section (Old Age Pension & Disabled/ Widow) in Gumla and Malkangiri districts

District	Social Group	Old age Pension		Disabled/Widow Rehabilitation		Total	
		No	%	No	%	No	%
Gumla	Total	107	67.7	51	22.6	158	100.0
	SC	4	57.1	3	4.7	7	100.0
	ST	103	68.2	48	21.9	151	100.0
Malkangiri	Total	36	75.0	12	9.8	48	100.0
	SC	2	66.7	1	1.4	3	100.0
	ST	34	75.6	11	9.1	45	100.0
All Total		143	69.4	63	22.9	206	100.0



In light of this context, we had interaction with several old age beneficiaries (69.4%) and disabled and widow (22.9%) in both the districts to explore about their nature of dependency on pension, expenditure pattern, document leading

way of life, etc.

Table 7.28: Functionaries Participation in Implementation of Welfare of Weaker Section Schemes (Old Age Pension & Disabled/ Widow) in Gumla and Malkangiri districts

District	Social Group	Govt. official		Elected Representative		People participation		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	107	67.7	51	32.3	26	16.5	158	100.0
	SC	4	57.1	3	42.9	2	28.6	7	100.0
	ST	103	68.2	48	31.8	24	15.9	151	100.0
Malkangiri	Total	36	75.0	12	25.0	6	12.5	48	100.0
	SC	2	66.7	1	33.3	1	33.3	3	100.0
	ST	34	75.6	11	24.4	5	11.1	45	100.0
All Total		143	69.4	63	30.6	32	15.5	206	100.0

As found the role of government officials especially Panchayat Secretary the principal actor (69.4%) and the elected representatives (30.6%), and very least participation of common people (15.5%) in identification of such beneficiaries for availing the benefits. In Malkangiri District, Odisha beneficiaries availing benefits Rs. 500/- p.m mainly from Madhubabu Old Age Pension scheme. In Gumla district, Jharkhand State beneficiaries receive pension Rs.1000/- from Department of Women and Child Development and Social Security. So far as modus operandi of receiving pension and difficulties beneficiaries encounter almost same in both the districts. As observed, disintegration of joint family, compulsion of searching livelihood within and outside state, lack of any policy for suitable engagement of senior citizen in productive ways, etc contributes hazards in life especially of STs and SCs. In current scenario of inflation, such meager assistance, even very often irregular, hardly satisfy their hunger. Currently, system of direct transfer of pension to their bank account adds to their misery to receive it in time. This due to distance to bank, incapable to reach bank due to excessive old age, often failure of internet in bank, mismatching of signature due to old age, etc adds difficulties to receive pension in time. In addition maintenance of Aadhar Card, Bank Pass Book complains on non-availability sufficient cash and non-cooperation of bank staff adds their difficulties. Besides, stagnancy in pension amount and not increasing with matching inflation violate their right to quality life with minimum dignity.

In view of such laxity in application of this scheme, some suggestions are in **(Chapter-12)** for promotion of human rights of STs and SCs.

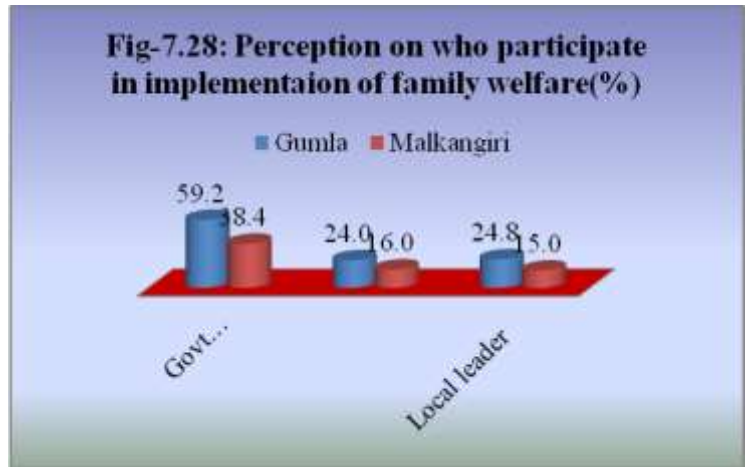
7.10 FAMILY WELFARE (FWP)

The family welfare program has high priority in India because its success depends upon the quality of life of all citizens. Needless to mention, India is the first country in the world launched a National Programme for Family Planning in 1952 including counseling and services to women for healthy reproduction, education about safe delivery and post delivery of the mother and the baby, treatment of women before pregnancy and health care for infant's immunization against preventable disease.

Table 7.29: Functionaries in Implementation of Family Welfare Schemes in Gumla and Malkangiri districts

District	Size Class	Govt. official		Elected Representative		Local leader		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	296	59.2	120	24.0	124	24.8	500	100.0
	SC	24	100.0	4	16.7	2	8.3	24	100.0
	ST	272	57.1	116	24.4	122	25.6	476	100.0
Malkangiri	Total	192	38.4	80	16.0	75	15.0	500	100.0
	SC	8	17.4	6	13.0	5	10.9	46	100.0
	ST	184	40.5	74	16.3	70	15.4	454	100.0
All Total		488	48.8	200	20.0	199	19.9	1000	100.0

As found in Gumla district the family planning awareness program are more in context of spacing of children, immunization of new born babies, birth control by using contraception, etc in comparison to Malkangiri district. Health workers from government health department (59.2%) in

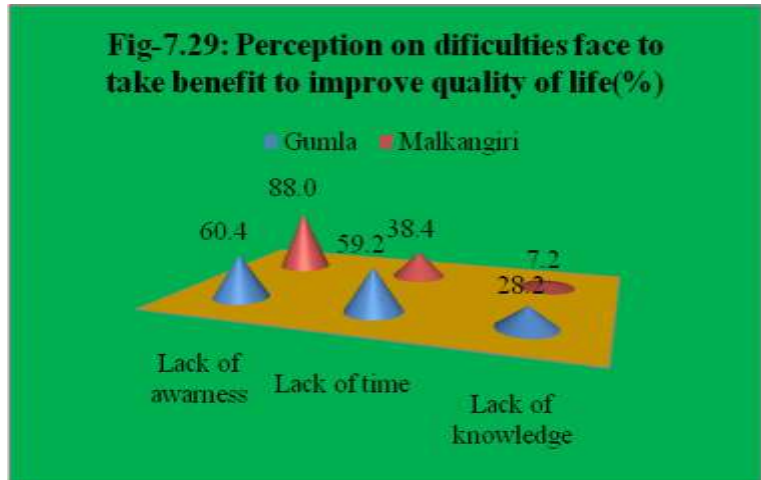


coordination with local traditional village leader and elected representatives (24.8%) popularizing among women to take benefit of this scheme for a better quality of life.

Table 7.30: Difficulties in Implementation of Social Welfare Schemes in Gumla and Malkangiri districts

District	Size Class	Lack of awareness		Lack of time		Lack of knowledge		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	302	60.4	296	59.2	141	28.2	500	100.0
	SC	15	62.5	24	100.0	3	12.5	24	100.0
	ST	287	60.3	272	57.1	138	29.0	476	100.0
Malkangiri	Total	440	88.0	192	38.4	36	7.2	500	100.0
	SC	41	89.1	8	17.4	0	0.0	46	100.0
	ST	399	87.9	184	40.5	36	7.9	454	100.0
All Total		742	74.2	488	48.8	177	17.7	1000	100.0

As observed in both the districts women participant in this program were from extreme poverty line with high malnutrition physical features. By interaction with them it revealed that their main attraction to this awareness program is due to provision of



food. Many of them expressed of reluctance to attend such program due to lack of time in terms of losing a day wage for survival which are 59.2% in Gumla and 38.4% in Malkangiri district. Their willingness is for more children as they will be assets for earning. Besides, conservatism, traditional belief, abject poverty stands as obstacles in capacity of thinking on family welfare. They believe more human resources in family for better quality of life which stands contrast to government preached program.

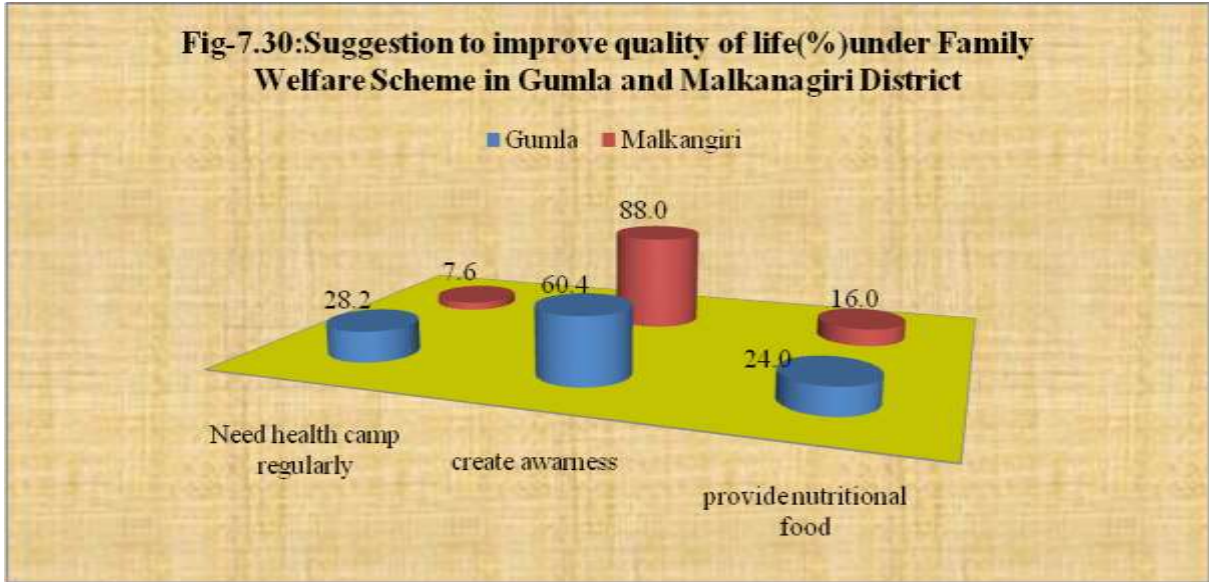
Table 7.31: Suggestion on improvement of family Welfare Schemes in Gumla and Malkangiri districts

District	Size Class	Need health camp regularly		create awareness		provide nutritional food		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	141	28.2	302	60.4	120	24.0	500	100.0
	SC	3	12.5	15	62.5	4	16.7	24	100.0
	ST	138	29.0	287	60.3	116	24.4	476	100.0
Malkangiri	Total	38	7.6	440	88.0	80	16.0	500	100.0
	SC	2	4.3	41	89.1	6	13.0	46	100.0
	ST	36	7.9	399	87.9	74	16.3	454	100.0
All Total		179	17.9	742	74.2	200	20.0	1000	100.0

In light of contradiction of government perception to family welfare and their understanding and acceptance for improving quality of life some of the suggestions are in (Chapter-12).

7.11 RURAL ELECTRIFICATION

Historically, STs & SCs including Schedule Tribe and Schedule Caste are always victim of deprivation, poverty, inequality, ethnic prejudice, etc. After independence, under various constitutional provisions numbers of development programs have been initiated to

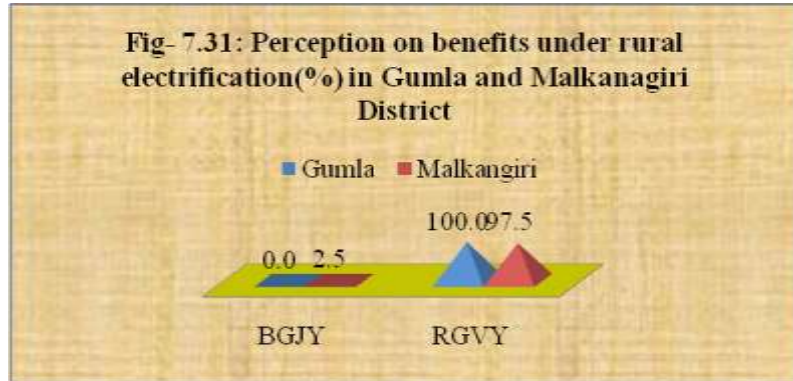


bring them to the mainstream society. Under democratic decentralization system, especially in the 11th Schedule of PRI Act 29 schemes have been prescribed to improve their socio-economic conditions and right to quality of life. Rural electrification is one such program is implemented under scheme such as Kutir Jyoti Yojana, Deendayal Upadhyaya Gram Jyoti Yojana and Biju Gram Jyoti Yojana sponsored by State and Central Government in Malkangiri District, Odisha and Gumla District, Jharkhand. These schemes are intended for vulnerable section of society below poverty line.

Table 7.32: Facilities in Rural Electrification Schemes in Gumla and Malkangiri districts

District	Social Group	BGJY		KJY		Total	
		No	%	No	%	No	%
Gumla	Total	0	0.0	353	100.0	353	100.0
	SC	0	0.0	18	100.0	18	100.0
	ST	0	0.0	335	100.0	335	100.0
Malkangiri	Total	12	2.5	464	97.5	476	100.0
	SC	1	2.2	45	97.8	46	100.0
	ST	11	2.6	419	97.4	430	100.0
All Total		12	1.4	817	98.6	829	100.0

The purpose of this scheme is to provide the energy in subsidized rate or free of cost depending upon the locality and nature of tribe. During interaction in Malkanagiri district it was found that most of the

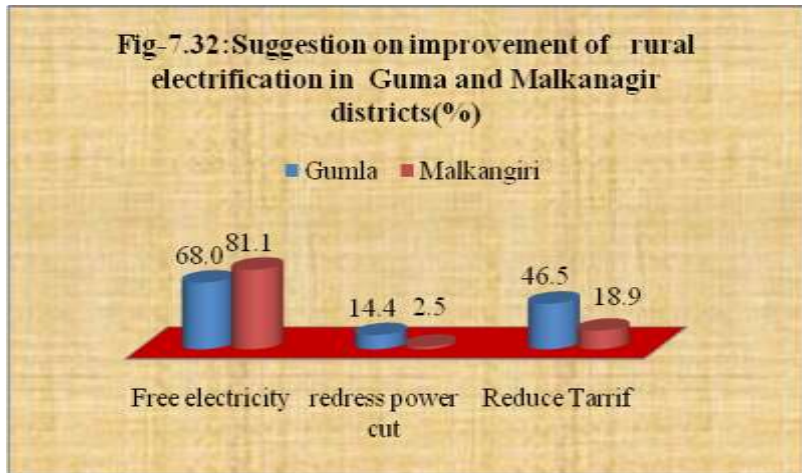


tribals are living in hill terrain and in remote forest areas. The supply of electricity is very irregular and power failure persists as a common phenomenon in the areas. As per the norm a Energy Committee is supposed to function in every panchayat to look the grievances of consumer but such scenario is nowhere in sight. Besides, abject poverty constrains them to pay minimum electric bill and even replace a fuse bulb thwarts the very purpose of rural power distribution system. Despite the fact, such electric distribution system results a relatively better result in plain areas locating nearer to the near by town areas. Now any ST & SC youth both the districts are exposed to mobile, TV and use of other electric gadgets. But use of such power in compliance of productive activities such as cottage industries, agriculture and other income generating activities appeared no effect in their living standard. As such, observed not much impact on improving socio- economic condition, quality of life, poverty eradication, etc. Rather, access to power consumerism paving way for extra expenditure and often for loan with paying exorbitant interest rate for purchase of electrical equipment's'. Such consumerism grappling with poverty often raised their inequality among them.

Table 7.33: Suggestion on Improvement of Rural Electrification Schemes in Gumla and Malkanagiri districts

District	Social Groups	Free electricity		redress power cut		Reduce Tariff		Total	
		No	%	No	%	No	%	No	%
Gumla	Total	240	68.0	51	14.4	164	46.5	353	100.0
	SC	13	72.2	3	16.7	8	44.4	18	100.0
	ST	227	67.8	48	14.3	156	46.6	335	100.0
Malkanagir	Total	386	81.1	12	2.5	90	18.9	476	100.0
	SC	33	71.7	1	2.2	13	28.3	46	100.0
	ST	353	82.1	11	2.6	77	17.9	430	100.0
All Total		626	75.5	63	7.6	254	30.6	829	100.0

On the basis of findings and observations, some suggestions and recommendations are in (Chapter-12) which may be considered for improvement of energy system in promoting rights to quality of life of STs and SCs.



7.12 Women and Child Development (Girl Child)

Since the 1980s, with the initiation of economic reforms in South Asian countries, much has been focussed on injustice against girls or gender discrimination on health, education, care, status, etc. It was only in recent years, the South Asian Association for Regional Co-operation (SAARC-1990) and UN Human Rights Conference (1993) provided an opportunity to countries including India to focus upon their attention on girl child. In Indian social system, commonly girl child is undesired, uncared, neglected and given a second class status. There is a constitutional provision of Article 15 directs protection of girl child against discrimination and justice for girl child. Despite the fact, the very right to survival of girl child with dignity is threatened over the years. Sex determination test and induced abortion of female foetus, female infanticides after birth, etc have been a common phenomenon in our country. To tide over the immediate mental and emotional problems, many welfare measures pertaining to girl child and adolescent girl is addressed currently by Prime Minister Beti Bachao and Beti Padhao and Adolescent Girl Child for overcoming the crisis and enhancing their quality of life. Remarkably, this scheme has been added as one of the items in 11th Schedule of PRI Act under Women and Child Development. In these perspectives, a study was undertaken in both Malkangiri and Guma district of Odisha and Jharkhand state to assess the role of district administration and specially the PRI members and other functionaries at village level in promoting this welfare scheme. It was found that in both the districts at initial level of program operation had gained momentum mainly by

awareness program linking to rally, distribution of leaflets, lecture series in educational institutions, delivering lecture in public meetings, wall poster and painting, banners, displaying audio and video etc. The content covered broadly on development of girls skill, ideas and energy, inject self-reliance and self-confidence, educate about their own rights and responsibilities, acquaint various development programs and make them capable of availing opportunity offered by the government from time to time, instil them the value of education for the purpose of creating spirit of spontaneity in getting themselves educated and sending their children to educational institutions, inculcate set of ideas on productive health and hygiene, etc. For adolescent girl the program covered on areas of small family norm, motherhood and child care, conscious of sexual exploitation, awareness to various income generation program and livelihood, etc. As found from discussion with cross section of people like government functionaries, PRI elected representatives, NGO functionaries, etc that the beneficiary girls in both the districts were mostly agricultural labourers either illiterate or just literate, always subject to exploitation in many forms due to abject poverty and lack of guarantee of minimum livelihoods. According to them, this program had certain impact on girls like understanding the consequences of early marriage, evils of dowery system, consciousness of health and cleanliness, leaving many irrational traditional practices, etc

Many of them suggested that this program would be more successful if the adolescent girls get respite from daily domestic chores like helping mother, support father in agriculture, collection of fuel from forest, fetching drinking water, looking after siblings, etc. But acute poverty, trend of early marriage, engagement in wage work with meagre payment and other unavoidable difficulties adds to diffuse the success of program; needs to be address first. Because of some successful instances of isolated events are not the sole ends of this program. It is still a long way to go to bring about change in social scenario.

7.13 Poverty Alleviation (Pradhan Mantri Jan Dhan Yojana (PMJDY/ Mudra Dhan Yojana)

With the attainment of independence, the architect of constitution made several welfare provisions for weaker sections of society especially STs and SCs. Since then, in subsequent years number of welfare measures has been undertaken for them to bring equality in socio economic life and to end discrimination, deprivation and injustice by the

highhandedness of upper section of society. As part of several welfare measures announced for them, the recent PMJDY is a financial inclusion flagship program open for the vulnerable section of society. The purpose is to access everybody to bank in form of opening accounts even in zero balance, avail need based credit, take advantage of remittance facility, insurance, pension, etc. This plan also envisages channelling all government benefits to the beneficiaries' accounts and there by facilitating the Direct Benefit Transfer (DBT) scheme of Central Government and many others supportive services.

In light of this context, a study was done in both Malkangiri and Gumla district of Odisha and Jharkhand state. Interaction was done a cross section of people including common man especially ST & SC, government officials and bankers, elected representatives etc. JDY appears as a hurried revolution without proper thought on the livelihood issues. Simply opening accounts hardly resolve their problems and no bank can do anything substantial. No doubt, banks have pushed for opening accounts and they have substantial number of accounts today, but unless the livelihood issues are resolved, the disadvantage section of people won't be able to use these accounts much. In these two districts many development issues are not solved and people languishing in deprivation in meeting basic needs. Therefore, the Jan Dhan Yojana arise doubts in achieving the actual inclusion poor. Above 80 percent in average makes non use of saving accounts in both districts. Many procedural problem observed of 'zero balance' account holders .First of all, most of these category customers are illiterate and in abject poverty. Even, whenever these people visit the branches, either they are unable to transact any business because of rush due to presence of other customers or absence of the concerned official to handle their matters. More often they are asked to visit the branch again and again; and they are reluctant to do so because of loss of wages. In the end, it leads to accumulation of non-operating accounts in the branches and these customers' accounts are a burden to the bank.

7.14 Women and Child Development (Ujala Yojana)

Women constitute an important part of human resources, and they being a mine of potential force, commonly play very pivotal role in development process. Use of their hidden talent through welfare supportive services is always advised. Accordingly, constitutional provisions and many welfare schemes since independence envisaged on their empowerment. As part of these schemes, the current Pradhan Mantri Ujjwala Yojana,

Ministry of Petroleum & Natural Gas is providing LPG connection to women of below poverty line households. The basic purpose is to protect them from health hazards and to make smoke free air pollution of surrounding environment. Besides, this scheme is intended to check respiratory illness of their young children and adult family members. As such, this scheme is expected to protect their health, reduce drudgery, save time in cooking and overall empowers them to harness energy in other productive activities. In light of this context; some of the beneficiaries were contacted to explore the ground reality about the utilisation of this scheme.

As learnt, these beneficiaries were identified by the Panchayat secretary and elected representatives of village Panchayat. In fact, their living standard is extremely low especially in Malkangiri district than Gumla district which incapacitate them to handle this scheme. There is no space in kachha residence to use this smokeless chulla. Though there is provision of supplying gas cylinder in subsidized rate, even then they have no surplus income to spend in this head, resulting supplied LPG and Chulla lying unutilized. As usual, they are very much comfortable (97%) in collecting fuel from forest which they claim hassle free, especially in Malkangiri district.

7.15 Anganwadi Centre (AWC)

In Indian social tradition, the children are always acknowledged as very vital icon for family, society, and nation. A true notion is that the property and development of the nation depends upon the stable, physical, mental and intellectual growth of the children. Resultantly, this notion is reflected in our constitution under Article 115, 24, 39 and 45 which envisaged adequate welfare measures for their all round development on aspect of health, education, nutrition, rehabilitation, protection from abuse and exploitation, etc. Further, the National Policy for Children (NCP, 1974) has provided adequate welfare services to the children. The Policy statement is that the children are supreme important assets for future nation building. Therefore, the State's responsibility is to bring up all children with physically fit and mentally alert by ensuring social justice.

Anganwadi Centre (AWC) is part of various welfare measures of child development. It covers multiple services namely supplementary nutrition, pre-school non-formal education, immunization, etc. In light of this context a study was conducted in Malkangiri

and Gumla district of Odisha and Jharkhand state under provision of 11th Schedule of PRI Act. The services are provided by creating awareness program among public in Gram Panchayat to avail education, health, nutrition services, childhood care for development of children less than 6 years of age. By visiting some AWCs in both the districts (20) we found that children were mainly from below poverty line mostly malnourished. The staffs are typically women from poor families. But they occupy a pivotal place in implementing this welfare scheme for the best interest of poor children. It is observed that they are assigned multifarious responsibilities like identifying children, motivating poor parents to enroll in centre, coordinating with ICDS functionaries, Panchayat members, paramedical staff, etc at the village level. In fact, the centre's successful functioning fully depends upon their commitment, potentiality and efficiency. However, it is linked with their service condition and aptitude. Actually, almost all of them are demotivated due to temporary service with paltry honorarium and uncertain future. Their several protests in respective governments not yield desired result.

With regard to infrastructure facilities, in Malkangiri district majority of AWCs have their own building in comparison to Gumla district. The latter are running mostly in kachha house. In context of amenities lack of clean drinking water, toilet, electricity connection often power cut, scanty space in accommodating tiny children, poor food and other infrastructure a common phenomenon in both the districts. Often, such limitation causes poor attendance of learners in 3-6 years age group.

7.16 Common Property Resources

Currently, much emphasis is placed to maintain, preserve and protect the natural and created Common Property Resources (CPR) for survival and development of humankind. Number of plan and programs has been enunciated through appropriate institutions to make sustainable use of available resources. Pertinently, under 11th Schedule of PRI Act some of the CPR direct and indirect schemes are enlisted for alleviation of poverty and improving living standard of vulnerable section of society. In light of this context, a study was conducted in Malkangiri and Gumla district of Odisha and Jharkhand to high light about its contribution to promote human rights through institution of local self-government. Some of the schemes are as follow:

7.17 Forest and Minor Forest Product (MFP)

In both the districts, the forest for man is an intricate element of the social and cultural life of the tribals and other people. All of them depend on forest based resources for their subsistence and livelihood. Over the years, various type of forests are outlined like reserve forest, village forest, community forest, etc and number of Forest Acts have been enacted to conserve and protect for the best interest of common people. In the studied area, it is observed that tribal and others to a large extent depends upon Minor Forest Produce (MFP) such as bamboo, cane, honey, lac, tendu or kendu leaves, medicinal plants and herbs, roots and the like as source of income generation for survival and development. They are legally empowered with the ownership and governance of MFP through PESA and the Forest Right Act (FCR, 2006) like the “right of access to collect, use and dispose of minor forest produce which can be traditionally collected within or outside the village boundaries”. The overall purpose is to ensure right to life and livelihood. Paradoxically, in both the districts none of them including government officials, PRI elected representatives and other Civil Society Organizations are not clearly aware of PESA and FRA, 2006 relevance and utility in promoting life of tribal which conditioned them to remain underprivileged and poor and deprived of fair returns.

CHAPTER-8

PERCEPTION ON LOCAL SELF-GOVERNANCE SYSTEM AND ST & SC RIGHTS

8.1 Voluntary Organization

The voluntary action or voluntary service, both formal and informal, is an age-old phenomenon in the Indian social landscape. Like any other social phenomenon, its emergence, approach, growth and nature of dynamics is historically and socially conditioned, and varies in 'space and time' depending upon the given economical, political cultural and social milieu. In ancient time, voluntary service anchored as religious, philanthropic and charitable in the form of undated help to hapless suffered in natural calamities, like flood, drought, famine and natural disasters. It was virtually embedded with cultural views, traditional values, social ethos, which atomized as humanistic and idealistic. During colonial legacy, as part of administrative strategy, gave Voluntary Organization (VO) fillip under legal straight jacket like Society Registration Act, 1860, Charitable and Registration Act 1920, etc. Since then, the Voluntary Action got institutionalized and became tangible as a socio-legal entity committed to activities and program oriented towards change in the social, economic and political arena. After independence, the Indian State unlike many other developing countries has made concerted efforts to eliminate the colonial legacy of underdevelopment and social backwardness. Various measures have been undertaken under five-year plans following Nehruvian model of mixed economy to reshape the economic stagnation and endemic poverty, social structure with ensuring distributive justice, accountability, equality and self-reliance. Since then, the State on its principles of 'liberal democracies' has given due space and cognizance to voluntary sector legalized under Society Registration Act , 1860 and other related Acts. They are entitled to work at the micro-level with the poor and marginalized section of society for accomplishing the gigantic task of nation building. In the five-year plan processes, VO's support entailed in various social welfare programs say education, health care, tribal welfare, poverty alleviation programs etc., sponsored by national and international funding agencies. Besides welfare programs, VO's involvement sought for training, advocacy, impact analysis, people's planning, people's governance, 'participatory development', gender justice etc.

Their involvement justified on ground as innovative, poverty reach, catalytic, flexible, accountable, and cost and quality effectiveness, autonomous and consensus –based system with strong commitment to social goal.

In this backdrop, three VOs namely People’s forum of above fifteen years old from Malkangiri District, Odisha and two VOs namely Pradan& Jagriti above fifteen years old from Gumla District, Jharkhand were contacted to understand their perception on functioning of local self-governance system and operation of welfare programs for improvement in quality of life of ST/SC. The program functionaries (10 each) of both the VOs included Chief of Organization, supervisor and field level staff of varied programs. All are social activists and enjoined the spirit of commitment for the best interest of common people. Their views on functioning of local self-governance process in ensuring human rights of ST/SC in Fifth Schedule Areas of both the districts seemed obscure. PRI members’ spirit, accountability and efficiency virtuously depends upon the capacity to sustain themselves in fulfilling the basic needs which appeared lacking in field realities. They are all being guided and regulated by the government officials and local political elite, though in constitutional provision they are the supreme of their own affairs. VOs functionaries recommendation that the ST and SC right to life, right to livelihood, right to land , right to education etc. to be ensured first and then policy be framed for their active participation in local governance process. In fact, such constrains, have given them least vantage and handy in any decision making process on effective program implementation. VO’s are periodically assigned by the district administration to orient them in their own locality about moST & SCy of Local Self- Governance System on managing the various welfare programs sponsored by the state and central government. In fact, they face certain limitations to achieve the goal due to lack of any systematic monitoring mechanism and in absence of which yield little results. Besides, the onus of other programs assigned to them weighted them down. Therefore, VOs to work hand to hand with the government functionaries in any welfare program implementation in order to ensure the rights of ST/SCs.

At the end, VOs professed that their service for ST/SCs right be used not as sectoral in approach but as to encompass the entire fabric of human development system within which they live and survive. For which, VOs autonomy, flexibility, openness, accountability, etc. be allowed by the state to end unjust social system.

8.2 ST and SC Organization

Historically, SC issues pertaining to dignity of higher and lower caste and its relation to discrimination, inequality, deprivation, violation of basic rights, etc. is all pervasive in Indian society. Similarly, in context of tribe, or any ethnic group are universally considered as backward, poor, illiterate, far from main stream of society, etc. Currently, any question of both SC and ST related to development and determination of rights often looked to be solved by state policy, plan and program through enacted laws, prescribed legislations and public institutions which often criticized as suiting to the best interest of ruling class and jeopardize the very spirit and capacity of their own improvement. As observed, over the years despite of several legislative measures enunciated by government of India, scheduled tribe and scheduled caste continued subject to exploitation, violation of rights related to forest, land, livelihood and others clearly indicates flaws in the system and as well in implementation procedure for their holistic development.

In view of such ineffectiveness, in recent years, the numbers of civil society organizations in form of caste and tribal association or organizations are constituted to redress their grievances over several issues. In this study, one scheduled tribal organizations and one scheduled caste organization namely in Malkangiri and Gumla districts respectively contacted ten grass root activist each, to explore their perception on role of local governance in implementation of development programs under 11th Scheduled of PRIs Act. Since over one decade, they are working as committed worker for the best interest of ST & SC. Their main focus was on guarantee of agricultural land to all as basic foundation of survival without which all development programs stand as obfuscate. Their agony is that though there is provision of Forest Land Right Act 2006 and distribution of surplus land to the landless, as policy measures of government, still non-implementation of such legal protection incapacitate the members of local self-government to perform their role and responsibility. As both the districts come under 5th Schedule areas and PESA Act, such basic land rights provision necessitates first to enable them as active participant of local self-government. Besides, several provision of legal entitlements are there like minimum wage rate, minimum support price of their product both from farm and non-farm sectors, collection of minor forest product, access to forest, etc but often face violation of their rights in many forms to ensure guarantee of livelihood. So far, bureaucracy acting as

service delivery agent by simply following prescribed of government policy and not as change agent.

Therefore, ST and SC grassroot organizations are of the opinion of their involvement in as one of the stake holder in program implementation. As such, like in mobilizing local self-government on generating own source of income from Common Property Resources, management of local products at village level and facilitating the marketing of their products for financial security. Besides, as support service agency may given opportunity to coordinate with other civil society organization on genuine identification of beneficiaries, monitoring on due implementation of the various development program, facilitator in training on PRIs principles, skill development programs for self-employment, etc. As education is the base of success of all operation of development action, hence, they are inclined to spread informal education program linking to all development programs through their source of belief, culture and rituals which may promote ST and SC rights in various perspectives. They strongly feel all these development programs framed by top-down policy perspective and universally applied without weighing ideas, views and knowledge of target groups and specific needs of the region. The major consequence of this one sided approach, so far, not able to end growing inequality, abject poverty, regional disparity, etc. Such support service of state through its executive agencies allowing the ST and SC just to survive without developing the capacity of self-sustaining. As ST and SC social worker remarks as state promoting participation at all level of development program operation but disallowing target group participation in policy formulation stands as paradox in achieving the objectives. Therefore, STs and SCs promotion of human rights could be ensured only when all stakeholders including ST & SC organization if taken into consideration in stage of policy formulation and planning of program implementation. Otherwise, the outcome will be sect oral in approach without yielding desired result for the best interest of ST and SC beneficiaries.

8.3 Government Officials

Under 73rd Constitutional Amendment Act autonomy is given to PRIs to enjoy power and authority to function as institution of self -government. Among others, financial autonomy including generating own resources and seeking assistance from central and state government is given priority for implementing various development program under 11th

schedule of PRI Act. These are education, health, drinking water, agriculture, etc. In real sense of its responsibility is bestowed to the government officials. They include collector, at district level, Block Development Officer and Panchayat Secretary at Block level. This apart various other departments like District Rural Development Agency (DRDA), Agriculture Extension Officer Public Health Centre, Integrated Tribal Development Agency (ITDA), Animal Husbandry Department, etc are involved in program implementation. In current scenario, they play pivotal role and are the key functionaries in reaching the benefits to the out reached. Keeping in view the varied program perspectives, we contacted some of the government officials at different hierarchical level of Malkangiri and Gumla District (10 each) of Odisha and Jharkhand State to explore their views on promotion of human rights of ST/SC through operation of these programs. As observed, they are found visionary, dynamic, optimistic and skilled in management of the programs. In the process, they guided the subordinate staffs, coordinated or liaison with the PRIs elected representatives, various segments of community members, local civil society organizations to popularize the programs for mass acceptance in program operation. Besides, dealt the financial matters of program application in coordination with district collector and DRDA officials, administered the human resources involve in the program, conducted orientation programs, selection of beneficiaries in consultation with PRI members at different level, periodic monitoring the program, etc. In short, government officials found as program promoter, motivator, problem-solver for the best cause of ST and SC development.

With regards to promotion of human rights of ST/SC through 11th schedule of PRIs, they all first emphasized on the human resource management of development functionaries, and beneficiaries. Field level functionaries of almost all the departments are in contractual service and as well also program implemented through outsourcing agencies. Possibility of regularization of service conditions determines their accountability and proficiency for effective program implementation. Further they all acknowledged that due to vastness of operational area and limited time frame of program accomplishment prescribed by the government guideline, they depend much on field level staffs, elected PRIs representatives and community member for carrying forward the assigned task. In reality, the latter two are most vulnerable struggling hard to meet their day to day requirement for survival. They are hardly aware of their responsibility and commitment to programs operation and solely

perceived it as government program which contradicts of PRIs objectives. Therefore, their capability, and stability be build up to develop own through policy of guaranteeing minimum needs for survival. Therefore, success of all programs enlisted in 11th schedule is possible and which promote human rights by empowering the condition of productivity of individual and community at large. Cash and kind support service to their needs may solve their problems partly and not bring fruitful solution their problems. In their opinion, a strong sense of dependency is gradually emerging among them on government aid rather than developing own self-reliance, self-sufficiency, integrity, etc which contradicts constitutional provisions of PRIs purpose. Besides, monitoring and periodic follow up the program due to various procedural constraints and irregular release of funds yields little dividends in terms of improvement in the program efficiency and promotion of human rights. As per their grievance, they have no difficulty to work out on full success of these programs but the onus of other various assignments assigned to them, non-implementation of PESA Act designed to promote ST & SC rights and often public outrage under influence of vested interest group weighted them down.

To recapitulate the whole , it is necessary to take apolicy measure on initiation of human resources management of all stakeholders in form of incentive , appreciation, reward , periodic training , coordination and cooperation, etc and adoption of human development approach of beneficiaries in respective program level.

8.4 Panchayat Secretary

Panchayat Secretary (PS) acts as grass root government administrative functionary in implementation of development schemes. They look after Gram Panchayat administrative matter, guide and coordinate with elected representatives, various field level development functionaries and varied segments of community members. They also popularize the utility of development programs for wide acceptance of community members. This apart, they act as liaisioning personnel of program staff and higher authority. The success of the development program depends much on their efficiency, potential and dynamism.

In light of this context, Panchayat Secretaries (PS) ten each of Malkangiri and Gumla districts of Odisha and Jharkhand State were contacted to explore their own perception on moST & SCy of program operation. Almost all are graduates and some holding higher degree. While joining on their own specialized area all of them had prior experience and

insights on the issues addressed for ST and SC. Of course, with formal qualification of PS and other subordinate staffs, the prior experience, aptitude and commitment for working with vulnerable in rural and remote set up was much stressed on assigning the responsibility. Their visit to the respective field programs like health, education, drinking water, housing, etc and attending Gram Sabha and related meetings, found, based on prior planning with giving ideas for streamlining the proficiencies of field staff, elected representatives, community members and civil society organizations for effective program implementation. However, all acknowledged that due to vastness of operational area and inaccessible hill terrain without proper communication in most of the Panchayat especially more in Malkanagiri district in Odisha and relatively less in Gumla District, Jharkhand State, they feel constrained to accomplish the assignment in limited time frame as directed by the higher authority. In addition, they depend much on out sourcing field staffs who are uncertain about their future career, just literate or little more education of elected representatives of men and women, in equal and deprived community members, etc have given them least vantage and handy in any decision making process for effective program implementation. For example, in education program, they rely much on mandatory Village Education Committee Members (VEC), elected representatives, parents of earners, teachers in school and other community members. The distance to school, lack of necessary infrastructure facilities, in sufficient regular teachers, indifference of all stakeholders, etc stand as obstacle in the entire program implementation process. Similarly, there is lack of any periodic monitoring mechanism in absence of which yield little expected result. Alike, such scenario is prevalent in most all prescribed development programs envisioned for ST and SC. In principle, PS is subordinate to the local self-government and shall function under the control and guidance of the Sarpanch/ Village Head and other elected representatives, but in practice they are accountable more to government authority and least to common people. The inability of performance of local self-government is very difficult to explain. As Annie Besant said prophetically “tie –up a baby’s arms and legs and then leave to teach to walk. If, does not succeed blamed the baby. The free baby will learn equilibrium through tumbles; the tied-up baby will become paralyzed and will never walk”

Therefore, PS recommendation on promotion of ST and SC rites is first to assess the essential needs of elected representatives related to guarantee of livelihood, raised the

capacity of productivity and marketing the products in both farm and non-farm sectors, capacity building in form of training and awareness, developed professionalism among field staff by protecting their service condition and incentives, spreading general awareness to common people on relevance and utility of prescribed development program on improving their quality of life, genuine selection of beneficiaries without any dilution of vested interest groups, noninterference of local power structure, set the program above political party line, periodic monitoring, evaluation and impact assessment of development programs, promote the spirit of activism of local Civil Society Organizations, proper documentation and digitalization by advance technology of all activities and dissemination for knowledge of public, display of all program planning and execution and budget planning and expenditure, time bound duration of development schemes, information on any change or transformation of the program etc in Panchayat office Notice Board subject to scrutiny of general public for maintenance and continuance of transparency and accountability of government officials including PS . Above all a suitable mechanism should be developed on team work among all stakeholders.

8.5 Elected Representatives

In the current scenario, much is discussed in World and India in particular about value based democracy. Its philosophy professed is to bring equality, meeting aspiration of people, right to live with dignity, inclusiveness, citizen participation in all decision making process, best medium of conflict resolution in ensuring harmony and coordination among citizens. In addition, paves the way of accountability of elected representatives, transparency, ensure fundamental rights, etc. In this perspective, under constitutional provision, local self-governance is conceived more meaning full at grass root level. In last decade several studies have been undertaken on the challenging aspect of Indian democracy from the grass root. The focus is on as how the largest democracy is shaped, sustained and reinvigorated at all levels from the bottom to the top, especially in context of implementation of development programs in ensuring rights of citizens. Most importantly, they provide a real picture about elected representative's participation in democratic processes for the best interest of common citizens. (Yadav Yogendra, 2020; Kaviraj , Sudipta, 2011; Thorat, Sukadev, 2012)

In context of the above, three tier elected representatives interacted (fifty each from Malkangiri and Gumla Districts of Odisha and Jharkhand State) to explore their participation in democratic processes especially on implementation of 11th schedule development programs of PRIs at grass root level for promotion of human rights of ST & SCs. They are Sarpanch/ Village Mukhia, Ward Members, Samiti Members, Block Chairman, Zilla Parishad President, etc.

8.5 (i) General Background

Majority of them (75%) are young within the age group of 25 to 40 years and the rest in middle age group of 40 to 55 years. The young elected representatives are the key to imbibe spirit and innovative of the development program dynamics. Most of them (82%) are male and rest is female members in various capacities. Gender differential is due to reservation of post and prevalent of patriarchal domination in the society and our cultural ethos. Majority of them (91%) have received education up to 10th standard and rest are educated up to graduate level. Nearly half of them (56%) are newly elected due to reservation of seats for women and change in selection candidate by the people. They are now being assisted and guided by the experienced ex-elected representatives and government officials which enabling them more to be dedicative, enthusiastic and committed to assigned responsibility. This is being more productive and valued than mere formal qualification. In fact, many of them opted to be member in local self-government for the best cause of needy vulnerable section of society. Mainly all are dependent upon agriculture for source of livelihood.

8.5(ii) Training

Training is an essential component for performing duties effectively. Elected representatives have received training at block and district level by NGO and government officials. Some of them received it at state level training institute for understanding PRIs perspectives and developing aptitude for activism towards social service. On ground reality of understanding the PRI system, it is revealed that elected three-tier ST and SC representatives in Malkangiri District, Odisha found more knowledgeable and aware about their role and responsibility than Gumla District of Jharkhand state as the members of latter are elected in Panchayat election since only from the year 2010, 2015 and 2022 and

participated in development programs. Till then, all rural development programs were undertaken fully by the government officials and people had no stake in program implementation. However, all are of the opinion that the orientation or training program helped them to understand the provision of 73rd Constitutional Amendment, basic concept of PRA's role and responsibility of members, budgeting provisions and utility in development schemes, leadership skills, administrative knowledge and functional procedure, allotment of varied development programs, objective and nature of function of Gram Sabha, community development, rights of beneficiaries, and Panchayat members participation, etc. The method adopted in training program based on audio-visual aids, lecture, and literature for reading on PRA's system. This has, in fact, instilled confidence among them to participate in development programs. Besides, it has generated awareness on various aspects of PRA's and sensitized them to know and understand various problems of society and inspired for welfare of rural community. Paradoxically, none of the elected representatives are aware of PESA and its relevance about ensuring development and rights of ST and SC.

8.5(iii) Participation

Participation is complex processes encompass multifaceted connotations in application on varied social issues. With regard to 11th Schedule of PRA Act encompassing various rural development programs related to education, health, sanitation, housing, etc. participation of elected representatives on their own position and capacity stands very relevant in implementation of development programs and sharing of benefits for larger interest of STs and SCs. As revealed, these members level of participation in development programs largely depend upon their belongingness to category of STs and SCs, educational attainment, income, holding of assets, specially agricultural land holding in local social structure, proximity to local political power affiliation, etc. Truly, as per PRA's provision, they have been a part of facilitating all development sponsored schemes like identification of beneficiaries, monitoring and assessment on progress of programs and its modification or improvement, solution on peoples grievances on availing and continuity of schemes, etc. Despite the fact, because of their low educational attainment and income of ST and SC, vested interest and influence of local political and elite group, control and domination of government officials, especially BDO and other staffs, non-availability of timely government grants, formation of various committees under different schemes, like health,

education, water, etc consolidate the vested interest groups and restricts the accountability of elected representatives. Virtually, local governance system has become superfluous and the functioning under direction of government officials which violating basic PRIs democratic principles of decentralization. Addition to these aspects many of the representatives elected without much contest by virtue of reservation system under the category of gender, SC and ST and unwillingly occupied position out of force and compulsion. Often, this has created severe restraints and problems for them to perform assigned role due to dominant group close associates failure to contest the election. Their knowledge about responsibility, so far, remained in knowledge level only. Though, they have officially attended Gram Sabha and other related meetings of various operational schemes, in reality Gram Sevak /VLW, PRI Secretary and other field level government staffs performs all function keeping in close association with BDO and local political elite. Their signature is taken to maintain records, proceedings of meetings on resolution of expenditure of government assisted schemes like Basudha, PMY, MGNREGS and others wherein they have very limited understanding on benefits for the common people. Though, the 73rd constitutional amendment objectified to render justice and to ensure rights of STs and SCs through reservation of seats for men and women and their participation in PRIs process to imbibe the spirit of self-governance, self-reliance, empowerment, mobilization and organization of grass root disadvantage group to eliminate exploitation, injustice, poverty, inequality, ensure human rights, etc. the consequence appears dismal and long standing and candid solution nowhere in sight.

Over all, ST and SC elected representatives wield only formal political power without any capacity, scope and reinforcing or altering of existing power structure of bureaucracy and remote controlled political elite at the local and district level. This is due to their struggle for survival absorbs much of time and energy resultantly minimizes chances of authentic participation. Ironically, so far, no policy guarantees their minimum subsistence round the year which causes their manipulative presence and participation in any decision making processes of development programs. Therefore, respective state government of both Odisha and Jharkhand must take initiatives on priority basis to implements these schemes of poverty alleviation and development on right based holistic approach through equity in grass root governance and guarantee of sustenance of livelihood with social justice. Otherwise, objectivity of much professed local governance system in ease of problem of ST

and SC life situation will be in dead lock. Probably, political will of the State could only bring the change in the system for their best interest.

CHAPTER-9

CASE STUDY

(1) Case Study OF GANGI MADAKAMI: An SHG Member

The SHG Pathapaka of Tandapalli Village under Tandapalli GP of Malkangiri block consists of 10 members belongs to tribal community (ST) headed by Smt. Muke Madkami a President and Smt. Gangi Madakami a Secretary intervention of OLM Malkangiri block SHG members got



Livelihood training by Horticulture department growing of vegetables in a scientific way. The group member **Gangi Madkami**, expressed her keen interest in Papaya farming. The group availed CIF loan of Rs.10000/ on dated 11/02/2020 and also received bank loan Rs.400000/-and tried to fulfil her dream and desire with keen interest and persistent effort and labour in her land. Smt. Gangi Madkami availed loan of Rs. 80000/- from the SHG to pursue the dream of Papaya farming. But its marketing could not be done in regular manner though she earned some money intermittently. She her loan repayment is partial. But continued support and handholding of all deptt is necessary she feels which could ensure her livelihood rights.

2 Case Study of Samuel Chhallan, a differently abled person

Mr. Sammuel Chhallan age about 35 years son of Mr. Mangala Chhallan from village Baliguda Panchayat Rasabeda Block of Khairput District Malkangiri belongs to PVTG category & was born physically challenged. Though educated after completion of his education he did not get any



benefits from government due to which he worked as a helper on a cycle mart shop despite repeated approach to govt. depts. Later he started his own business in the year 2019 and after COVID pandemic; he got some support from Odisha Livelihood Mission to re-establish his business. But he is unable to manage repayment as his expansion ideas are not considered and it needs moving from pillar to post for more govt support for his improvement.

(3) Story of a Tribal Tailoring Girl Ms. Samari Muduli from Malkangiri

Ms Samari Muduli is one of the four Girl children of Shri Lakinath Muduli from Podabhata tribal dominated village in Markapalii GP of Malkangiri district. Though, they belong to tribal family, the family owns a meagre 1.5 acre of land, leading to miserable life for sustenance only. To break the



shackles of poverty and with self-determination to do something on her own, Ms Samari got training support of Odisha Livelihood Mission of Malkangiri for some support for livelihood

activities. She got tailoring training in Malkangiri RSETI. After getting the training in 2016, Sambari started a small tailoring shop in her house and started to earn a decent livelihood. But Samari & her SHG named Maa Tarini SHG, are yet to take up the tailoring activity in a commercial way to get real incomes through production and marketing. She was not taken care for her education to stride on her own and abjure dependency in every step of her livelihood career. She has got enough training but marketing of her clothes is not possible as expected, so she is in a mid-path. Though Illiterate, the poor tribal girl's inquisitiveness to learn more techniques of tailoring and to help others to learn tailoring activity continues. But govt's hand holding is expected to be for a longer period to avoid the situation of "leaving the newborn in the cradle".

(4) Case Study of watershed development

Dambu Dasa & Jagannath Dasa of Tungabahal village of Khairiput block in malkangiri district used his large patch of barren land for a farm pond known as Danga bahal which comes under drought prone category. It was planned and executed through soil conservation project directorate



of Malkangiri. It focused on porosity development, multi-cropping, non-paddy crops mostly vegetables, oil seeds, minor millets, ground nuts with the help of convergence of five deptts such as fisheries, animal husbandry, agriculture,

horticulture and forestry. Indigenous poultry was promoted as well. Due to impact of climate change sometimes due to vagaries of monsoon production becomes erratic sometimes. This brought in a ray of hope in them. Now the production of various produces such as



fish, vegetable etc has helped for subsistence, but it should be enhanced in a large scale with proper value of produces and avoid distress sale. This can ensure a better livelihood right for them. Their developments should be integrated with other farmers through meeting, discussion and training etc. so that implementation shall be holistic with tracking of progress for a decade or so. Similar is the case of Hari Badanayak of Kenduguda in Biralaxmanpur village. His entire family is involved and motivated in this process. This is another success story. But it needs constant follow up for 5 years follow up and hand holding. There should be a road map for ensuring livelihood rights through govt support.

(5) Case Study of B. Srinivas Patra, A Bank Loan Applicant for Livelihood Activity

B.Srinivas Patra of Hitech Colony in Malkangiri possess a saving bank account bearing No 11384471889 of State Bank of India Malkangiri since year 2000. He is a social worker and wishes to start a small business with a personal loan for which he has been visiting SBI several times with outright denial loan by officials for years. Rather the bank officials suggest him by saying that you are not eligible for personal loans. Rather they suggest having credit card and getting credit card loan. Very often middle men outside banks negotiate with pecuniary grafts to facilitate such bank loans. The bank officials look down upon local minorities and ST & SC tribals. They never give any handholding support to us alleged Srinivas to promote business activities and livelihood generation in this backward.



(6) Story of PVTG couple who walk 14 km for weekly haat & lack drinking water on Bonda PVTG hills.



Mangala Kirsani about 45 years & wife Adya Barik are PVTG couple of Baunspada village of Khairput block in Malkangiri district. They leave in the famous Bonda hills, which is lived by PVTG in forested terrain internationally known abode of Bonda tribes. Every



Wednesday they walk down 14 kms to reach as the weekly market locally known as “Haat” at Khairput block headquarter. The roads are arduous, terrain and hill forests.

It takes more than 3 hours to reach one way to Khairput, which is the nearest market place for them dfor buying household items. There is no motor facility for them as well. The medical facility is also limited to minimum health care and during emergency, life becomes hell to reach such hill tops to reach Malkangiri headquarter. Though tribal development agency ITDA & PVTG development agency is there, but their intervention is limited to support with livelihood through non-farm initiatives.



According to adaily news in Odia highest circulated daily The Samaja, Bhubaneswar dt 27.6.2022, the Jal Jeevan Mission supposed to provide safe drinking water to all households has failed miserably in the Bonda PVTG hilltop in Khairput block’s Mudulipada & Patraput village in Andarahal GP. There are more than 50 households in Anarahal GP’s Patraput but the deep tubewells could provide only three to four buckets of water in a day. Govt reports say 30 tubewells in Mudulipada and 25 tubewells in Andarahal

were dug recently, but villagers allege no deep tubewell have been set up during this reported time. Due to such acute drinking water crisis, PVTG women are collecting water from polluted nallas and underground sources. Similarly in another Bonda PVTG village Kirsanipada, women get drinking water from seeps & challahs which is not safe and lead to contaminated diseases. The Bonda Development Authority performance is questioned by locals as basic needs to lead a life is not ensured which violates PVTG rights, allege Mangala Kirsani.

These PVTG Bonda people are bereft of their rights as envisaged in the 73rd amendment and due to lack of education & awareness, they remain secluded in their own customs and traditions without much govt handholding to take them out of misery and extreme backwardness.

(7) Story of educated unemployed tribal girls sans bank loan support and career guidance

Malati Hadaputia, 23 years, is one of the woman graduates in a remote hill terrain in khairiput blocks in Malkangiri district which is famous for high tribal concentration and an aspirational district notified by Govt of India for faster development of people



and eradication of poverty and extreme backwardness. Khairiput is famous for home of PVTG Bonda hill tribes and is extremely backward in various socio-economic indicators.

Daughter of Sambandh Hadaputia and Bimala, malati lives in a small house along with brother Keshab. After graduating in political science and education, Malati feels there is a great void in the practice of implementation of 11th schedule as envisaged in the constitution.

After obtaining a bachelors degree, Malati and her father went to nearest State bank of India Khairiput several times but to no avail. Crest fallen Malati at last bought a sewing machine and started stitching garments for local women and kids. Undaunted by the

challenges, Malati bought a smart phone and went through you-tube study materials to realize a dream of becoming a sub-collector.



The daily life of Malati starts amidst struggles. She gets up at 4 o'clock and finishes household chores, cooks food for parents who go to paddy fields for cultivation and return in the evening. Malati cooks food for them. Thereafter,

works for livelihood through sewing. Whenever she gets time, she reads in the same sewing room. I feel that if I get a good competitive job in future, first of all I will provide educational support to unemployed meritorious youth like me. She needs bank support to start a business in sewing and save money to prepare for competitive jobs. Bank also denied any loan to her parents for any business or agricultural purposes. We have village Panchayat and elected representatives, but it is dominated by heavyweights and middlemen which ostracizes disadvantaged people like us. Village panchayat in remote areas are a mockery of constitution due to lack of awareness among voiceless people, Malati said.

(8) Story of a labourer whose requests to authority for MNREGS work opportunity unheeded for years

Rama Chandra Pangi is an abled bodied person of village Dhauda guda, in Mathili block of Malkangiri district in Odisha. He obtained MNREGA job card but unable to get hundred days work. He even demanded for doing work but no action was done by the gram panchayat to ensure it.

Govt even instructed to upload on National mobile monitoring App for upload the photo of work place in MGNREGS. Surprisingly while uploadind, the photo found that no labour worked and it was totally fake, allaeged Rama. There is no scope for grievance



redressal on this matter & people are not provided the source of complaint as there is no aorta of transparency in it.

People's voice is suppressed by local middle-men who in connivance with administrators undermine rules which defeat the vision of democratic devolution & livelihood opportunities for grassroots population.

(9) Tribal leaders expecting handholding support in organic farming

Dhana Bhumia of village Damapada aged about 35 years, village of Mecca GP at Mathili block, in Malkangiri district is a known tribal leader. He has actively participated in gram sabha/ pallisabha meeting. He is vocal about enhancing education and awareness levels on panchayati raj of citizens.

He has been nominated as sarpanch candidate of Mecca Gram Panchayat in previous election but was defeated due to lack of political party support.

Undeterred by his defeat,

Dhana Bhumia is now practising modern vegetable cultivation by adopting local organic manure and pest control methods. The photo copy of compost pit prepared by him is shown here.



The local governance system is fighting to connect the people for enhancing the standard of livelihood. This may example for others awarding the tribal youth for the good work. This woman farmer is developing backyard farming on her own. The critical area support and hand holding support is far away from her.

This woman farmer is **Rambha Pujari** aged about 45 of Talaguda village of Mecca Gram Panchayat, in Mathili block of Malkangiri district. She is awaiting the support from govt. But she is disappointed in is the long process of ensuring hand holding support. She is

doing the cultivation for her survival and adjusting the maintenance in life without any govt support for which she is moving from pillar to post among development agencies.

10 Challenges faced by Gumla pensioners: A Divyangjan child & another Old age beneficiary who are in despair condition

Poonam Kumari, 13 years old, OBC category and specially abled, daughter of Dukhan Saaw belongs to Purana Tati village, Majhgaon Panchayat in Dumri block of Gumla district in Jharkhand. She suffers from behavioural or emotional and sensory impaired disorder and is unable to speak or hear. Poonam's parent moved from pillar to post to generate the disability unique identification numbe, owing to administrative apathy and hence was not getting her disability pension. After several persuasions at last she got the benefits of Swami Vivekanand Nishakt Swavlamban Protsahan Yojana in which she receives Rs 1000 every month, though quite insufficient in the present costlier minimum living and treatments she requires regularly Her parents are crest fallen in this miserable condition of daughter and lack of any educational or other support to their daughter. No Govt official or people's representative ever have counseled Poonam or family to draw a course in life. Rather, they had to suffer from non-cooperation bureaucratic apathy and govt's carelessness in the run up to obtain a disability certificate and get means for square meals every day. The future of Poonam is in dark and jeopardy as she is bereft of neither any education in special school nor any life skills to lead a life of a normal human being.



Lohrain Devi, 65 years, ST, wife of Ramyad Bhagat lives at Tangardih village in Dumri block of Gumla district. Though old age pension is given to an eligible beneficiary at 60 years, Lohrain Devi was not given due to govt apathy and non-cooperation for five long years as she did not have a bank



account and even local banks did not cooperate to open an account without any balance earlier. She suffered a lot and requested every official in administration, bank and local representatives to bail her out of this miserable condition, but to no avail. After several years this year her bank account was opened recently and pension was sanctioned through Mukhyamantri Rajya Vridhaswasthya Pension Yojana. But she cannot sigh in relief as the pension has been approved after several years of struggle which she won't forget. However she feels that the amount of pension is very less. Even she many times faces problems while withdrawing the meager pension amount as her finger print does not work and the queue at the bank is very long.

Bhinsari Oraon, 38 years, ST, widow of late Prakash Bhagat of Tangardih village in Dumri block of a backward aspirational district of Jharkhand district located amidst remote forest terrain. Her husband the only bread earner of the family died this year and the poverty stricken family was shattered as it was unable to gather even the basic needs for them. After getting husband's death certificate, she got widow pension (Mukhyamantri Vidhwa Samman Pension Yojana) which is so less that hardly any nuclear family can lead a life respectfully in this present situation of rising prices. The govt should increase it to make it helpful to lead her day to day life with dignity.



CHAPTER-10

SWOT ANALYSIS

5.1 Background

Strengths, Weaknesses, Opportunities and Threats (**SWOT**) analysis is a framework used here to understand the socio-economic trend of ST and SC for framing strategic planning of their development. This is linked to assess internal and external factors, as well as current and future potential of local self-governance contribution on development programs. As such, this analysis is based on a realistic approach, fact-based, data-driven of their position in local self-governance system in both Malkangiri district of Odisha and Gumla district of Jharkhand states for finding way out on promotion of human rights.

A. STRENGTH

Since 73rd Constitutional Amendment Act 1992 came into force, the vulnerable section of society, especially ST and SCs, are given priority or preference for ensuring effective participation in self-governance system. The democratic decentralization, devolution of power, reservations of seats, bottom-up approach and other preferential treatment can be seen as an instrument to facilitate their empowerment. In the process of implementation of development programs the stakeholders are like Government Officials, Elected Representatives, NGO/ST & SC Organisations and Beneficiary.

As matter of beneficiary right, they are being asked to participate, in Gram Sabha on any decision-making process of development programs under 11th Schedule of PRI Act like education, health, drinking water, etc. They are being oriented by government officials, especially panchayat secretary, and other civil society organisations to enhance capacity of gaining knowledge on system of local governance administration and its applicability in development programs for the best interest of common people. In the process, they are becoming aware of various stated development schemes which helping to resist violence and discrimination against them. As such, in the districts Malkangiri all attempts have been made to ensure right to education of their children by giving admission in Ashram schools and other state sponsored schools. In Gumla district, school run by christian missionaries are playing vital role in educating their children. Similarly, in context of promotion of right to livelihood, many incentives are provided to farm and non-farm sectors

in form of subsidy, crop insurance, soft loan from bank, SHG and other sectors. Besides agriculture, wage labour, collection of minor forest produce, petty business etc and selling the product in local market have added to sustain socio-economic development of family. This scenario is more common in Malkanagiri district in Odisha than Gumla, Jharkhand state. The latter rely more to paddy cultivation and derive source of income by migrating within and outside state. Likewise, other various schemes like PMAY housing, PDS, sanitation, health, drinking water, NREGS, etc facilitating right to food security, right to habitation, right to health, right to employment, etc to maintain minimum standard of living in sustainable manner. As such, these welfare schemes giving them opportunity to enhance sense of equality within and outside community members, gender justice, inclusive growth, etc. In sum, participatory approach of government officials, common people, and local civil society organisations contributes a lot on success of development programs implementation and derivative benefits to the unreached. With regards to elected ST and SC women representatives in both the districts, their social status have improved due to exposure to PRI system, gaining knowledge on management of development schemes through training programs, attending Gram Sabha meetings, etc which ensuring women rights and ending disparity men and women in all aspects of life. In similar manner, through local governance system, government officials are being guided to respect common people's wisdom, indigenous knowledge system, ideas, etc to promote their rights of survival and development in various schemes.

B. WEAKNESS

The basic thrust of 73rd Constitutional Amendment allows the local self – government to be administered by selecting own representatives, empowered to make rules independently, to utilize local resources to meet financial necessity, etc. Such mandatory provisions though adhered in principle but in case of elected ST and SC women representatives they are being neglected due to low socio-economic background in both Malkangiri and Gumla districts of Odisha and Jharkhand State. They are often restricted for equal participation in Gram Sabha on any decision making process. Even prevented to articulate any group specific interest and as well opposed to protest for their cause of deprivation and exploitation. Interference by the local political elite class and government officials always stands as a common phenomenon in their free access to local self -

governance system. In such context, devolution of power and true participatory spirit in sharing of ideas and views always overshadows. Lack of education, abject poverty, and low living standard undermines their capacity and position in the eyes of government officials. In addition, they always spare more energy and time in search of livelihood to meet minimum basic needs which constrains to concentrate in discharge responsibility in development programs. Their passive participation bears very little or no impact on alleviating poverty and improving living standard. Even in these two Schedule V area districts, under legislation of PESA Act and Forest Rights Act though STs and SCs are assigned through Gram Sabha to exercise right on forest land, right to protect, preserve and maintain forest, biodiversity and eco system, right to utilize minor forest produce and other development schemes, but they are always constrained to take benefit in true letter and spirit. The reasons are many and multivariant. Commonly, it is due to all financial and administrative power bestowed upon government officials which contravened local self-governance system. In addition, many operational field level staffs are not regular in service and continuing as contractual, temporary, adhoc and project based without security in service conditions which bears apathy in development program implementation. This scenario is vividly manifested in Gumla district, Jharkhand. Besides, though at community level many committees like health, education, sanitation, housing etc are framed as per the prescribed guideline of development programs but members are not given proper orientation about the vision and mission of these development programs. Hence, their responsibility to accomplish the assigned task always remains at receiving end. Pertinent to mention, over a decade many Self-Help Groups (SHGs) are operating as mandatory part of implementation in each development programs. In addition to their financial inclusive growth program, they are asked to contribute in operation of each development programs. But in practice, their support service is hardly acknowledged in program implementation. This apart, government officials often seek support service of local civil society organisations like NGO, ST and SC association to boost strength of development program implementation. In fact, these organisations simply work at behest of government guideline and always elude own vision and autonomy in planning and implementation perspectives. They hardly inculcate values of self-dependency and ownership of development schemes among beneficiaries. As such, creates a tendency of dependency always on government than own responsibility. These

deficiencies could be addressed by creating an environment of belongingness among beneficiary.

C. OPPORTUNITY

Since independence, STs and SCs are extensively receiving many benefits from various development programs of Central and State Government. This has enabled them to get employment and raisesocio-economic conditions and social status. The recent 73rd Constitutional Amendment has enabled them to manage all prescribed development programs such as health, education, housing, etc throughlocal self-governmant system. As such, this decentralized democratic system has created a condition of generating awareness and participation in ensuring their rights of benefit from these development programs. Further, such people centric platform provided many avenues of not to be trapped in exploitation, discrimination, atrocities, violence etc. On the other hand, it has created an opportunity of employment in formal and informal sectors for earnings and survival. The economic transformation, whatever, has improved their quality of life. Specially, women empowerment has increased due to exposure in Gram Sabha, SHGs, participation in poverty alleviation programs, educationg children in schools, receving training and orientation on PRI system, exposure visit to various government programs running successfully elsewhere. Besides, they have given opportunity to learn about art of coordination with various government departments say district, block and other line departments on creating a visionary impact in living standard and quality of life. The opportunity of innovative skill development training program enhancing capability and scope of establishing small enterprenuer which ensuring right to self- employment and independent earning. Besides, opportunity of employment though different government schemes like MGNREGS, PMAY, MFPs, KALIYA YOJANA – A Financial Support system to Agriculture and many other ensuring right to livelihood. By virtue of relative improved economic condioms, exposure to various government departments, financial institutions like banks, etc has strengthen their participation in local governance system and various committees on management of development programs. Local NGO and ST and SC organization can play vital role as pressure group to governmnet functionaries and as well beneficeries for meeting their larger interest.

D THREAT

At grassroot level government functionaries, especially Block Development Officers (BDO) commonly undermines beneficiaries due to illiteracy, abject poverty, landless, traditional belief system and culture. The entire budget under different development schemes is controlled by district office and at field level managed by block level officials. Under 73rd Constitutional Amendment provision all powers, except financial power, is given to elected representatives and common people to manage and implement all development schemes at their own level, looking the necessity, in a participatory manner. The block level government officials and field staff including Panchayat Secretary always follow bureaucratic procedure and remains busy in maintaining records of monthly, quarterly, and annual statement of accounts, stock registrar, of assets, etc of each development schemes. Their regular periodic feed back to higher officials constrain them to make any effort of personal touch with the beneficiary and understanding the ground reality which eluded the spirit of their service to the poor. These functionaries are only concerned to accomplish assigned task without understanding or clarity on concept of PESA Act, Scheduled V Areas, and 73rd Constitutional Provisions etc. Therefore, they fail to comprehend what facilities have framed and provided by Central and State Government to poor people.

Further, in two districts all ST and SC representatives are elected under reservation policy system. Under constitutional provisions they have to take independent decision on their own on implementation of development schemes. Their background of illiteracy or just literacy, poverty, backwardness and other force them to be fully dependant on government officials and work in coordination with them. Often, they are overshadowed by bureaucrats, local political elite and higher caste and class. Besides, local power structure within and outside and indifference or underestimation of government officials prevents their capability of exercising various rights bestowed on them by the government.

In addition, commonly, beneficiaries are always perpetuated with the cycle of poverty and backwardness. Ground reality shows, despite of budget allocations under different heads, the government action system not yet effectively processed to increase the capacity or influences of poor groups on improvement of their socio-economic condition and end of discrimination. These ST and SC vulnerable group are struggling to cope with

minimum necessity and always subject to exploitation by middle men and land owners like low payment of wages, more working hours and inequality at all levels. Such condition stands as major constraints in their participation in local self-governance system. Practice of traditional agriculture in occupied hill terrain forest land and lack of orientation on adoption of modern technology and innovative knowledge in agricultural and non agricultural productive process say collection of minor forest produce and processing for marketability cause unstable income in maintaining minimum standard of living. These major deprivation restraints those in right to participation in local governance system and all planning and implementation process of development programs.

Further more, many civil society organisations like NGOs and caste and ethnic based association of SC and ST are in operation in two studied districts. Their activities includes as support service delivery agency to government sponsored development programs and not as change agent. They generally eluded own independent vision and autonomy in planning and implementation of development programs suiting to rights of fellow ST and SC vulnerable groups. Instead, broadly adhere to the financier's agenda, policy prescription and governance system of government. As facilitator of various development program operations, these groups hardly take cognizance of beneficiaries experience, ideas, traditional knowledge and specific needs of the region/area. The major consequences of such one side approach of service delivery agencies cause growing inequality and discrimination, rampant casteism, etc. Their spirit of activism is largely lost and perceived beneficiary as mere consumer and not potential partner to program. Probably, these agencies self accountability, autonomy, openness and decisiveness and free from government guideline could ease problems and resolve issues of poor groups.

On the whole, a collective effort of all stakeholders is needed to ensure the rights of stated vulnerable groups. Probably, this supposition could only be achieved, if basic necessity of common people guaranteed all the times.

CHAPTER-11

SUMMARY FINDINGS AND OBSERVATIONS

Historically, community-based management system of local affairs popularly known as ‘Panchayat’ always stands as a common features in Indian society. Basically, its emergence, approach and nature of functioning always conditioned to existing economic, social, political and cultural system. In ancient and medieval period of simple, self-sufficient, self-reliant, homogenous and egalitarian society, such informal institution was primarily accountable to conflict resolution and paving way for coordination, harmony and integration among community members. Even the legitimacy of state ruled by the king and others was least or no effect on autonomy in administration of Indian rural society. In perspective of human rights, the local governance system was based on principle of natural justice, reasoning, liberty, fraternity and equality among individuals in every sphere of life. In subsequent period especially during colonial rule, the prevailing informal institution of self-rule changed in Indian rural social scenario. It lost its own autonomy and became as a unit of revenue collection and other use for the best interest of colonial ruler. The community self-rule supersede by bureaucratic administration in all sorts of management of rural social system. However, during independent movement Mahatma Gandhi emphasised regeneration of ancient rural democratic body and remarked ‘individual’ is the supreme and architect of own destiny and over rule centralised authority. Thus, his model prescribed ‘grass root democracy’ as vital and to follow in principle ‘bottom -up approach’ than ‘top- down approach’ in implementation of any sorts of development program intended for common people. Subsequently, all nationalist leaders acknowledged relevance of his vision in nation building. After independence, his thought was given due weightage in framework of Indian Constitution under Directive Principle of State Policy. India as a welfare state implemented various development programs under Five-year plans and program through bureaucratic system of administration which caused several constraints to reach the benefits at the grass root level. Viewing such limitation and accepting recommendation of various committees, the 73rd Constitutional Amendment Act 1992

brought a new era in the federal democratic set up by providing constitutional status to the three- tier PRIs decentralised system of governance and devolution of power to local body with autonomy to manage own affairs by full participation. Its salient features entailed ‘Gram Sabha’ as unit of legislature, regular election, and reservation of seats for the SCs, STs and women, financial autonomy, etc. It also included 29 items of development programs such as health, sanitation, education, housing, drinking water and others to be implemented under 11th Schedule of PRI Act. Under system of federalism, the Central Government conferred such power to State Government to implement various development schemes through grass root local governance system for the best interest of common people. In reality, most State Governments hardly adhere to recognise such power of Central Government and follows own system of bureaucratic apparatus to implement the development programs. Thus, thwarted the spirit of constitutional autonomy of Village Panchayat, as unit of local self –government and violates in ensuring rights of vulnerable section of society. Needless to say, Indian Constitution is both a legal and social document and provides guideline for good governance of country.

In light of this context, a study was made in Malkangiri District, Odisha and Gumla District, Jharkhand to examine the role of Local Governance System on promotion of human rights of Scheduled Tribe and Scheduled Caste by implementation of development programs, say education, health, sanitation, housing, etc under 11th Schedule of PRI Act. These two districts were selected based on the declaration of NITI Aayog as most backward and aspirational districts in India. And comes under Fifth Schedule Article 244(1) of Constitution with highest number of Scheduled Tribe and Scheduled Caste population. With regards to initiation of panchayat system of self-rule, the State Government of Odisha had passed Gram Panchayat Act in 1948 and subsequently amended in 1964 and later 1992 in tune of the Constitution 73rd Amendment Act with rendering power to local authority to administer the development program. Jharkhand State accepted the same much later in the year 2010. Conforming the latest 73rd constitutional amendment Act both the districts are implementing various developmental programs for meeting aspiration and safeguarding the right to life, livelihood, health, education, food security, etc of Scheduled Caste and Scheduled Tribe.

.Beneficiary Socio-Economic Background

- **Education**

With regards to socio-economic background, they commonly lack formal education and highly illiterate (53.1%) and some of them are just literate in level of knowing three 'R' i.e. reading, writing and numeracy (27.1%). But on the other hand, they are enriched acquiring indigenous knowledge in domain of agriculture, forest products processing, ayurvedic medicine knowledge on ailing diseases etc. Of course, hardly any effort is made neither by government nor village panchayat to retain and promote such valuable knowledge for the service of mankind.

- **Family Size**

Their family size is mostly nuclear within five members comprising husband, wife and children by breaking system of joint family prevailed over the years. This is due to population growth, limited space in accommodation, raising cost of living, least earning, migration etc.

- **Age Group**

All are in productive age group between 25 to 50 years (83%) and aspiring appropriate guidance to become self-dependant by own labour and venture and not availing benefit much from development schemes.

- **Livelihood Pattern (Farm and Non-farm Sector)**

In context of livelihood pattern, mostly land less, small and marginal farmers commonly depend upon agriculture and forest based resources for survival. In Malkanagiri district commonly tribals are facing legal action by forest officials in acquiring forest land for agricultural purpose. Forest Rights Act, 2006 is no way helping in agricultural land entitlement for cultivation and supporting quality life in both the districts. Production of crops like paddy, ragi, millet and others is mainly for self consumption and partly sell in market for meeting day to day expenditure. In other words, mainly they are relying on traditional agricultural practice for survival and advancement of agricultural support is nowhere in sight. Therefore, finding insufficiency to maintain family, they often migrate within and outside state in search of livelihood. In non -farm sectors, domestication of

animal like cow, goat, chicken etc partly contributes income to meet their both ends. In fact, none of them follow advance method of rearing these livestock for commercial purpose.

- **Income**

Agriculture stands as the main source of income. But as majority of them are marginal farmers (58.1%) commonly dependent upon share cropping and other source of income like wage labor and minor forest produce. Very often, they are subjected to exploitation by the land owner, middleman in marketing the agricultural product and minor forest produce, irregular payment, low wages, violation of right to equal wage rate of male and female workers, etc constrained them to go beyond subsistence level for leading right to quality life. Looking the various constraints in income sources, and apathy of government in due implementation of various development scheme, their annual income ranges within 50,009/- to 90,000/-.

- **Expenditure**

In the same way, as majority of them are in the below the poverty line, therefore, spend substantial part of average income (Rs. 65, 392/-) on fulfilling basic needs like food, cloth, health and other necessities. Though, they are availing subsidized food under right to food security from government schemes, but high incidence of nutritional deficiency found a common phenomenon in studied area, especially more in Malkangiri district. Besides, the rising trend of market rate of all items of basic necessities cost them for more expenditure and less or no saving to meet any future exigency. Infact, this is due to policy makers and planners oversight their genuine problems faced in every day life situations and circumstances.

- **Personal Loan**

Such deficiency, often force them to opt for loan from Bank (28.5%), SHG (3.25), local money lenders (2.5%) and others to meet any emergency and immediate requirements in daily life situations. A common scenario observed is that they take advance payment in form of loan to work in fixed wages round the year, as and when required. Often loan defaulter and harsh treatment of recovery agents a common sight in the studied area, which violates their right to privacy and life. In short, they always remain in financial crunch and this affects their right to maintain a minimum dignified life. In fact, loan facilities is not a

panacea for alleviation of poverty, rather self-reliant of whatever source available is solution to their sustainable dignified life.

- **Housing**

With regards to living conditions, accommodate in one or two rooms in own built thatched house without proper sanitation facilities in around the premises. Even then, most of them maintain their own indigenous method of sanitation by mopping the house by specific clay and cow dung. Current PMAY scheme has changed their housing design, as found, not accepted by them culturally. Therefore, most given houses used as goat shed or any other purposes than habitation. As much proclaimed scheme, right to house or habitation, in improvement of right to quality life face crisis due to flaws in planning system.

On the whole, they always live always in subsistence level and struggle hard to meet basic necessities in life. The irony is that despite of several development schemes implemented, since 75 years of independence; no policy has yet made any impact on guarantying their right to meaning full life.

- **Perception on Local-Self Government**

The recent 73rd Constitutional Amendment and development programs under 11th Schedule of PRI ACT poses much expectation on their active participation for facilitating right to quality life in various perspectives. But, the above cited circumstances, constraints their understanding to various PRI system like election process, selection of members, involvement in government development and welfare schemes, participation in Gram Sabha and panchayat meetings, operation of decentralized institutional system, government officials in local self-government administrative system, etc.

- **Election Process**

The election process is held in every five years regularly in Malkanagiri district and in Gumla district it started since 2010. The purpose is to strengthen the grass root democracy and give an opportunity to local people for participation in self-rule in the implementation of development programs. Public awareness about PRIs election is much higher in Malkanagiri district than Gumla district. Though, priority given in principle of candidates capability, popularity, inclination and aptitude of public service, etc but in practice influence of ruling political party and money power determines victories in election

in both the districts. In fact, such local level election paves way to understand people's strength at grass root democracy. As found, election to local bodies is now partly facilitating people centric and right based approach to intended development programs for common people. Thus, a more democratizing impact appears in the base level of rural society.

- **Beneficiary Selection Process**

According to principle of 73rd Constitutional Amendment, elected representatives have sole prerogative to select beneficiaries of development programs, preferably from the category of ST and SC living below poverty line. But in practice, the entire process remains under control of administrative apparatus of district, block and panchayat secretary at base level. The latter acts as intermediary role between government officials and elected representatives say sarpanch and ward members. In other word, the people's representative's plays very passive role and act under influence of panchayat secretary who commonly regulated and directed by local political elite and dominant groups. Such deviation truly violatesthe rights of elected representatives and rights of STs and SCs and as well spirit of democratic decentralization and devolution of power at grass root level. In fact, in the whole process, poor people of STs and SCs have no stake in the identification process, though their participation is prerequisite in self-governance principles.

- **Participation in Gram Sabha**

Gram Sabha is an integral part of the local-self government which paves way to grass root democracy. It is also known as citizen or people's forum inculcates values of community spirit to assert their views and suggestion in any development issues. As found common people mostly women participate in Malkanagiri district (87.8%) and Gumla district (82.8%) as the male members are migrant workers or daily wage labours finds no time to attend this public forum. As per the constitutional mandate, they have given opportunity to exercise right to participation in decision making process of development programs. But not have been successful in building social pressure on bureaucrats' intervention. Elected representatives including participants are passive and not preceded by struggle. Simply, they are attending as largesse of the state. Thus, state bureaucratic apparatus retains the agenda of 11th Schedule of PRI Act and turn these local bodies as instrument of same agenda. As such, Gram Sabha hardly reflects the forum of common people in fulfilling their expectation.

- **Application PESA Act**

Undoubtedly, provision of PESA Act is a vital instrument in promoting participatory democracy through Gram Sabha in these two Scheduled V areas districts to manage and control local resources for development. Ironically, two state governments of Odisha and Jharkhand have not yet implemented the same for the best interest of the Scheduled Castes and the Scheduled Tribes. As observed from field reality even many government officials are not aware about its policy implication for promotion of common people's rights. Though many Civil Society Organisations of these two districts occasionally protesting of its non implementation but their voice not yet fruitful in bringing any change of state action.

Development Programs under 11th Schedule

- **Education**

In all educational policy documents the inner thrust lies promotion on rights to education for all children. This notion also is professed providing free educational benefit to ST and SC children in both Gumla and Malkanagiri districts. As observed, local-self government is no way involving in education administration covering the issue of free and compulsory education, promoting enrolment, checking dropouts, ensuring function of Village Education Committee(VEC) in infrastructure development, etc. All these arrangements are under management of district and block education officer.

- More than half of beneficiary (55.25) children are enrolled in local Ashram School, Sevashram School, Government and Missionary run schools etc. and availing free text books , stipend, mid-day meal, etc. Of course, such facilities mobilizing illiterate poverty stricken parents to send children for learning in school but the continuity scenario is abysmal. This is due to parents vision is for immediate gain of ameliorating poverty and hunger by working as wage labourer and assisting in agricultural activities than for long term achievements. Mostly parents are not aware of VEC and its commitment towards their children future in education.

Sanitation

- Sanitation program is visualised to spread over in rural areas within the frame work of participatory approach of local self government. Accordingly, demand driven people centred approach sanitation program, especially, Swachha Bharat Abhiyan is very popular,

than all other, in both the districts. Many of the ST and SC beneficiaries have availed financial incentives Rs. 12,000/- for construction of individual household latrines in both the districts. But irregular payment to beneficiaries in stages of construction, mason selected by the implementing agency decided by the government agency, use of low materials etc left many latrines unused. Besides habit of open defecation and cultural constraints of having latrines near to residence stands against success of this scheme. Now, it is commonly used as goat shed, store room and even habitation too. Such imposed scheme without consultation of beneficiaries violates their right to sanitation

- **Health**

In rural set up, health and wellbeing is intrinsically interconnected for a quality life. The 73rd Constitutional Amendment recommended the elected representatives and increasing people's voices through participation is an effective way of improving health system to facilitate the right of health, especially for vulnerable and disadvantage group. As observed, many flagship schemes like Biju Swasthya Kalyan Yojana, Ayushman Bharat, NRHM, with health card etc are being implemented to ensure their right to health by government health worker. Common people lack of knowledge on utility of health card, distance to reach PHC with improper accessible road, shortage of doctor with medicine and above all believe in traditional practice of healing diseases constraints to reach its mission.

- **Drinking Water**

Many flagship schemes like Basudha, Swajaldhara, Jeevan Mission, etc are implemented in both the districts to comply peoples 'right to water'. In fact, safe drinking water is a fundamental right under right to life. In field reality, instead of taking cognisance of this scheme as own, people always rely on government to accomplish the mission. Lots of incongruity observed like installation of water taps in suitable place, maintenance of solar support water supply, maintenance of water pipes, water contamination, irregularity in electric power supply etc often violates people's right to water. In principle, though people are the center point to look after this scheme but their tendency of over dependence to government officials cause imbalance in water distribution.

- **Rural Housing**

Under constitutional provision and law, the state is obligatory to comply right of house of its entire citizen for living with dignity and security. The state party is supposed to collaborate

with local self-government in implementation of this scheme to ensure citizens right of habitation. Many schemes like Pradhan Mantri Awas Yojana (PMAY), Biju Pucca Ghar Yojana or Mo Ghar Yojana, Baba Saheb Bhimrao Ambedkar Yojana etc are being implemented in both Malkangir and Gumla districts. As found more names is registered and few are availing housing scheme with irregularity in instalment payment system. Further, construction design is not rightly accepted by common people as it violates their right of traditional norm. Likewise, it is found that many identified beneficiaries of both STs and SCs are enlisted to realize their dream of 'Apna Ghar' but still pending due to lack of legal entitlement of forest land where they are living years together which violates much declared Forest Right Act (FRA) 2006.

- **National Rural Livelihood Mission (NRLM)**

This is flagship program under Poverty Alleviation is implemented through formation of Self-Help Groups (SHGs) in both the districts. The purpose is to generate, save and manage own fund without depending upon formal and informal credit agencies like local money lenders. The basic thrust is to make poor women especially STs and SCs self-reliant, self-sufficiency and self-dependent in earning and spending money to with right to live with dignity and equality. Over the years many SHGs have been formed to comply with its policy and objectives despite the fact, due to women members' abject poverty, illiteracy, inability to manage impose loans, etc lead to violate their right to dignity and self-worth.

- **The Mahatma Gandhi national Rural Employment Guarantee Schemes (MGNREGS)**

This is a right-based employment guarantee scheme for 100 days wage employment of manual unskilled work to poor rural household. This scheme is mainly intended to ensure right to livelihood and right to live with dignity. Local-self government has principal role to address the local poor unemployment, mass migration, irregular wage payment, etc by engaging them in afforestation, road construction, digging village pond, etc. As observed the entire process of implementation is governed by block administration. Due to various complex process of mode of operation like biometric identification, job card, direct benefit transfer to bank (DBT), Aadhar-Based Payment System (ABPS), low wages in comparison to market rate, etc violates their right-based realisation of minimum guarantee of income and subsistence.

- **Agriculture Extension**

Undoubtedly, agriculture play unique role as a sustenance of of livelihood, food security, reduction of hunger, employment opportunity, etc of rural poor , especially STs and SCs in both districts. Our study was mainly on Pradhan Mantri Krishi Synchyaee and Watershed Development scheme for inclusive growth of tribals and scheduled caste in both districts. In fact, this scheme is benefitting more few landholders and unevenness of landholding stands as constrained to implement the scheme

- **.Public Distribution System (PDS)**

Article 21 of Constitutional Provision and current National Food Security Act (NFSA) 2013 prescribe right to life of poor Indian citizen. Under this Act, the PDS s scheme is implemented all over India and these two districts too. But in Gumla district some mismanagement and irregularity observed as fair price shop owner illegally deducting two kg rice on the whole allotted to poor man in pretext of meeting transport expenditure which appears violation of right to justice of consumer. Ironically, all concerned of PDS have accepted it as part of the syste.

- **Welfare of Weaker Section**

Article 41 of the Directive Principle of State Policy has approved right to old-age social security, and accordingly many old age pension schemes are being implemented as providing minimum subsistence to life. But current system of Direct Bnefit Transfer (DBT) of pension, maintainance of Bank Pass Book and Aadhar Card, distance to bank, etc violates their right to security of life.

- **Family Welfare**

Small Family norm, child welfare, safe delivery, pre and post maternal care, abolition of child marriage etc are some of the welfare programs are running in these two districts. Their conservatism approach, abject poverty, capacity of thinking on benefit of scheme stands constraints in program implementation.

- **Rural Electrification**

Many schemes like Kutir Jyoti Yojana, Biju Gram Jyoti Yojana etc are operating to provide energy in free or subsidized rate to poor tribal and SC categories in both the ditricts. Often power cut and inability to pay minimum electri bill and even replace a fuse ball thwarts the

very system of rural power distributon system. However, it has much impact on improving their right to quality life.

- **Women and Child Development (Girl Child)**

There is a constitutional provision of Article 15 directs protection of girl child against discrimination and injustice for girl child. The recent propagation of Beti Bachao and Beti Padhao by the PM is a testimony of ensuring welfare and rights of girl child. This scheme is well appreciated and has gained momentum in our studied districts.

- **PM Jan Dhan Yojana**

This scheme is well spread over in two covered districts for financial inclusion and to bring equality and end discrimination of vulnerable section of society, especially, STs and SCs. No doubt, regional and nationalised banks are flooded by inclusion of account holders but the financial transaction found low because of poverty and low level of subsistence.

- **Women and Child Development (Ujala Yojana)**

This program promote right of women to protect from health hazards of smoke and pollution and empower them to harness energy in some other productive activities. The identified poor women in both the districts are facing difficult to take benefit of this scheme for longer due to abject poverty and financial constraints.

- **Anganwadi Centre (AWC)**

Our Constitution under Article 115, 24, 39 and 45 envisaged adequate welfare measures for child all round development. Confirming such provision, AWC are spread over in two districts with extending multiple service benefit by ensuring rights of child namely supplementary nutrition, pre-school education, immunization, etc.

- **Minor Forest Product (MFPs)**

In both the districts forest is a main source of livelihood and linked to the social and cultural life of tribals and other vulnerables. MFPs to a large extent compensate their minimum basic needs and ensure right to life. Need of the hour is to make covenirnt on stringent implementation FRA Act, 2006 for best interest of tribals and other weaker section of society.

CHAPTER-12

SUGGESTIONS

Democratic decentralisation is not simply devolution of power and responsibility from centralised authority to grass root people to manage their own affairs through unit of local self -government. It has certain ideological vision which varies in space and time depending upon given social situation. In present scenario, especially after 73rd Constitutional Amendment, the trend of democratic decentralisation and power of local self-government under three-tier PRI system has gained wider perspectives in alleviating poverty, bringing equality and social justice. Its perspective is not only mere adiministaion but also with promisingmore inclusive growth of vulnerable section of society, especially of Scheduled Tribes and Scheduled Castes. In fact, such standpoints have been more specified in implementation 29 items of development programs under 11th Schedule of PRI Act. But in practice, the approach is facing lot of challenges in application at grass root level in ensuring rights of poor. Therefore, the system requires collective approach of all stakeholders such as bureaucrats, elected representatives, NGOs, Civil Society Organisations and common people, especially beneficiaries of STs and SCs to manage the development programs at local institutional levels.

Based on the broad findings and observation made in the previous chapters, the following suggestions and recommendations are presented here for perfection of the system.

- Commonly local self -government in name of village panchayat is established at the behest of State and function in adhering bureaucratic procedure, which results in going away from its main objective of democratic decentralisation. As the village panchayat has greater role in socio-economic development of common people, protection and management of natural resources of its geographical areas, hence the panchayat administration need not be too bureaucratic but rather to be more people-centric, informal and collective in approach leaving behind the caste, class and power differentiation. For the purpose, the key functionaries of panchayat need to evolve appropriate mechanism for mass participation for achievement of its objectives.

- Normally in village panchayat set up grass root functionaries including elected representatives of various cadre rarely understands any rules and regulation, policy perspectives, development project objective, etc which vitiate the very purpose of panchayat goals. Therefore, training, orientation, inculcation of ethics should be introduced for achievement of objectives of democratic decentralisation and flawless implementation of development programs under 11th Schedule of PRI Act covering education, health, sanitation, housing, drinking water, etc.
- Awareness program be organised at village level to participate in panchayat election and elect suitable representatives on basis of their intellectual capacities, visionary, ability and not on basis of political affiliation, class, caste, etc. People to ensure that such candidate can understand and solve problems and evolve appropriate system mechanism for well being of common people and ensure their rights for quality life.
- Training to elected representatives and general awareness to common people be organised at panchayat level to educate people about various development programs under 11th schedule operating in their locality. Therefore, there should be a definite policy of panchayat system to find out how and what manner it should provided to them for the best interest of poor people.
- In initial level of assuming responsibility, the elected representatives should be given due orientation about their role to perform for common people.
- Periodic strength and weakness of functionaries including government officials and elected representatives and as well common people be assessed for their effective performance in development programs.
- Communication is the transformation of information from one person to another. Better communication system creates good bonding among functionaries and people at all levels. Bad communication creates mis-understanding and difference among them. Therefore, it is very important for developing a system in panchayat level by distributing leaflets, wall painting, displaying details about development programs in notice board for maintaining transparency. Besides selection method of identifying beneficiaries and other related matters be highlighted to avoid any doubts and confusion among common people. Any type of dispute, difference among people, between people and elected

representatives should be sorted out soon following participatory approach by way of open discussion and using counselling method.

- Motivation is a process of encouraging people and members to participate in any development programs of panchayat. For this purpose their basic problems like security of employment and livelihood, end of deprivation, inequality, exploitation, abolition of casteism, etc be addressed duly which will create enabling condition for better performance output. Also, this may create a sense of belongingness for effective implementation of development programs.
- NGOs and Civil Society Organisation, especially ST and SC associations should be oriented by government to play proactive role as facilitator, motivator and coordinator in evolving ethics and inculcating values among people to participate in panchayat development activities effectively,
- Periodic evaluation, monitoring and impact assessment on implementation of various development programs be done through Gram Sabha which will empower people substantially.
- For better implementation of development programs and promotion of human rights, there should be institutional means to guarantee equal share of available resources among common people irrespective of level of socio-economic background.
- There should be specific policy at panchayat level to address social issues close to the day-to-day lives of common people. Any discrimination and uneven treatment to the common people and members will leads to dissatisfaction, frustration and impedes spirit of participation. Therefore, all should be given equal chance and opportunities to apply their own innovative ideas.
- To make panchayat effective institution, government should make timely funding to respective development programs. Besides, initiatives be taken by government and people as well to generate fund of their own from various available means.
- Elected members, selective village people, government functionaries, local NGOs and Civil Society Organisation should be given opportunity for exposure visit to outstanding performance panchayat in order to replicate the same at own panchayat.
- In order to secure maximum participation, both State and Central Government should offer some incentives to people and members in form of recognition certificates, cash

award, preferential sanction of loans, subsidy on seeds, fertiliser, pesticides, purchase of agricultural equipment, etc.

- Provision of reservation is made in PRI electoral system for SC, ST and women. Merely, providing reservation to weaker section and women will not usher effective participatory democratic system. In order to make this system more vibrant and dynamic, government should take urgent steps to ensure economic independence and guarantee of meeting day to day requirements for survival of such deprives sections.
- Bureaucracy should be cooperative and friendly towards members and common people in discharging their duties.
- Awareness program should be organised periodically about the rights of people in respective development programs. The Social Worker, NGOs, School, College and University teachers, NSS Volunteers, Student Union, electronic and print media should facilitate this mission to evoke interest among the people towards their role and duties to make effective implementation of development programs.
- Planning and implementation of development programs should follow ‘bottom up’ approach instead of ‘top down’ approach which will help to solve problems of people face in their day-to-day life situation.
- For overall development of rural society, bureaucrats, PRI members, common people and other concerned should develop the culture of adoptability, flexibility, optimism, bias-free attitude in action while rendering best interest of vulnerable section of society
- PESA Act a visionary legislative provision of Government of India is prescribed to implement development programs through autonomous GramSabha in Scheduled V areas for best interest of SCs and STs and other vulnerable section of society. But irony is that this vibrant Act is so far not implemented in both Odisha and Jharkhand State. Rarely, government officials and common people are aware of such Act. Therefore, it is suggested that this Act should be implemented in letter and spirit at the earliest to promote their rights.
- For inclusive growth of STs and SCs there should be blend of modern panchayat with traditional and customrary panchyat perspective for use of local wisdom in a ‘synergistic, way for effective application of development programs. .

- Additionally, for making the development programs more effective and to ensure promotion of rights of STs and SCs, detail suggestions are given in theme wise based on interaction with beneficiaries and other stakeholders concerned with development programs, which as follows:

Education

As many of elected PRI members are just literate and lack vision in promoting education, hence, a proper orientation be given about perspective of education by NGO, Government Officials, educationist of reputed educational institution,

- Mandatory goal and target be fixed by government and PRIs members to ensure up gradation of school in respective panchayats in form of enrolment, retention and continuity of learners without any break and drop outs;
- To ensure functioning of VEC in villages with members of minimum knowledgeable person about understanding the value and dynamic of education.
- Current need of the hour is the movement or protest against about the privatization of education system especially primary education for the best interest of vulnerable children;
- To ensure regular supply of prescribed facilities to schools in forms of quality mid-day meal and other foods, learning equipments etc;
- Parents or guardian of learners be oriented or motivated to see educational progress of their children,
- A 'Quality Control' system in every village panchayat required to examine the food item supplied to schools for maintenance of nutrition, control of adulteration and safety of learners;
- In similar a 'Health Committee' be constituted in every panchayat to examine the periodic health of school going children;
- Over all monitoring mechanism be develop in coordination with government officials, elected PRIs members, conscious citizen, NGOs and other concerned working for the best interest of school going children;

- It is observed that faction like caste, religion, political affiliation and ethnical association, etc stand against healthy community participation in education. Therefore, such biasness be demolished by application of legal entitlement;
- Village Panchayat be given autonomy in to maintain its economy on fund allocation to school, administration and development of school;
- Panchayat be free from political and administrative bureaucracy and be given free hand to follow collective will of the people;
- Awareness on vocational education be periodically spreads for enrolment of learners for their self-employment.
- In New Education Policy (NEP), 2020 emphasis is placed on mother tongue in teaching and learning process for enhancement of cognitive learning power of students. Therefore, introduction of tribal language in pedagogy be introduced for generating interest in learning process;
- Over all, a participatory approach and solidarity action is necessary for aiming at changing the exploitative and unjust structure of society which is necessary condition for the success of education program;

Sanitation

- Government officials instead of more in touch with government policies should attach with people's conviction in program implementation;
- The sanitation program should compliant with legal requirement in access to public use, maintenance, action on default payment etc;
- The Swachh Bharat Mission should be made more people-centric, guided by the specific needs of the visible and invisible requirements of marginalised and excluded communities with consideration of their culture, values and belief systems irrespective of geographical needs;
- Customised designs and appropriate budget allocations are required at the outset to ensure universal access with scientific management of sanitation program;
- Sanitation program design need to be integrated with evaluation and monitoring at every stage of implementation;
- It should be people -centric than contractor-centric in construction and maintain ace, etc

- The social, cultural and religious stigma attached to sanitation, need be considered and duly addressed for prevention of any crisis ahead to come; the solution thus lies more in the religious and cultural domains than in the realm of brick and cement. Therefore, there are no shortcuts, if the goal is to be attained;
- The right to sanitation must be embedded in the Constitution of India as a legally enforceable right for all people of India, including ST and SC with the right to a remedy (legal and otherwise);
- In addition, the state is responsible to create the physical and social infrastructure necessary for actualising this right with adequate budget provisions and establishing necessary regulations. It should create working a participatory and democratic monitoring and grievance redress system in case of non-compliance of the provisions under this right. Most importantly, it needs to act against those officials, stringently within whose jurisdiction the right is violated,
- The State, NGOs or local enlightened Civil Society Organisation should have to play key role in creating awareness among people about the ill-effects of open defecation and its bad consequence on health and hygiene;
- There should be proper management of solid and liquid wastes and incentivize way changes in approach;
- Communities must be encouraged to bring about behavioural changes in tune with the content of Right to Sanitation and must be involved in the participatory management and monitoring of the facilities created;
- Members of local self- government to ensure absolute proactive participation of common people for its constitutional and legislative recognition, etc.

Health

- Felt need of people to be assessed programmatically and administratively and then the decentralised health service to be carried out;
- In health program planning and implementation the first priority should be given to the community members. In other words ‘bottom up’ approach in program planning is necessarily to be followed;
- Health policy in district level, first prioritise be given to inaccessible areas with making requisite investment;

- Rural health institution be functional by posting adequate staff with ensuring essential medicine and other facilities;
- Sustainability, accountability, accessibility, availability and responsiveness to be given due thought in improving the health service to people;
- Health staff be orientated for responsiveness and as well to gain the trust of ST and SC people;
- The gap between the coverage of health schemes and compliance be maintained substantially;
- Periodic monitoring, evaluation and follow up need to take care up in health program implementation with due maintenance of record;
- GP members must play pro active role in health programs as facilitating agency according to the direction of district health administration;
- In the whole process of decentralisation of health services due attention be given more on prevention than adopting various approaches for cure;
- Adoption of traditional method, privatisation of health care and practice of illegal doctors on healing of diseases be discouraged;
- Service of medical and paramedical staff be regularised and payment of salary be paid as per term and condition of government rules of regular staff. Such good will gesture certainly promotes the moral ethics to serve better to the needy.
- Special package be given to both medical and paramedical staff, as they are working in accessible hazardous condition. This will inspire them to act proactive role for the best interest of tribal people which may promote their right to health;
- On recommendation of GP members local youth both male and female be trained by District/PHC level health personnel for extending first aid health service to vulnerable in village/hamlet located in hill terrain and inaccessible areas;
- Modern medical facility, equipments, ambulance, medicine, well-furnished staff quarter in medical premises and Panchayat head quarters be provided for best health service to people;
- Skill based training program to ASHA level workers be conducted at regular interval at village or sub centre level as per the directive of district medical administration. This could be facilitated in coordination with GP members at village level,

- Gaon Kalyan Samit (GKS) level orientation meeting be conducted periodically to aware the community for health card, Jan Aarogya Yojana, Biju Swasthya Kalyan Yojana, etc along with demand generation on health seeking behaviour of the society;
- SHG members be involved for community mobilisation for cleanness of environment, maintaining health hygiene, malaria control program etc;
- In each panchayat a health committee, be formed to look after health problems of local areas;
- Community members be given counselling not opt for *Gunia/ Quack/* traditional healer for treatment of health problems;
- Regular review meeting be held quarterly to assess the performance of medical and paramedical staff for the best interest of common people;
- Special health camp be organised for tribal and other weaker section of society in hill top/ inaccessible areas for identification and cure of diseases;
- Over all, appropriate decentralization accompanied by accountability at every stage by ensuing enthused involvement of people and health staff is essential for the best interest of common people;

Drinking Water

- A growing number of installed water taps are becoming defunct often is a matter of deep concern. This is because of mismanagement/lack of proper care and maintenance, hence needs rejuvenation and a through re-evaluation of water supply schemes for sustainability;
- The nodal agency should provide mechanics at village and Panchayat levels, which will facilitate easy resumption of water supply;
- In village of Panchayat, PRI members should be motivated to come forward to identify the potential people who could be imparted training to repair their own defunct water sources like tube well, solar system, water taps, etc in their respective areas;
- The Panchayats should be made aware of government's allocation and the schemes in their respective areas;

- Panchayat members / ward members should be motivated to identify the causes for unequal water distribution, so that the weaker section of society is able to access this facility. Such bodies can play a significant part in creating awareness and identifying the role of professional functionaries. The local people should be sensitized, so that they may become aware of every loophole in the government department and they can fight for the opportunities and welfare, which are provided to them. Altogether, they should initiate local movements to tackle the problems;
- Priority should be given to rehabilitation and restoration of decaying traditional water harvesting structure, to their full potential for the future. It is not enough to build new water harvesting structure only effort should be made to revive the vast treasure that already exist and have been thrown into disuse;
- Water harvesting should be made a national /Panchayat movement. There is a need for planners and policy makers to formulate an effective strategy to club the institution and a well as individual endeavor for revival of traditional resources;
- Local Communities must have a right over the resources/ community well that they regenerate and manage. PRI could offer a platform of water management, would mean community empowerment and enactment of water related rules and regulation;
- Need to restore a balance between state and community in management of water supply individual households;
- Water literacy is an immediate necessity for the people to generate awareness and raise people's movement to meet water and protect water resources;
- There is a need of for the participation of the NGOs, Government, Professional, Educational Institutions and representative bodies interaction with the local people to generate the required awareness among the society;
- Respective State Government of Odisha and Jharkhand can gave a call to Panchayat members to take up at least one water harvesting structure in their village;
- The local people must be made aware of the conservation programs/water stream / making small check dam – hill streams etc;
- A Panchayat campaign for water literacy is required to spread the message to utilise water in a judicious way / manage water resources , share it equally and optimally;

- PRI Women members may be given priority to play an important role in water project identification, maintenance, development and preservation;
- Both men and women should be given equal opportunity in management of water resources They should be trained to spread message among people to optimal use of water;
- Minimum affordable water taxes be levied to generate a sense of accountability , ownness and maintaiance of water eaps, basement and solar system to the extent possible;

Rural Housing

- Due care need be taken while selection of genuine beneficiary which should be done through people participation in Gram Sabha;
- Periodic monitoring on implementing of housing scheme be done by elected representatives of local self-government in collaboration with panchayat secretary and block level government officials;
- Housing design required to be decided keeping watch of local cultural practices and acceptance of beneficiaries;
- Payment of instalment of for housing construction be released in schedule time as per guideline;
- Adequate attention be given in sanitation, surrounding hygienic condition while in construction of house;
- Beneficiaries be oriented for proper maintenance of house and they should be trained for any minor repairment of house, which will save their time, money and energy;
- Government officials must ensure the housing scheme to contribute them as a shelter, physical protection and symbol of social security and self–respect;

National Rural Livelihood Mission (NRLM)

- Commonly as found SHG is formed and shaped at the initiative of NRLM staff adhering to their own norms and procedure which results in going away from its main purpose. As the SHG is supposed to play greater role in socio-economic development of the poor especially the ST and SC and other poor women , hence the SHGs management system need not be mechanically superimposed by external

agency rather need to be more informal and women friendly. For the purpose, the SHG key functionaries and members require to evolve their own appropriate mechanism for achievements of its objectives;

- Key functionaries like secretary and president be selected by women members own visionary and rational abilities which could be an appropriate system to develop own group culture. Any imposition from outside may jeopardizes their belongingness to group;
- In order to maintain equality, harmony and dignity among women members, the executive body members like president and secretary are not supposed to act as leader but facilitator for raising effectiveness of SHGs like team spirit, group culture, etc;
- NRLM functionaries may arrange training or orientation program at village panchayat office in coordination with PRIS elected representatives suiting to the convenience of SHG members;
- Motivation is a process of encouraging SHG members to act positively for accomplishment of desired goals. NRLM in coordination with PRIs elected representatives need to create interest on new ventures suiting to their requirements;
- PRIs elected representatives of respective Panchayat may take periodic meeting to take stock of the problem and obstacles and SHG members facing and by their suggestion may convey to NRLM for further corrective and constructive action;
- Confidence building measures suiting to their choice of livelihood programs may be undertaken in order to proper utilization of borrowed loan which yield them better performance;
- For better use of their own indigenous knowledge, creativity they should be oriented to increase own self made ability and discover new opportunity;
- To encourage SHG members and to bring thrill in their drudgery life annual get together, annual recreational and exposure visit be arranged for gaining practical and greater momentum in life;
- In the era of 21st century computer literacy is essential in maintain accounts and records. Therefore, ST and SC girls be encouraged to participate in the training programs on accomplishment of SHGs activities;

- Lender agencies be given training of tolerance towards defaulter and ignorance, quantum of poverty of SHG members. Instead of mechanical in approach they should extend full cooperation to them;
- Finance to be utilized on livelihood programs based on availability in local areas than superimposed from outside, which will enable them to make best utilization of product;
- Over all, all concerned to NRLM SHG program should always be emphatic in understanding each other. So that human rights issues, especially women rights will be ensured;

Mahatma Gandhi National Rural Employment Guarantee Schemes (MGNREGS)

- Fixation of MGNREGS wage rates should commensurate with the declaration of minimum wage rate of concerned state government in order to check exit of workers, and ensure their wage right;
- During lean agricultural season, the work order of this scheme be enhance o make suitable poor man's work participation;
- While issuing job card block administration must seek cooperation of local self-government in ensuring genuine of beneficiaries and there by duplicity be avoided;
- Wage payment is made to laborers at regular interval say weekly or fortnightly at Gram Panchayat office under supervision of Sarpanch and Panchayat Secretary;
- Payment through bank by application of Aadhar Card and digitization of signature of recipient be avoided for best interest of poor worker. They are not acquainted with such advanced system which causing lot of hardship to them. Like failure of net system in bank, non-matching of signature due to age factor, long distance to bank, often non-cooperation of bank staff, etc affect their right to wage and as well right to life;
- Loss of Aadhar Card and timely retrieving it for use in payment, job card and other purposes cause lot of hard ship to them which should be simplified looking their illiteracy and abject poverty. For corrective measures such facilities are to be provided at Gram Panchayat office. Such facilities will not affect their right to life and ensure right to food;

- For transparency, all job card holders name be displayed in Village Panchayat notice board for common public awareness;
- MGNGRGS should act as game changer by providing regular job to poor in order to prevent mass migration;
- NGOs and other Civil Society Organizations be involved in monitoring, evaluation and impact assessment on benefices for effective utilization of this scheme, This will encourage strong accountability of Public-PRI-Administration integration;
- Self-Help Group be involved in selection of women workers and facilitation of wages in time payment;
- For the best interest of poor workers GP be empowered to allocate work to the workers against work demands and make necessary supervision in the whole process;
- GP be given administrative sanctioning powers to manage this scheme at the village level;
- Setting up a GP-level help desk for information facilitation, support and grievances management of poor workers. They should be oriented to register grievance whenever necessity arises, etc.,

Agriculture

- Village Panchayat be given free hand to select barren and hilly terrain land for community farming on leased basis and the shareholder be selected by themselves;
- They should be given skill based training to make the land more productive, by use of HYV seeds, use of organic and chemical fertilizer, use of pesticides to control diseases, etc for bumper crops;
- In current scenario much emphasis is given on organic farming and practice of indigenous knowledge for more market value, hence, they should be given special orientation to adopt such mechanism;
- All loan facilities be provided with minimum affordable rate of interest as per requirement from district level banks,
- For higher income they should be given training non-conventional agricultural practices like multi variety flowers, coffee, millet etc for higher earnings;

- All crops be insured under Fashal BimaYojana for protection on loss of crops and any damage by natural calamities;
- Respective State Government be fixed MSP with special preference on productive value of ST & SC;
- In every Panchayat a crop storage house be built for procurement by government or private agencies;
- In every Panchayat, agricultural committee be constituted chaired by the Sarpanch; Panchayat Secretary and other elected representatives to monitor and review the community farming along with personal farming;
- Village Panchayat to fix the wage rate depending upon the local situation and affordability by the land owners. As agriculture is the engine of growth and poverty reduction and women make special contribution to agriculture and rural economy, therefore, no discrimination of wage rate on gender disparity;
- Government should promote Civil Society, Farmers Organization and PRIs other concerned in extending justice to farmer on ensuring sustainable livelihood;

Public Distribution System (PDS)

- The PDS is a welfare approach just giving aid to vulnerable for minimizing the distress but not a solution to their unending problems. Hence, need is to evolve a mechanism of self-reliant to end of dependency;
- Application of this system only in case of natural calamities and other exigencies to avoid crisis and for sustaining a period of time;
- ST and SC livelihood system be up graded within the district on existing availability of natural resources and necessary steps be taken to avoid their mass migration to outside state;
- Forest Right Act and other related Acts be legally entitled to all STs and all Forest Dwellers to avail the forest resources without any obstruction;
- Special training or orientation be given to them for higher yielding in agricultural production processes for self-consumption and as well marketing their product for meeting other needs;

- State should be restricted of making PDS as instrument of appeasing poor people rather frame policy of enabling them to take care of their own subsistence, which help to promote their human right issues like health, education, housing etc;

Welfare of Weaker Section (ST & SC)

- Employment opportunities, according to capacity, suiting to local requirements, help them in ensuring minimum financial security, and avoid dependency and mental stress;
- For healthy ageing through better health care policies and specialised geriatric services at the primary health center should be facilitated in rural tribal areas;
- Social security through old-age pensions and strengthening of special priorities at various level of day-to-day activities should be priorities to reduce abuse, neglect and discrimination;
- Periodic revision of pension amount and re-evaluate existing multispectral policy initiatives aiming towards the welfare of the older population by the Government of India;
- Along with pension, they should be covered under health insurance scheme supported by the government to meet any ailing, and periodic healthcare facilities be provided at their door step;
- Regular payment of pension be given at Gram Panchayat office and as well given dire to them at home in supervision of Panchayat elected representatives specially Sarpanch;
- NGO, PRI members and other local Civil Society Organization be trained to monitor and send feedback for best interest of vulnerable citizen;

Family Welfare (FWP)

- Child marriage rate are very high in both the districts. By generation of awareness on raising age of marriage not below 20 years for boys and 15 years for girls through local-self government, NGOs and ST and SC organisations;
- Monetary incentives be provided for less children with provision of future nutritional care and maintenance;
- Delivery financial insensitive be provided for spacing children minimum three years or more with provision of nutritious food;

- Integration of mother and child health care may mobilize them to accept small family norm;
- Girl must be educated about the ill effect of early motherhood and its impacts on growth of child;
- Local folk culture, song, dance etc may be used to accept the perspectives of this scheme;
- Institutional delivery system may be promoted than following traditional practice for safety of infants;
- The regular employment with minimum wage guarantee may significantly contribute to accept this scheme fruitfully;

Rural Electrification

- It is necessary to strengthen the administrative set-up of State Electricity Board to provide sufficient man power for regular power supply and maintenance of electric infrastructure;
- Village Energy Committee be strengthened by support of electric officials and elected PRI representatives;
- Community members be sensitised on proper utility power supply as per rules and regulation of electricity department;
- Local youth may be imparted skill-based training on repairing and maintenance of electric equipment's, which will be help full to receive the service instantly;
- An effective monitoring system be evolved at village Panchayat level to ensure regular power supply to beneficiaries;

Poverty Alleviation (Pradhan Mantri, Jan Dhan Yojana (PMJDY) Mudra Dhan Yojana)

- Local self-government functionaries may fix a day in a week in Panchayat office according to convenience of these nonoperative bank customers. Bank official may come to such fixed place to render bank service to carry out necessary transaction in the account;
- Bank officials familiar to problems of common people may be delegated to make these poor people capable to transact independently on their own;

- Government should not pressurise banks to meet targets in opening of 'zero balance' accounts as it is raising high transaction cost and affecting customer service;
- As such, carrying cost of such a large number of in-operative accounts does not augur well for the bank as a whole. It is projecting over-size business without any corresponding gain for the bank;
- Due to serious shortage of manpower in most of the branches, it is very difficult to provide personalized service to most of these illiterate people, who even cannot rewrite / replace a voucher if the original is rejected due to some reasons;
- Always being defaulters to the bank, the scope for new business by these BPL people appears very dismal;
- Through open and informal discussions, few Bankers have suggested to tackle some procedural problems by adoption of some practical methods. The Village Panchayat staffs may help the customers in filling up the appropriate forms to carry out bank transactions of old age pension and other schemes where in DBT is in provision;
- Village Panchayat member may take the responsibility to ensure the transaction of accountholders who never visited the bank;
- Many branch managers felt that a token amount of rupees should be reimbursed by the Reserve Bank of India for each 'zero-balance' account opened by a branch. It will cover the stationery charges, cost of photograph and other minor incidental charges;
- Most of the rural bankers are not motivated to open zero balance accounts because they feel that operationally the scheme is not viable and it is difficult to adjust the losses incurred through these unusual interventions;
- Even some of them expressed that due to more time invested in handling these types of depositors, quality time is not devoted towards banks' valuable customers and in the long run bank may lose viable business provided by good clients;
- All the stakeholders in this scheme are of the opinion that simply opening accounts is not important but the government through Gram Panchayat raise income through use of local natural resources in productive way. So that continuous transaction can be possible in bank accounts, and that would lead to financial inclusion;

PM Ujala Yojana

- First and foremost, to ensure their source of earning by guarantying employment opportunity round the year, at least 250 to 300 days which can make them capable to utilize the scheme;
- Some potential beneficiaries among them can be identified by members of local self-government for basic training of safe use of cooking gas in order to take benefit of it and as well make life risk free;
- At Panchayat or block level local youth may be given chance as supply agent of cylinder with commission and minimum skill based training for mode of use of gas and maintenances of Chula;
- Such process can provide opportunity of earning to local youth;
- In every Panchayat or block head quarter a gas stock house with all fire preventive security may be constructed for smooth supply of cylinder;
- Gram Panchayat member may monitor and evaluate periodically for best utilization of this scheme;

Anganwadi Centre (AWC)

- A periodical training is required to staff on functioning of various aspects of AWCs;
- Foremost is to secure their service with suitable package for their smooth survival in village set up;
- All essential facilities be provided in AWCs with required materials for children;
- Surprise check of Anganwadi Centres as per mentioned in the monitoring cell must take place;
- Honorarium of Anganwadi staff must be increased periodically to encourage them to work proficiently;
- Surprise check of Anganwadi Centres as per mentioned in the monitoring cell must take place;
- Local Self-Government should take proactive role for community mobilization on smooth functioning of centre;
- A nutrition committee shall be set up in every Panchayat for eradication of the malnourished children admitted in centre by ensuring supply of nutritious food. Over

-all, a proper strategic coordination is required among all stakeholders for success of this scheme;

Women and Child Development (Girl Child)

- Culturally, ST parents make no discrimination on their girl child rather perceived as asset than SC in studied districts. Such ethical values should be spread over to the latter and other vulnerable section of society;
- Under PM slogan Beti Bachao and Beti Padhao adolescent girl should get respite under right to childhood from daily domestic chores like helping mothers, support father in agricultural work, collection of fuel from forest, looking after siblings, etc;
- Through awareness program and legally GP should make mandatory to send girl child to school under right to education for enhancing their capacity of innovative thinking and intellectual development;
- To avoid any misconception on girl child birth, mother and family members should be awarded financial incentive for future care and growth;
- To ensure very right to survival of girl child with dignity, sex determination test be strictly banned by law with stringent punishment of violators;
- Malnutrition among child, especially girl child, is very high in malkangiri district than Gumla , need special care of district health authority;
- Girl Child marriage a common phenomenon in both the districts .Parents should be make aware of prohibition of Child Marriage Act below 18 years and stringent prescribed punishment;

Minor Forest Produce

- Tribals, especially women enjoy democratic right to use forest produce for living with dignity and freedom over generations. In current scenario, they are being victimised of forest bureaucracy which denied right to livelihood. Under FRA, 2006, they should be given opportunity to avail prescribed law to ensure right to life;
- Under FRA they should be promoted to ensure rights to ownership, collection and marketing of forest produce for secured livelihood;
- Gram Sabha in collaboration with government officials develop strategic action plan and policy to enable ST and SC vulnerable sections to use forest resources as matter of right;

- Tribal intelliigentia, legal expert and activists should come forward to safeguard their interest and rights on forest resourses;
- For enhanced financial returns , they should be given training on better method of MFP collection in each village forest area, good storage facilty at village level, create market centre at locality, etc through government institution like ITDP, TRIFED, TDCCOL etc;
- At GP level value addition processing unit of local available MFPs be arranged like bamboo furniture, leaf plate, broom binding, for promoting right to livelihood and food security. Pertinent to say, there are ample opportunity on part of GP to act as body corporate by harnessing these products to market economy to national and international level;

CHAPTER-13

CONCLUDING REMARKS

Since time immemorial, the Indian society has seen functioning of panchayat system at the grass root level basically to maintain harmony and coordination among community members. In different periods of time, the rulers of state used it for their own interest, say British used the manner they deemed fit suiting to colonial interest. During the freedom movement, this was the reason enough for the Indian nationalist to 'restore' the ground level institution as the primary democratic unit for the future polity and nation building. Among many, Gandhi was most vociferous about its potential for true democracy. After independence, the spirit of Father of Nation honoured and legacy of representative democracy continued under system of liberal parliamentary democracy. India's myriad problems of poverty, food security, health, education, etc. appeared not addressed the tall tasks of modern nation-state building through grass root democracy. Realising the limitations, as the state is not only the architect of development alone, but its people's participation and individual freedom of thought which is very essential, especially, at the grass root level to make the nation a vibrant democracy. Such realization caused enough, for 73rd Constitutional Amendment to boost democratic decentralization and devolution power to the level of village panchayat as local self-government with participation of all rural people including irrespective of sex, caste (SC), ethnic group (ST) and class following the path of reservation policy and participatory democracy. Since then, India is credited as world's largest democracy making all concerted efforts to alleviate poverty, maintain equality and social justice.

On this backdrop, a study was undertaken on in Malkangiri district, Odisha and Gumla district, Jharkhand; most backward and STs and SCs dominated districts declared by NITI Aayog which comes under Schedule V Areas with strong recommendation of implementation of PESA Act. The main focus of the study was to understand local self-government as unit of following participatory democratic system in implementation of development programs under 11th Schedule of PRI Act, especially for promoting human rights of SC and ST while availing benefits.

Start with, local self-government are functioning in both the districts as per constitutional provisions. Regular election is being held conferring rights of reserve category ST and SC women and men by electing them as representatives of village panchayat. Though, it is held on non-party line, but local elites affiliated to political parties remained the de-facto players in the selection and nomination of candidate in the game. Accordingly, the elected or nominated representatives' performance in implementation of development programs, say in selection process of beneficiaries and participation always act in tune to their interest or dictum. As they are poor, illiterate or semi-literate having least knowledge of panchayat system, hence, follows as it comes. In one hand, state sanction their rights to get elected on the other hand they are denied the right of authentic participation in planning and implementation process for development say in education, health, housing, drinking water, etc. In any public forum like Gram Sabha, panchayat meeting, block meeting their participation observed always manipulative rather than authentic. Similar case also of beneficiaries finds no stake in sharing their ideas, knowledge or exercise right in participation, simply follow the directions. In fact, these development programs under 11th Schedule is prerogative of the state policy and ST and SC beneficiaries have no stake and always uncertain about its effectiveness in ensuring their right to equality and quality life. The state monopolized as the sole authority for 29 allocated development programs for rural community, especially STs and SCs in the studies area. The strategy of these programs observed based on centralized planning mechanism following the 'top-down' approach in implementation and with the assumption that the result or outcome would 'trickle-down' automatically to the bottom. Further, the state has authorized the bureaucracy with financial management to implement the program, as per directives. The laxity in bottom-up approach of elected representative and beneficiaries of ST and SC results non responsiveness to their views, ideas, cognizance of indigenous knowledge in development program implementation. Say, on child education, there is least enrolment of learners in school, high drop out, demotivation of parents towards child education due to abject poverty etc. In context of drinking water, people are still relying on stream water, pond water as water tap always remains out of order. Like wise housing, in majority of cases beneficiaries using it as goat shed, store room etc due to non acceptance of their cultural practice about planning and design of house. Similar also sanitation, health, old age pension etc. On record

their right is ensured in various schemes but in practice there is dearth of guaranteeing right in availing development schemes for improving quality life. Besides, non implementations of FRA Act, 2006, PESA Act, etc added to their problems in ensuring rights for improving living standard.

In brief, while the state and central government in its policy perspectives claimed of having granted the rights of local self-government to take decisions adopting participatory approach on many domains stated above, but in practice it has put a check on their ability to do so. Bureaucratic administration has taken up their place which violates the spirit of 73rd Constitutional Amendment. Further, the control of finance and ignoring knowledge of local human resources reduced their effectiveness in development program participation. Thus, bureaucracy is upwardly accountable to state and central government and downward to the common people, especially ST and SC. This could be construed as de-concentration to people centric approach as envisioned in the 73rd constitutional provision. A casual combination of constitutionalism principle and administrative suitability led to the failure of participatory obligation in base level of local governance system. Therefore, state first to encompass the entire fabric of human development system within which they live and survive. So that, the rights of weaker sections, especially ST and SC, enjoined by constitution, could be materialized successfully for their best interest.

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APENDIX-A

A Research Project sponsored by National Human Rights Commission, New Delhi and undertaken by Gurukul Foundation, Bhubaneswar (2021-22)

TOPIC : “Local Self Governance and Promotion of ST & SC (ST& SC) Rights: A Comparative Study of Malkangiri District in Odisha and Gumla District in Jharkhand”

QUESTIONNAIRE (GROUP 1) : Total 1000 ST & SC (ST & SC) Respondents including Malkangiri District, Odisha (500 ST & SC ST & SC) & Gumla District, Jharkhand (500 ST & SC ST & SC)

Questions on : Socio –Economic Background/Scenario

1. Identification & Profile

- i) District:
 ii) Block:
 iii) Gram Panchyat:
 iv) Village/Hamlet:
 v) Name:
 vi) Category: ST /SC

2. FamilyBackground

Sl. No	Family Members IN ORDER (Elder to Younger)	Sex	Age	Education	Occupation	Family: Single/Joint	Remark
1							
2							
3							

4							
5							
6							
7							
8							

3. Livelihood - Agricultural Sector

Sr. No	Land Category	Ownership- Own Land with Patta / Government Land	Land Size – AC / Dec	Cropping patterns	Production quantity	Expenditure	Profit / Loss in Rs.	Profit / Loss	Marketing
i)	Plain Land								
ii)	Dongar (Upland)								
iii)	Shifting Land-								
iv)	Leased-in Land								
v)	Leased – out Land								
vi)	Land with Patta								
vii)	Land without Patta								
viii)	Any other								

4. Livelihood – Non Agricultural

a) Forest Collection/ Minor Forest Products

Sr.No	Category	Quantity	Value in Rs	Marketing *	Any other
1	Honey				
2	Lakh				
3	Fire Wood				
4	Fruits				
5	Hunting				
6	Kendu Leaf				
7	Mahua Flower				
8	Mahua Seed (Tola)				
9	Sal Seed				
10	Tamarind				
11	Jhuna				
12	Sal leaf				
13	Any other				

***Difficulties in marketing Forest Product, if any, specify details**

b) Animal

Sr.No	Animal Type	Number
1	Bullocks	
2	Cows	
3	Buffalos	
4	Goat	
5	Sheep	
6	Pigs	
7	Hen	
8	Ducks	
9	Any other	

Utility of these animals like sale in market*, self consumption, etc

*If any difficulties in marketing, explain details

C) Minor Forest Products

Forest produce collection	Annual Income	Self use		For sale		To whom sold	
		Qty	value	Qty	Value	Govt. Organization	Businessmen / Traders
Mahua Flower							
Mahua Seed(Tola)							
Sal seed							
Tamarind							
Jhuna							
Fire wood							
Char coal							
Wood for agricultural purpose							
Bamboo							
Thatching grass(piri)							
Siali Leaves							
Honey							
Tendu leaves							
Creeper and Wild nuts/Wild grams							
Lakh							
Any other							

C- 1 Any difficulties in collection of forest products

- i) Forest guard
- ii) Police
- iii) Forest mafia
- iv) Forest officials

- iv) Any other
- v) Local Influentials

If any difficulties in marketing and **life sustainability from non- agricultural sectors (Specify details)**

D) Wage Labor

Type of work	No. of Days Worked				Total Income	Remarks
Agricultural Labour						
Construction work (Road, Canal, House etc.)						
Plantation						
Contract						
Any other						

E) Other source of Livelihood like service, business, etc

F) Loan

Sr.No Source of Loan	Purpose of Loan	Amount of Loan	Interest rate	Total	Amount repaid	Remarks
Self-Help Group						
Bank						
Cooperative Society						
Govt. Scheme						
Money Lender						

Personal						
Any other						

F Any difficulties in availing loan like payment of bribe, exploitation by middle man, etc

G) Annual Income

Income from Agricultural products	Approximate Amount in Rs.
Income from animal wealth	
Earning from wage labour	
Value of Minor Forest Produce collected	
Hunting/ Fishing / Mining	
Service	
Trade/ Business	
Loan	
Others	
Any other	
Total Income	

H) Annual House hold Expenditure-

Type of expenditure	Amount (Rs.)	Remarks
Food		
Clothing / Dress		
Fire wood/ Fuel		
Kerosene		
Medicine		
Festivals		

Agricultural Implements		
Marriage Expenses/Travelling		
Birth/ death		
House construction/ Repair		
Match Box		
Drinking/ Wine		
Other Intoxicants		
Cycle/ Radio/ Watch etc.		
Any others		
Total Expenditure		

I) Location of House

Type of Land	*Type of House	No. of Room	Electricity	Sanitation-Any other
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Own Household Land

(Land size)

Government Land

(Land size)

Forest Land (Land size)

* **Kachha/ Thatched, Hut/Mud Kutir, Pucca, Semi Pucca, Any other**

j) Household Condition-Movable and Immovable Properties

Type of Asset	Amount/ Qty	How Acquired	Value in Rs.
Agricultural Implements			
Bullock Cart			
House/house hold articles bi-cycles etc			
Animal Wealth			
Ornaments- Gold/Silver			
Utensils			
Furniture			
Mobile			
Any other /Modern gadgets			

II ST & SC (ST&SC) Perception on Local-Self Government

1. How are the candidate selected for contesting in the election of three tier PRI system?

- a) BY Political leader
- b) By own previous experience and service to people
- c) Following Government Guideline.
- d) Recommended by common people.
- e) Any other

2. How do the contesting candidate win the PRI election ? .

- i) Fair manner
- ii) Own popularity.
- iii) Money and Muscle power.
- iv) Local Influential leader .
- v) Ruling Political Party support.
- vi) Any other

3. How are the elected representatives performing their role for development of common people?

- i) Independently.
- ii) Influenced by bureaucratic system.
- iii) Coordinating with both elected representatives and bureaucracy.
- iv) Influenced by Political leaders .
- v) Any other

4. Who are the key persons in the selection of beneficiaries and in the implementation of development programs as enlisted in the Eleventh Schedule

- a) Sarpanch
- b) Panchayat Secretary
- c) Panchayat Members
- d) Common People
- e) Bureaucracy
- f) Political Party Leaders
- g) In coordination with common people, elected representatives and bureaucrats
- h) Any other

5. Have common people participated/ alienated in the mode of operation of any development programs?, Explain ?

6. Are you satisfied on over all implementation of development programs? Explain.

7. How many times Gram Sabha is held in a year?

- i) Once
- ii) Twice
- iii) Thrice
- iv) More
- v) Not at all

8. What are the matters/issues discussed related to implementation of development programs in Gram Sabha like health, education, drinking water, etc , Explain

9. Who actively participate in Gram Sabha?

- i) Sarpanch
- ii) Panchayat Secretary
- iii) Elected representatives
- iv) Common people
- v) Village leaders
- vi) Political party leaders
- vii) Others

10. How are the views and ideas of common people accepted in Gram Sabha on selection of beneficiaries and implementation of development programs, Explain

11. If Gram Sabha are not held regularly, what are the reasons, Explain details

12. Are you satisfied on the functioning of Gram Sabha ?, Explain details.

13 Whether Gram Sabha follows PESA guideline for development of common people ?

14 Whether PESA Act follows by government officials, political party leaders, PRI functionaries ?

15 Do you think people are empowered by the local self governance system ?

16 Do you think that the views of common people on basic rights like drinking water, education, health, housing, road connectivity, etc are considered on priority and genuinely for fulfillment of their needs ?

17 . Do you ever feel discriminated on the ground of being a ST & SC in availing the benefits of various development programs, ?

18 Have you ever raised voice before any authority, people's representative and political party leaders for any discrimination and deprivation,?

19 Do you feel any change or improvement of local governance system on management and marketing of common property resources for the welfare of common people.

20. Are you willing to participate in planning, policy and implementation of development programs , Explain

21. Any other suggestion about effective participation of common people, elected representatives and bureaucrats for implementation of development programs for the best of common people.

III. Questions on Development Programs under Eleventh Schedule of Panchayati Raj Institution (PRI)

1. Education (Primary and Secondary Schools)

- i) In which school your children enrolled**
- a) Ashram Schools
 - b) Anwasha Scheme
 - c) Sevashram School
 - d) Eklavya Model Residential School
 - e) Vocational / Technical Training
 - i) Electric wiring house
 - ii) Electric motor rewinding
 - iii) Automobile repairing
 - iv) Repairing of other electric appliances
 - v) Repairing cycle
 - vi) Repairing mobile
 - vii) Repairing computer
 - vi) Computer programming
 - vii) Carpentry
 - viii) Pottery
 - ix) Any other
 - x) Not received any vocational training
 - f) Any other School
 - g) Not enrolled
- ii) What type of free educational benefit receiving?**

- a) Admission in school
- b) Text books and stationary
- c) Food,
- d) Accommodation in hostel,
- e) Health facility,
- f) School uniform,
- g) Scholarship,
- h) Any other

iii) Effect of educational system?

- a) Rise of enrolment and retention in school
- b) Less or no drop outs
- c) Facilitation of higher learning
- d) Any other

iv) How local governance system associated with Village Education Committee (VEC), community mobilization, etc. if any, contribute in educational development program for the best interest of your child , Explain

v) Do you think the purpose of education scheme is fulfilled, if no why? If yes, how?

vi) Who participate in implementation of these schemes?

- a) Government officials
- b) Elected Representatives.
- c) People Participation.
- d) Local Political Leader.
- e) Coordination with All .

f) Any other.

vii) **What are the problems in availing these schemes ? if any, how can these be addressed ?**

viii) **Give suggestions about improvement of this education scheme for promotion right to education of your children.**

2. Health and Sanitation (Hospitals, Primary Health Centers and Dispensaries) **Sanitation**

- i) **Have you received any benefit under Government of India ‘Swacchh Bharat Abhiyan’ scheme .**
- Cash for toilet/latrine.
 - Sewerage
 - General awareness / training to stop open defecation and consequence of its health hazards, cleanness of village , solid waste management, etc
 - Any other
- ii) **What difficulties you have faced in receiving cash Rs.12, 000/- for construction of toilets . Explain**
- iii) **How your Gram Panchayat has helped you to take benefit of this scheme, Explain**
- iv) **What are the benefits you have received under Health Schemes**

Health

- Health Card for free admission in hospital and dispensaries
- Biju Swasthya Kalyan Yojana Smart Card Scheme(Govt.of Odisha)
- Jan Aarogya Yojana
- Swasthya Bima Yojana
- Ayushman Bharat – Pradhan Mantri
- Health Card- free child delivery , medicine, treatment, mother and child health

care, etc in hospital/dispensary

vii) Matru Shakti

viii) Any other

V) Who participate in implementation of health scheme?

- a. Government officials
- b. Elected Representatives
- c. People Participation
- d. Local Political Leader
- e. Coordination with All
- f. Any other

VII) Have you faced any difficulties in availing these facilities in dispensaries and hospitals. List them.

VIII) How local governance system promote health system to ensure right to health

- a) Advocacy/Community mobilization etc
- b) Community celebration like World AIDS Day, Yoga Day, Adolescent Health Day
- c) Organized Health Camp
- d) Any other

IX) Your overall suggestion for improvement and better effectiveness of health and sanitation system

3. Drinking Water

- a) **What are the government drinking water schemes you are availing**
 - i) Swajaldhara

- ii) Jal Jeevan Mission-Functional Household Tap Connecting
- iii) Basudha- Odisha Govt. Safe Drinking Water
- iv) Rural Piped Water Supply Scheme- Tube well, Sanitary well, Ring wells
- v) Any Other
- vi) Not availing

b) What are other sources of drinking water?

- i) Well
- ii) Tube Well
- iii) Stream
- iv) River
- v) Tank/ Village Pond
- vi) Any other

c) What are the difficulties facing in getting clean drinking water, Explain?

d) Who participate in implementation of safe drinking water scheme?

- i) Government officials
- ii) Elected Representatives
- iii) People Participation
- iv) Coordination with All
- v) Any other

e) What is your suggestion for improvement of supply of clean drinking water?

- i) Rain water harvesting structure
- ii) Community water system
- iii) Household Tap Connection
- iv) Renovate traditional and other water bodies
- v) Distribute water by supply of water tank
- vi) Watershed for recharging ground water

vii) Any other

4. **Rural Housing**

a) ***What are the development schemes under this scheme you are availing***

- i) Pradhan Mantri Awaas (Grameen)
- ii) Biju Pucca Ghar Yojana (Govt. of Odisha
- iii) Pucca Ghar Yojana (Mining)
- iv) Nirman Shramik Pucca Ghar Yojana

b) ***Who helped you to take benefit of this scheme***

- i) Sarpanch/Panchayat members
- ii) Local Political Party Leader
- iii) Local NGO/ CBO
- iv) Government Officials
- v) Any other

c) ***Have you received Rs.1.30/1.20 Lakh for construction of house? If yes, give status of utilization of funds.***

Installment	Construction Stage	Released Amount in Rs.
First	After the foundation is dug	20,000/-
Second	On completion of plinth level	35,000/-or 30,000/-
Third	After reaching roof level and completing centering and shuttering required for roof cast	45,000/-or 40,000/-
Fourth	After the completion of the house	Rs.30,000/-
Total		1.30 lakh or 1.20 lakh

d) ***What difficulties you have faced in availing the funds under this scheme, Explain***

e) ***If you have not received the benefits under this scheme, Explain, Why?***

f) ***Who participate in implementation of safe drinking water scheme?***

- i) Government officials
- ii) Elected Representatives

- iii) People Participation
- iv) Local Political Leader
- v) Coordination with All
- vi) Any other

g) What is your suggestion for improvement to ensure right to housing scheme, Explain

5. Public Distribution System(PDS)

a) Do you have ration card for availing food items from fair price shop?, if yes, what food item you receive

Food Items	Quantity	Free	Paid in Rs.	Remarks
Wheat				
Rice(Simple)				
Rice(Fortified)				
Sugar				
Kerosene				
Edible Oil				
Ragi(Millet)				
Any other				

b) Do you take benefit of Antyodaya Ama Yojana (AAY)? ,if yes, Explain

c) Who participate in implementation of PDS scheme?

- i) Government officials
- ii) Elected Representatives
- iii) People Participation
- iv) Local Political Leader
- v) Coordination with All

vi) Any other

d) What are the difficulties you face in availing PDS system, Explain

e) Who help you to take benefit of PDS scheme.

i) Sarpanch

ii) PRI Secretary

iii) Govt. Officials

v) Political local leader

vi) CBO/NGO

vii) Any other

f) Do you think PDS system meet food and nutritional security to your family?

g) Give suggestion for improvement of PDS system to ensure right to food to all needy people

6. Family Welfare

a) Do you avail benefit of family welfare schemes initiated by Central and State Government ? Explain.

i) Family Planning

ii) Counseling Health Care and Reproduction

iii) Safe delivery in home / hospital or dispensary

iv) Pre and Post delivery care

v) Infant immunization and disease control/ prevention

vi) Spacing of child birth

vii) Any other

b) Who participate in implementation of Family Welfare scheme?

- i) Government officials
- ii) Elected Representatives
- iii) People Participation
- iv) Local Political Leader
- v) Coordination with All
- vi) Any other

c) What are the difficulties you are facing to take benefit of it and to improve quality of life.

d) Give suggestion for improvement of Family Welfare system for common people, like health camp, sensitization health education and nutrition, etc

7. Women and Child Development Women

a) What are the areas of participation for women empowerment, Explain

- i) Panchayat election.
- ii) Self- Help Group (SHG)
- iii) Income generation activities related to production of fruits, vegetable cultivation, dairy production, agriculture product, handicrafts, etc
- iv) Ujjala
- v) Swadhar Greh
- vi) matru Vandana Yojana
- vii) Any other

b) What are the problems of women of your area, Explain?

c) Who participate in implementation of Women and Child Development Scheme ?

- i) Government officials
- ii) Elected Representatives
- iii) People Participation
- iv) Local Political Leader
- v) Coordination with All
- vi) Any other

d) What are the difficulties you are facing to take benefit of it and to improvement in quality of life.

e) What are the problems of women of your area , Explain

f) Give suggestion how the problems of women can be addressed for improvement of quality of life

Child

a) How you are benefitted on child development programs, Explain

- i) Child Right to Education
- ii) Child protection Scheme
- iii) Check of child malnutrition / Poshan Abhiyan
- iv) Check of child crime
- v) Child health
- vi) Child participation
- vii) Anganwadi service
- ix) Adolescent girl child
- x) Beti Bachao and Beti Padhao
- xi) Child Adoption
- xii) Any other

b) Have you received any benefit from District Child Protection Unit/ Child Welfare

Committee, etc ,Explain

- c) What are the problems of child in your areas and how it can be addressed specially local self-government , Explain**
- d) Your suggestion on improvement of women and child development schemes**

8. Welfare of the Weaker Section (SC& ST)

a) What are the schemes you have availed , Explain

- i) Old Age Pension
- ii) Disabled Rehabilitation
- iii) Old Age Homes
- iv) Day Care Centre
- v) Life Skill Development
- vi) Health –up and referral services
- vii) Any other

b) Who participate in implementation of the Welfare of the weaker section Schemes?

- i) Government officials
- ii) Elected Representatives
- iii) People Participation
- iv) Local Political Leader
- v) Coordination with All
- vi) Any other

c) What are the problems in availing these schemes of child in your areas and how it can be addressed, Explain

9. Poverty Alleviation Program

a) What benefit you are deriving from the poverty alleviation programs , Explain

- i) Pradhan Mantri Jan Dhan Yojana(PMJDY) / Mudra Dhan Yojana
- ii) Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)
- iii) Pradhan Mantri Gramin Awas Yojana (PMGAY)
- iv) Atal Pension Yojana (APY)
- v) Sansad Adarsh Gram Yojana(SAGY)-aimed rural infrastructure development
- vi) Pradhan Mantri Fasal Bima Yojana (PMFBY)
- vii) Deen Dayal Upadhyaya Grameen Kaushalya Yojana(DDUGKY)- aim skill development
- viii) Integrated Rural Development Program (IRDP)
- ix) Sustainable Agricultural Development
- x) Dairy Development
- xi) Public Distribution System(PDS)
- xii) Pradhan mantra Ujjawala Yojana (PMUY)
- xiii) National Rural Livelihood Mission(NRLM)
- xiv) Sampoorna Gramin Rozagar Yojana(SGRY)
- xv) National Maternity Benefit Scheme
- xvi) Antyodaya Anna Yojana(AAY)
- xvii) Annapurna Scheme
- xviii)Jawahar Gram Samridhi Yojana (JGSY)
- xix) Rural Landless Employment Guarantee Program
- xx) Any Other

b) Who participate in implementation of Poverty Alleviation Scheme?

- i) Government officials
- ii) Elected Representatives
- iii) People Participation
- iv) Local Political Leader
- v) Coordination with All

vi) Any other

c) What are the problems in availing these schemes in your areas and how it can be addressed, Explain

d) Your suggestion on improvement of these schemes, Explain

10 Rural electrification, including distribution of electricity

a) What are the benefits you are availing under this scheme

- i) Kutir Jyoti Yojana
- ii) Biju Gram Jyoti Yojana
- iii) Deendayal Upadhya Gram Jyoti Yojana
- iv) Any other
- i) Not receiving benefit

b) Who participate in implementation of Rural Electrification & Distribution Scheme ?

- i) Government officials
- ii) Elected Representatives
- iii) People Participation
- iv) Local Political Leader
- v) Coordination with All
- vi) Any other

c) What are the mode of receiving benefits,

- i) Free electric connection and wiring house
- ii) Free supply of CFL bulb
- iii) Subsidized monthly rent / total free
- iv) Any other

- d) **What are the problems you are facing in availing these schemes, if any and how it can be addressed?**
- e) **How local self -government system helping you to take benefit of these government scheme, Explain**
- f) **What are the problems you are facing in availing these scheme, if any, and how it can be addressed**
- g) **Your overall suggestion on improvement of this scheme.**

11. Agriculture, including agricultural extension

- a) **What is the mode of distribution of free/ subsidized agricultural inputs?**
- i) Seeds of cereals, vegetables, pulses, fruits, flowering plants, nursery plants, honey bee box, etc.
 - ii) Cow, buffalo, bullock, etc
 - iii) Suitable chemical /bio-organic fertilizers, pesticides, etc
 - iv) Iron / wooden plough, spray machine, harvesting technology and other farm equipments.
 - v) Any other
 - ii) Not receiving
- b) **Who participate in implementation of Agriculture & Agricultural Extension Scheme?**
- i) Government officials
 - ii) Elected Representatives
 - iii) People Participation
 - iv) Local Political Leader
 - v) Coordination with All
 - vi) Any other

C) How does local self -government system helping you to take benefit of these government schemes, Explain.

d) What are the problems you face in availing these scheme, if any, and how it can be addressed

c) Your suggestion on improvement of this scheme.

12. Micro irrigation, water management and watershed development

a) How you are benefitted under this scheme

- i) Micro irrigation to land
- ii) Availing Pradhan mantra Krishi Sinchayee Yojana
- iii) Sustainable livelihood
- iv) Helping to cultivate variety of cropping pattern
- vi) Any other.
- vii)Not benefitted.

b) Who participate in implementation of Micro Irrigation (Watershed Development & management)

- i) Government officials (Agriculture & Irrigation)
- ii) Elected Representatives
- iii) People Participation
- iv) Local Political Leader
- v) Coordination with All
- vi) Any other

c) How local self -government system helping you to take benefit of these government scheme, Explain

d) What are the problems you are facing in availing these scheme, , if any, and how

it can be addressed

e) **Your suggestion on improvement of this scheme.**

13. Cultural Activities

a) **What are the support you are receiving to preserve/ maintaining your cultural activities.**

- i) Dance
- ii) Music
- iii) Handicraft
- iii) Festivals
- iv) Tradition/rituals
- vi) Art
- vii) Belief system
- viii) Any other
- ix) Not receiving any government support

b) **Who participate in implementation of Cultural Activities?**

- i) Government officials
- ii) Elected Representatives
- iii) People Participation
- iv) Local Political Leader
- v) Coordination with All
- vi) Any other

c) **How local self -government system helping you to take benefit of these government scheme, Explain**

d) **What are the problems you are facing in availing these scheme, , if any, and how it can be addressed**

e) **Your suggestion on improvement of this scheme.**

14. Animal husbandry, dairying and poultry

a) **What are the number of animals you are receiving for rearing to maintain your livelihood?**

- i) Cow
- ii) Buffalo
- iii) Goat
- iv) Sheep
- i) Poultry
- ii) Any other
- iii) Not receiving

b) **Who participate in implementation of Animal Husbandry, dairying and Poultry?**

- i) Government officials
- ii) Elected Representatives
- iii) People Participation
- iv) Local Political Leader
- v) Coordination with All
- vi) Any other

c) **How local self -government system helping you to take benefit of these government scheme, Explain**

d) **What are the problems you are facing in availing these scheme, , if any, and how it can be addressed**

e) **Your suggestion on improvement of this scheme.**

15. Fisheries

a) What category of benefits you are receiving under Pradhan Mantri Matsya Sampada Yojana or any other for maintaining your livelihood?

- i) Fish seed rearing nurseries
- ii) Deep fish rearing pond for production
- iii) Training/ guidance from experts
- iv) Loan facility from Bank and other financial agencies
- xi) Any other support
- xii) Not receiving any help

b) Who participate in implementation of Fisheries?

- i) Government officials
- ii) Elected Representatives
- iii) People Participation
- iv) Local Political Leader
- v) Coordination with All
- vi) Any other

c) How local self-government system helping you to take benefit of these government scheme, Explain

d) What are the problems you face in availing these schemes, if any, and how it can be addressed.

e) Your suggestion on improvement of this scheme.

16. Cottage Industry

a) What type of cottage industries you are operating for maintaining your livelihood ?

- i) Cane products
- ii) Bamboo products
- iii) Horn work
- iv) Broom binding
- v) Leaf plate
- vi) Any other
- vii) Not receiving.

b) Who participate in implementation of Cottage Industry?

- i) Government officials
- ii) Elected Representatives
- iii) People Participation
- iv) Local Political Leader
- v) Coordination with All
- vi) Any other

c) How local self-government system helping you to take benefit of these government scheme, Explain

d) What are the problems you are facing in availing these scheme, , if any and how it can be addressed

e) Your suggestion on improvement of this scheme.

17. Social forestry and farm forestry

a) How you are encouraged to sustain your livelihood under this scheme?

- i) Forestation on barren / waste land for fuel and fodder
- ii) Plant lucrative trees like Sal, Piasal, Mango and other for fruit bearing and use of wooden furniture for commercial purpose

- iii) By periodic training / motivation from social forestry department
- iv) Any other
- v) Not receiving any support.

b) Who participate in the implementation of Social Forestry & farm Forestry Schemes?

- i) Government officials
- ii) Elected Representatives
- iii) People Participation
- iv) Local Political Leader
- v) Coordination with All
- vi) Any other

c) How local self -government system helping you to take benefit of these government scheme, Explain

d) What are the problems you are facing in availing these scheme, , if any, and how it can be addressed

e) Your suggestion on improvement of this scheme.

18. Opinions on employment generation programme

a) How local self -government system helping you to take benefit of these government scheme, Explain.

b) What are the problems you are facing in availing these scheme, , if any, and how it can be addressed

c) Your suggestion on improvement of this scheme.

19 . Roads, culverts, bridge, ferries, waterways and other means of communication ?

a) Have you received benefit under the scheme Pradhan Mantri Gram Sadak

Yojana ?

- i) Construction of Earthen road
- ii) Construction Murom road
- iii) Construction of Concrete road
- iv) Any other
- v) No benefit

b) Who do participate in implementation / Construction/Renovation/ Repair of Roads, Culverts, Bridges, Ferries, Waterways and other means of Communication?

- i) Government officials
- ii) Elected Representatives
- iii) People Participation
- iv) Local Political Leader
- v) Coordination with All
- vi) Any other

c) How rural communication facilities help you ?

- I) Facilitate transportation of men , materials, goods, agricultural commodities, etc
- Ii) Boost rural entrepreneurship
- Iii) Improve lifeline of rural socio economic condition
- Iv) Any other
- v) No benefit

c) How local self -government system helping you to take benefit of these government scheme, Explain.**d) What are the problems you are facing in availing these scheme, , if any, and how it can be addressed.****e) Your suggestion on improvement of this scheme.****20 Social welfare of differently able person****a) Have you received benefit under Pt Deendayal Disabled Rehabilitation Scheme (PDRC) ?**

- i) Medical support
- ii) Reservation in school and higher learning educational institutions.
- iii) Reservation in service
- iv) Financial support for purchase of Fittings of Aids and Appliances
- v) Rehabilitation
- vi) Any other facilities
- v) No benefit

b) How local self -government system helping you to take benefit of these government scheme, Explain?

C)Who do participate in implementation of Social welfare of Differently Abled (Divyangjan) Persons ?

- i) Government officials
- ii) Elected Representatives
- iii) People Participation
- iv) Local Political Leader
- v) Coordination with All
- vi) Any other

d) What are the problems you are facing in availing these scheme, , if any, and how it can be addressed

e) Your suggestion on improvement of this scheme.

21 Welfare of ST & SC

a) What are the benefits you have received under this scheme?

- i) Educational facilities
- ii) Post matric scholarship
- iii) Prevention of atrocities

- iv) Health card
- v) Loan facility in income generation programs
- vi) Life skill education , employment oriented training, etc
- vii) Any other
- vi) No benefit

b) Who do participate in the implementation of Welfare of ST/SC (ST & SC).

- i) Government officials
- ii) Elected Representatives
- iii) People Participation
- iv) Local Political Leader
- v) Coordination with All
- vi) Any other

c)How local self -government system helping you to take benefit of these government scheme, Explain

d) What are the problems you are facing in availing these scheme, if any, and how it can be addressed

e) Your suggestion on improvement of this scheme.

22. Maintenance of community assets

a) What are the areas of support you receive under this scheme ?

- i) Community forest
- ii) Community hall
- iii) Village pond
- iv) Maintenance of temple, road, rural market place / weekly hat, etc
- v) Any other
- vi) No benefit

b)Who do participate in implementation of maintenance of Community Assets?

- i) Government officials
- ii) Elected Representatives
- iii) People Participation
- iv) Local Political Leader
- v) Coordination with All
- vi) Any other

C)How local self -government system helping you to take benefit of these government scheme, Explain

d) What are the problems you are facing in availing these scheme, if any, and how it can be addressed

e) Your suggestion on improvement of this scheme.

23. Overall impression of respondents on purpose and utility of these development schemes, Specify details

Name of the Research

Assistant:.....Date:.....
.....

Signature:

Appendix-B

A Research Project sponsored by National Human Rights Commission, New Delhi and undertaken by Gurukul Foundation, Bhubaneswar (2021-22)

TOPIC : “Local Self Governance and Promotion of ST & SC (ST& SC) Rights: A Comparative Study of Malkangiri District in Odisha and Gumla District in Jharkhand”

QUESTIONNAIRE (GROUP 2) : Total 100 Elected ST and SC Three-Tier PRIs Representatives – Malkangiri District 50 (Odisha) & Gumla District 50 (Jharkhand).

I. Perception of Elected PRI Representatives

I. General background:

- i) Name:
- ii) Block:
- iii) Gram Panchayat:
- iv) SC/ST:
- v) Present Position
- vi) Years of previous experience
- vii) Educational Qualification:
- viii) Occupation:
 - a) Primary
 - b) Secondary
- ix) Main source of Livelihood:

- a) Agriculture.
- b) Forest.
- c) Wage work
- d) Business
- a) Any other

II. Gram Panchayat/ Block / District Profile

- i) Year of Establishment:
- ii) Total Population:
 - a) ST--
 - b) SC----
 - c) OBC
 - d) General---

III. How do you participate in PRIs election process?

- a) By own popularity
- b) By political party affiliation
- c) By support of common people
- d) By cooperation of government officials
- e) Any other

IV. Have you received any training on PRIs' operational system ?

V. How do you participate in Gram Sabha and what are the issues discussed, Explain?

VI. What is your perception on participation of ST & SC in Gram Sabha?

VII. Are you aware of various developmental programmes under Eleventh

Schedule of PRIs?

- VIII. **Whether do you follow PESA Act, while implementing / coordinating various development programs for ST & SC?**
- IX. **What is your perception on participation of ST & SC in implementation of development programs under Eleventh Schedule ?**
- X. **What is your perception on participation of government officials on development programs for ST & SCs?**
- XI. **How do you coordinate with government officials and common people in the implementation of development programs?**
- XII. **Do you think ST & SCs are empowered by the local self governance system?,
Explain**
- XIII. **Have you ever raised voice for any discrimination and deprivation on ST & SC?**
- XIV. **What are the difficulties you face as elected members in your Panchayat in the implementation of development programs?**

II.Development Programs under Eleventh Schedule

I Education

- a) **What role do you play in bringing all children to school and improving quality of education ?**

- b) **How do you participate with government officials, community members, learners,**
parents, management committee of school, local political leaders and other civil society organizations for implementation of this scheme?

- c) **How do common people participate in education programme?**

- d) **What difficulties are you facing in implementing education programs ?**

- e) **Suggest on improvement of system for ensuring promotion on right to education?**

- f) **Any other suggestion on effectiveness of education scheme ?**

II Health and Sanitation (Hospitals, Primary Health Centers and Dispensaries)

- a) **Sanitation**
 - i) **How do you participate in various government scheme say Swachha Bharat Abhiyan' and others in your Panchayat for preventing diseases?**

 - ii) **What role you play in bringing all community members to fold of sanitation program say, latrine , cleanness of environment, stop open defecation, etc**

- iii) How you coordinate with government officials, Panchayar secretary, community members, political leaders and other civil society in the implementation of Sanitation programme.?
- iv) How do common people participate in sanitation program ?
- v) What are the difficulties you are facing in implementing sanitation schemes ?
- vi) Suggest on improvement of this system for ensuring promotion on right to health?

b) Health

- i) **How you participate in various governments health schemes say health card, Jan Aarogya Yojana, Biju Swasthya Kalyan Yojana , etc for improving health condition of people ?**
- ii) How do you coordinate with government officials, Panchyat secretary , community members and other civil society organizations for over all expenditure allotted to your Panchayat on health like control of Malaria, Waterborne diseases, Typhoid, Prenatal and Postnatal Maternal and Child Care, referral services to dispensaries and hospitals, etc

- iii) **How do common people participate in health programs ?**
- iv) **What are the difficulties you are facing with common people and government officials in implementing health schemes ?**
- v) **Suggest on improvement of health system for ensuring promotion on right to health?**
- vi) **Any other suggestion on this scheme, you deemed feel relevant, explain**

III) Drinking Water

- i) **How you manage various government drinking water schemes say Swajaldharain, Rural Piped Water and others in ensuring safe drinking water.**
- ii) **How you coordinate with government officials, Panchayat secretary, community members, political leaders and civil society organizations for over all expenditure allotted to your Panchayat on safe drinking water.**
- iii) **How common people participate in drinking water program ?**
- iv) **What are the difficulties you are facing in implementing drinking water schemes ?**
- v) **Suggest on improvement of this system for ensuring promotion on right to**

safe drinking water?

- vi) Any other suggestion on this scheme, you deemed feel relevant, explain ?

IV) Rural Housing

- i) **How you participate in various government rural housing projects say Pradhan Mantri Awaas Yojana, Pucca Ghar Yojana, Basudha etc in ensuring safe habitation etc?**
- ii) **How you coordinate with government officials, panchayat secretary, community members and other civil society organizations for over all expenditure allotted to your Panchayat on safe habitation for vulnerable section of society ?**
- iii) **How common people participate in rural housing program ?**
- iv) **What are the difficulties you are facing in implementing this schemes?**
- v) **Suggest on improvement of this system for ensuring promotion on right to safe habitation?**
- vi) Any other suggestion on this scheme, you deemed feel relevant, explain?

V) Public Distribution System (PDS)

- i) How you participate in selection of beneficiaries and distribution of ration card for availing food items like, rice, wheat, sugar, etc to vulnerable?**

- ii) How do you coordinate with government officials, panchayat secretary, community members and other civil society organizations for over all expenditure allotted to your Panchayat on food security to vulnerable.**

- iii) How do common people participate in PDS program ?**

- iv) What are the difficulties you face in implementing this schemes.?**

- v) Suggest on improvement of this scheme for ensuring promotion on right to food?**

- vi) Any other suggestion on this scheme, you deemed feel relevant, explain**

VI) Family Welfare

- i) How do you participate on selection of beneficiaries and implementation say family planning, pre and post delivery care of child, infant immunization, etc**

- ii) How you coordinate with government officials, panchayat secretary, community members and other civil society organizations for over all expenditure allotted to your Panchayat on this scheme.**

iii) How do common people participate in family welfare program ?

iv) What are the difficulties you face in implementing this schemes and suggest on improvement of system for ensuring promotion on right to quality life?

v) Any other suggestion on this scheme, you deemed feel relevant, explain?

VII) Women and Child Development

i) How do you participate on selection of beneficiaries and implementation of this scheme say Self Help Group, Swadhar greh, Matru Vandana Yojana , Ujjala, Poshan Abhiyan, Juvenile Justice, Child care and protection, etc

ii) How do you coordinate with government officials, panchayat secretary, community members and other civil society organizations for over all expenditure allotted to your Panchayat on this scheme?

iii) How do common people participate in women and child development program ?

iv) What are the difficulties you face in implementing this schemes and suggest on improvement of system for ensuring promotion of right to women and child?.

v) Any other suggestion on this scheme, you deemed feel relevant, explain?

VIII) Welfare of the Weaker Section (ST & SC)

i) How you participate on selection of beneficiaries and implementation of this scheme say Old Age Pension , Old Age Homes, Day Care Centers, Life Skill Development , etc?

ii) How you coordinate with government officials, panchayat secretary, community members and other civil society organizations for over all expenditure allotted to your Panchayat on this scheme.

iii) How do common people participate in welfare of the weaker section ?

iv) What are the difficulties you face in implementing government schemes?

v) Suggest on improvement of system for ensuring promotion of right to ST & SC?

iv) Any other suggestion on this scheme, you deemed feel relevant, explain?

IX) Poverty Alleviation Program

i) How do you participate in selection of beneficiaries and implementation of this scheme say Pradhan Mantri Jan Dhan Yojana, Mudra Yojana, MGNREGA, Atal Pension, etc

ii) How do you coordinate with government officials, Panchayat secretary, community members and other civil society organizations for over all expenditure allotted to your Panchayat on this scheme?

iii) How do common people participate in welfare of the weaker section ?

iv) What are the difficulties you face in implementing this schemes?

v) Suggest on improvement of this system for ensuring promotion of right of ST & SC in maintaining dignified life.?

iv) Any other suggestion on this scheme, you deemed feel relevant, explain?

X) Rural Electrification including distribution of electricity

i) How do you participate in selection of beneficiaries for implementation of this scheme

say Kutir Jyoti Yojana , Pt Deendayal Upadhya Gram Jyoti Yojana, etc?

ii) How do you coordinate with government officials, panchayat secretary, community members and other civil society organizations for over all expenditure allotted to your Panchayat on this scheme.?

iii) How do common people participate to take benefit of electricity scheme ?

iv) What are the difficulties you face in implementing this schemes.?

v) Suggest on improvement of electrification system for ensuring promotion of right to dignified life of ST & SC?

vi) Any other suggestion on this scheme, you deemed feel relevant, explain?

XI) Agriculture including agricultural extension

- i) How do you participate in selection of beneficiaries and facilitate in implementation of this scheme say distribution of subsidiary seeds of cereals, pulses, vegetables, fertilizer, pesticides, cow, bullock, etc.?**
- ii) How do you coordinate with government officials, panchayat secretary, community members and other civil society organizations for over all expenditure allotted to your Panchayat on this scheme?**
- iii) How do the common people participate to take the benefit of agriculture scheme?**
- iv) What are the difficulties you are facing in implementing this schemes?**
- v) Suggest on the improvement of agriculture system for ensuring promotion of right to livelihood.**
- vi) Any other suggestion on this scheme, you deemed feel relevant, explain ?**

XII) Micro irrigation, water management and watershed development.

- i) How do you participate in selection of beneficiaries and facilitate implementation of this scheme say Pradhan Mantri Krishi Sinchyaee Yojana, micro irrigation to land by check dam, stream water, supplying variety of seeds, etc?**

ii) How you coordinate with government officials, panchayat secretary, community members and other civil society organizations for the implementation of this scheme?

iii) How common people participate to take benefit of micro irrigation scheme ?

iv) What are the difficulties you face in implementing these schemes?

v) Suggest on the improvement of micro irrigation system for ensuring promotion of right to livelihood.?

vi) Any other suggestion on this scheme, you deemed feel relevant, explain?

XIII) Cultural Activities

i) How do you participate in selection of beneficiaries and facilitate implementation of this scheme say preservation of their tradition, music, handicrafts, art, etc.

ii) How do you coordinate with the government officials, panchayat secretary, community members and other civil society organizations for implementation of this scheme ?

iii) How do common people participate to take the benefit of cultural activity?

iv) What are the difficulties you face in implementing this schemes?

v) Suggest on improvement of system for ensuring promotion of right to maintain traditional belief system.?

vi) Any other suggestion on this scheme, you deemed feel relevant, explain

XIV) Animal husbandry, dairying and poultry

i) How do you participate in selection of beneficiaries and facilitate implementation of this scheme say providing animals like cow, goat, sheep, poultry , etc ?

ii) How you coordinate with government officials, panchayat secretary, community members and other civil society organizations for over all expenditure allotted to your Panchayat on this scheme.?

iii) How do common people participate to take benefit of animal husbandry schemes?

iv) What are the difficulties you are facing in implementing government schemes?

v) Suggest on improvement of system for ensuring promotion of right to livelihood ?

vi) Any other suggestion on this scheme, you deemed feel relevant, explain?

XV) Fisheries

i) How do you participate in the selection of beneficiaries and facilitate implementation of this scheme say providing fish seeds, pond for rearing fish, loan facility, etc. ?

ii) How do you coordinate with government officials, panchayat secretary ,community members and other civil society organizations for over all expenditure allotted to your Panchayat on this scheme ?

iii) How do common people participate to take benefit of fisheries scheme?

iv) What difficulties do you face in implementing this scheme?

v) Suggest on the improvement of this system for ensuring promotion of right to livelihood?

vi) Any other suggestion on this scheme, you deemed feel relevant, explain?

XVI) Cottage Industry

i) How do you participate in selection of beneficiaries and facilitate implementation of this scheme say providing training for production of cane furniture, broom bindings, leaf plate, etc.?

ii) How do you co-ordinate with government officials, panchayat secretary, community members and other civil society organizations for over all expenditure allotted to your Panchayat on this scheme.?

iii) How do common people participate to take benefit of cottage industry scheme ?

iv) What are the difficulties you are facing in implementing government schemes?

v) Suggest on improvement of system for ensuring promotion of right to livelihood?

vi) Any other suggestion on this scheme, you deemed feel relevant, explain?

XVII) Social forestry and farm forestry

i) How do you participate in selection of beneficiaries and facilitate implementation of this scheme say providing fruit bearing plants, convert waste land to farm land , etc.?

ii) How you coordinate with government officials, panchayat secretary, community members and other civil society organizations for implementation of this scheme ?

iii) How common people participate to take benefit of social forestry scheme?

iv) What are the difficulties you face in implementing government schemes.?

v) Suggest on improvement of system for ensuring promotion of right to livelihood ?

vi) Any other suggestion on this scheme, you deemed feel relevant, explain?

XVIII) Technical Training and Vocational Education

i) How do you participate in the selection of beneficiaries and facilitate implementation of this scheme say facilitating training on motor binding, automobile repairing, tailoring & cycle repairing etc?

ii) How do you coordinate with the government officials, panchayat secretary, community

members and other civil society organizations for implementation of this scheme?

iii) How do common people participate to take benefit of technical and vocational education scheme?

iv) What are the difficulties you face in implementing this scheme?

v) Suggest on improvement of this scheme for ensuring promotion of right to livelihood?

vi) Any other suggestion on this scheme, you deemed feel relevant, explain?

XIX Roads, Culverts, bridge, ferries, waterways and other means of communication .

i) How do you participate in implementation of this scheme say infrastructure development

of rural communication like construction of road, bridge and other means of transportation.?

ii) How do you coordinate with government officials, panchayat secretary, community members and other civil society organizations for over all expenditure allotted for implementation of this scheme .?

iii) How do common people participate to take benefit of this rural infrastructure development scheme ?

iv) What are the difficulties you face in implementing these schemes?

v) Suggest on improvement of system for ensuring promotion of right to better life?

vi) Any other suggestion on this scheme, you deemed feel relevant, explain ?

XX) Social Welfare of Differently Able Person

i) How do you participate in implementation of this scheme say Pt Deendayal Disabled rehabilitation Scheme relating to free medical service, reservation in service, training in vocational education, rehabilitation, etc .

ii) How do you coordinate with government officials, panchyat secretary, community members and other civil society organizations for implementation of this scheme.?

iii) How do common people participate to take benefit of this scheme

iv) What difficulties are you facing in implementing government schemes.?

v) Suggest on improvement of system for ensuring promotion of right to life?

vi) Any other suggestion on this scheme, you deemed feel relevant, explain?

XXI) Welfare of ST & SC

i) How do you participate in the implementation of this scheme say on education, health, prevention of atrocities, scholarship, etc?

ii) How do you coordinate with government officials, panchayat secretary, community members and other civil society organizations for over all expenditure on implementation of this scheme?

iii) How do common people participate to take benefit of this scheme?

iv) What are the difficulties you face in implementing government schemes?

v) Suggest on the improvement of system for ensuring promotion of right to life?

vi) Any other suggestion on this scheme, you deemed feel relevant, explain?

XXII Maintenance of community assets

i) How do you participate in the implementation of this scheme say on maintenance of village pond, community forest, rural market place, etc ?

ii) How do you coordinate with government officials, panchayat secretary community members and other civil society organizations for implementation of this scheme?

iii) How do common people participate to take benefit of this scheme?

iv) What are the difficulties you are facing in implementing government schemes?

v) Suggest on improvement of system for ensuring promotion of right to life?

vi) Any other suggestion on this scheme, you deemed feel relevant, explain ?

XXIII) Your over all remarks on implementation of development programs under Eleventh Schedule of PRI. Please Explain?

Name of the Research

Assistant:.....Date:

.....

Signature:

Appendix-C

**A Research Project sponsored by National Human Rights
Commission, New Delhi and undertaken by Gurukul
Foundation, Bhubaneswar (2021-22)**

**TOPIC : “ Local Self Governance and Promotion of ST & SC (ST& SC)
Rights: A Comparative Study of Malkangiri District in Odisha and Gumla
District in Jharkhand ”**

***QUESTIONNAIRE (GROUP 3) : Total 20 Govt Officials
Malkangiri District 10 (Odisha) & Gumla District 10 (Jharkhand).***

I GENERAL PERCEPTION

1. Background

- i) Name: _____
- ii) Department: _____
- iii) Designation: _____
- iv) Years of service : _____
- v) Years of Experience on PRIs development sectors: _____

2. What is your view on elected people representatives?

- i) Sensitized to peoples’ cause or not ?
- ii) Whether Trained / untrained about local governance system?
- iii) High/ least dependence on government functionaries?
- iv) Any other

**3. What is your mode of selection of beneficiaries in implementation of
development programs under eleventh schedule**

- i) Decide by our own following government guideline?
- ii) Consult elected representatives ?
- iii) Consult Panchayat Secretary
- iv) Through common people
- v) Through Gram Sabha
- vi) recommendation of affiliated political party leaders
- vii) Select in coordination with all
- viii) Any other

4. Do you follow PESA Act guideline in beneficiaries' selection and implementation of development

programs.?

5. What is your view on participation of common people in development programs? Explain

6. What are the difficulties/constraints in smooth implementation of development programs i) Consult PRI members .

7. Explain any power structure in GP and its influence on implementation of development program?

II. Your contribution on implementation of development programs under Eleventh Schedule of PRL.

I. Education

a) What role do you play in bringing all children to school for improving quality of education.?

b) What is your remark especially on participation of elected representative in implementation of education scheme ?

c) What is your remark especially on participation of common people in implementation of education scheme ?

d) How do you coordinate with the community members, elected PRI representatives, parents, management committee of school, local political leaders and other civil society organizations for selection of learners and infrastructure development and other supportive services of school ?

e) Have you done any review on level of effectiveness of this program?, if yes, what is the outcome ?

f) What are the difficulties you face in implementing education programs and suggest on improvement of system for ensuring promotion on right to education?

g) Explain impact of this program on the condition / situations in any ST & SC's life, if any ?

h) Any other suggestion on this scheme, you deemed feel relevant, explain ?

II. Health and Sanitation including hospitals, primary health centers and dispensaries

Sanitation

i) How do you implement various government schemes say Swachha Bharat Abhiyan' and others in

your Panchayat for preventing diseases ?

ii) What is your remark especially on participation of elected representatives in selection of beneficiaries and implementation of sanitation scheme say, latrine, cleanness of environment, stop open defecation, etc ?

iii) What is your remark especially on participation of common people in selection of beneficiaries and implementation of sanitation scheme say, latrine, cleanness of environment, stop open defecation, etc

iv)) How do you coordinate with panchayat secretary, community members, political leaders, civil society organizations, etc for over all implementation of this scheme ?

v) What are the difficulties you are facing in implementing this schemes and suggest on improvement of system for ensuring promotion on right to health ?

vi) Have you done any review on level of effectiveness of this program ?

vii) What are your suggestions in improving mode of effective implementation of this development scheme ?

viii) Explain the impact of this program on ST & SC life situation, if any ?

ix) Any other suggestion on this scheme, you deemed feel relevant, explain ?

Health

i) How do you implement various government health schemes say health card, Jan Aarogya Yojana, Biju Swasthya Kalyan Yojana, etc in improving health condition of people ?

ii) What is your remark especially on participation of elected representatives in selection of beneficiaries and implementation of sanitation scheme say, latrine, cleanness of environment, stop open defecation, etc ?

iii) What is your remark especially on participation of common people in selection of beneficiaries and implementation of sanitation scheme say, latrine, cleanness of environment, stop open defecation, etc ?

iv) How do you coordinate with panchayat secretary, community members, PRI members, PHC, Hospital, political leaders, civil society organizations, etc on health like control of Malaria, Waterborne diseases, Typhoid, Prenatal and Postnatal Maternal and Child Care, etc ?

v) What are the difficulties you are facing in selection of beneficiaries and implementing this health schemes and suggest on improvement of system for ensuring promotion on right to health

vi) Have you done any review on level of effectiveness of this health program ?

vii) Your suggestion in improving effective implementation of this health development scheme ?

viii) Explain impact of this health program on ST & SC life situation, if any ?

ix) Any other suggestion on this scheme, you deemed feel relevant, explain

III) Drinking Water

i) How do you implement various government drinking water schemes say Swajaldhara, Rural Piped Water and others in ensuring safe drinking water. ?

ii) What is your remark especially on participation of elected representatives in selection of beneficiaries and implementation of above drinking water scheme etc ?

iii) What is your remark especially on participation of common people in selection of beneficiaries and implementation of drinking water scheme ?

iv) How do you coordinate with Panchayat Secretary, community members, PRI elected member, political

party leaders, civil society organizations, etc for implementation of safe drinking water. scheme?

v) What are the difficulties you are facing in implementing this schemes and suggest on improvement of system for ensuring promotion on right to water ?

d) Have you done any review on level of effectiveness of this program ?

e) Your suggestion in improving mode of utilization of funds for effective implementation of this

development scheme ?

f) Explain the impact of this program on ST & SC life situation, if any ?

g) Any other suggestion on this scheme, you deemed feel relevant, explain?

IV) Rural Housing

i) How you implement various government rural housing schemes say Pradhan Mantri Awaas Yojana,

Pucca Ghar Yojana, Basudha etc in ensuring safe habitation ?

ii) What is your remark especially on participation of elected representatives in selection of beneficiaries and implementation of housing schemes ?

iii) What is your remark especially on participation of common people in selection of beneficiaries and implementation of housing schemes ?

iv) How you coordinate with community members, elected PRI members , political party leader ,

panchayat secretary, civil society organizations, etc for selection and implementation of habitation of vulnerable ?

v) What are the difficulties you face in implementing this government schemes and suggest on improvement of system for ensuring promotion on right to safe shelter ?

vi) Have you done any review on level of effectiveness of this program ?

vii) Your suggestion in improving mode of utilization of funds for effective implementation of this

development scheme ?

viii) Explain the impact of this program on ST & SC life situation, if any?

ix) Any other suggestion on this scheme, you deemed feel relevant, explain?

V) Public Distribution System (PDS)

i) How do you manage on selection of beneficiaries and distribution of ration card for availing food items like, rice, wheat, sugar, etc to vulnerable ?

ii) What is your remark especially on participation of elected representatives in selection of beneficiaries and implementation of PDS schemes ?

iii) What is your remark especially on participation of common people in implementation of PDS schemes ?

iv) How do you coordinate with panchayat secretary, community members, elected PRI members, political leaders, civil society organizations in selection of beneficiaries and implementation of food security scheme to vulnerable. ?

v) What are the difficulties you are facing in implementing this government schemes and suggest on improvement of system for ensuring promotion on right to food ?

vi) Have you done any review on level of effectiveness of this program ?

vii) Your suggestion in improving mode of utilization of funds for effective implementation of this

development scheme ?

viii) Explain the impact of this program on ST & SC life situation, if any ?

ix) Any other suggestion on this scheme, you deemed feel relevant, explain ?

VI) Family Welfare

i) How do you manage on selection of beneficiaries and implementation of this scheme say family planning, pre and post delivery care of child, infant immunization, etc ?

ii) What is your remark especially on participation of elected representatives in selection of beneficiaries and implementation of family welfare schemes ?

iii) What is your remark especially on participation of common people in implementation of family welfare schemes ?

iv) How do you coordinate with panchayat secretary, elected PRI representatives, community members, civil society organizations, political party leader, etc in selection of beneficiaries and implementation of this scheme ?

v) What are the difficulties you face in implementing this government schemes and suggest on improvement of system for ensuring promotion on right to life?

vi) Have you done any review on the level of effectiveness of this program ?

vii) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme ?

viii) Explain the impact of this family welfare program on ST & SC life situation, if any ?

ix) Any other suggestion on this scheme, you deemed feel relevant, explain ?

VII) Women and Child Development

i) How do you implement on selection of beneficiaries of this scheme say Self Help Group, Swadhar greh, Matru Vandana Yojana , Ujjala, Poshan Abhiyan, Juvenile Justice, Child care and protection, etc ?

ii) What is your remark especially on participation of elected representatives in selection of beneficiaries and implementation of this schemes ?

iii) What is your remark especially on participation of common people in implementation of this schemes ?

iv) How do you coordinate with the panchayat secretary, elected PRI members, community members, political party leader, civil society organizations etc for implementation of this scheme ?

v) What are the difficulties you are face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to women and child ?

vi) Have you done any review on level of effectiveness of this program ?

vii) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme ?

viii) Explain the impact of this program on ST & SC life situation, if any ?

ix) Any other suggestion on this scheme, you deemed feel relevant, explain ?

VIII) Welfare of the Weaker Section (ST & SC)

i) How do you manage on selection of beneficiaries and implementation of this scheme say Old Age Pension , Old Age Homes, Day Care Centers, Life Skill Development , etc ?

ii) What is your remark especially on participation of elected representatives in selection of beneficiaries and implementation of this schemes ?

iii) What is your remark especially on participation of common people in implementation of this schemes ?

iv) How do you coordinate with panchayat secretary, elected PRI members, political party leaders, , community members, civil society organizations, etc for implementation of this scheme ?

v) What are the difficulties you are facing in implementing government schemes and suggest on improvement of system for ensuring promotion of right to quality life of ST & SC ?

vi) Have you done any review on level of effectiveness of this program ?

vii) What are your suggestions in improving mode of utilization of funds for effective implementation of this development scheme ?

viii) Explain the impact of this program on ST & SC life situation, if any ?

ix) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

IX) Poverty Alleviation Program

i) How you manage on selection of beneficiaries and implementation of this scheme say Pradhan Mantri Jan Dhan Yojana, Mudra Yojana, MGNREGA, Atal Pension, etc ?

ii) What is your remark especially on participation of elected representatives in selection of beneficiaries and implementation of schemes ?

iii) What is your remark especially on participation of common people in implementation of this schemes ?

iv) How do the beneficiaries get the benefits of development scheme money ? Is it through bank or in

person ? How is the attitude of bankers in ensuring smooth transfer of benefits in case of bank

transfers? Which bank serves better ?

v) How do you co-ordinate with panchayat secretary, elected PRI members, political party leaders, community members, civil society organizations, etc for implementation of this scheme.?

vi) What are the difficulties you are facing in implementing government schemes and suggest on improvement of system for ensuring promotion of right of ST & SC in maintaining minimum dignified life.?

vii) Have you done any review on level of effectiveness of this program ?

viii) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme ?

g) Explain the impact of this program on ST & SC life situation, if any ?

h) Any other suggestion on this scheme, you deemed feel relevant, explain ?

X) Rural Electrification including distribution of electricity.

i) How do you manage on selection of beneficiaries and implementation of this scheme say Kutir Jyoti Yojana , Deendayal Upadhya Gram Jyoti Yojana, etc ?

ii) What is your remark especially on participation of elected representatives in selection of beneficiaries and implementation of this schemes ?

iii) What is your remark especially on participation of common people in implementation of this schemes ?

iv) How do you coordinate with panchayat secretary, elected PRI members, political leaders, , community members, civil society organizations, etc for implementation of this scheme

v) What are the difficulties you face in implementing government schemes and suggest on the improvement of system for ensuring promotion of right minimum dignified life of ST & SC. ?

vi) Have you done any review on level of effectiveness of this program ?

vii) What are your suggestion in improving mode of utilization of funds for effective implementation of this development scheme ?

viii) Explain the impact of this program on ST & SC life situation, if any ?

ix) Any other suggestion on this scheme, you deemed feel relevant, explain ?

XI) Agriculture including agricultural extension

i) How do you select beneficiaries and facilitate implementation of this scheme say distribution of subsidiary seeds of cereals, pulses, vegetables, fertilizer, pesticides, cow, bullock etc ?

ii) What is your remark especially on participation of elected representatives in selection of beneficiaries and implementation of this schemes ?

iii) What is your remark especially on participation of common people in implementation of this schemes ?

iv) How do you coordinate with the panchayat secretary, elected PRI representatives, political party leaders, , community members, civil society organizations, etc for implementation of this scheme. ?

v) What are the difficulties you are facing in implementing government schemes and suggest on improvement of system for ensuring promotion of right to livelihood.?

vi) Have you done any review on level of effectiveness of this program ?

vii) What are your suggestion in improving mode of utilization of funds for effective implementation of this development scheme.?

viii) Explain impact of this program on ST & SC life situation, if any ?

ix) Any other suggestion on this scheme, you deemed feel relevant, explain

XII) Micro irrigation , water management and watershed development

- a) **How you select beneficiaries and facilitate implementation of this scheme say Pradhan Mantri Krishi Sinchayee Yojana, micro irrigation to land by check dam, stream water, supplying variety of seeds, etc ?**
- b) **What is your remark especially on participation of elected representatives in selection of beneficiaries and implementation of this schemes ?**
- c) **What is your remark especially on participation of common people in implementation of this scheme ?**
- d) **How you coordinate with panchayat secretary, elected PRI members, community members, political party leader, civil society organizations, etc for implementation of this scheme ?**

- e) **What are the difficulties you are facing in implementing government schemes and suggest on improvement of system for ensuring promotion of right to livelihood. ?**
- f) **Have you done any review on level of effectiveness of this program ?**
- g) **What are your suggestion in improving mode of utilization of funds for effective implementation of this development scheme ?**
- h) **Explain the impact of this program on ST & SC life situation, if any ?**
- i) **Any other suggestion on this scheme, you deemed feel relevant, explain ?**

XIII) Cultural Activities

- i) **How do you select beneficiaries and facilitate implementation of this scheme say preservation of their tradition, music, handicrafts, art, etc. ?**
- ii) **What is your remark especially on participation of elected representatives in selection of beneficiaries and implementation of this schemes ?**
- iii) **What is your remark especially on participation of common people in implementation of this schemes ?**
- iv) **How you coordinate with panchayat secretary, elected PRI members, community members, political party leaders, civil society organizations, etc for implementation of this scheme.. ?**
- v) **What are the difficulties you are facing in implementing government schemes and suggest on improvement of system for ensuring promotion of right to faith ?**
- vi) **Have you done any review on level of effectiveness of this program ?**

vii) What are your suggestion in improving mode of utilization of funds for effective implementation of this development scheme ?

viii) Explain the impact of this program on ST & SC life situation, if any ?

ix) Any other suggestion on this scheme, you deemed feel relevant, explain ?

XIV) Animal husbandry, dairying and poultry

i) How do you select beneficiaries and facilitate implementation of this scheme say providing animals like cow, goat, sheep, poultry etc ?

ii) What is your remark especially on participation of elected representatives in selection of beneficiaries and implementation of this schemes ?

iii) What is your remark especially on participation of common people in implementation of this schemes ?

iv) How do you coordinate with panchayat secretary, elected PRI members, community members, civil society organizations, political party leaders, etc for implementation of this scheme ?

v) What difficulties are you facing in implementing government schemes and suggest on improvement of system for ensuring promotion of right to livelihood ?

vi) Have you done any review on level of effectiveness of this program ?

vii) Your suggestions in improving mode of utilization of funds for effective implementation of this development scheme ?

viii) Explain the impact of this program on ST & SC life situation, if any .

ix) Any other suggestion on this scheme, you deemed feel relevant, explain ?

XV) Fisheries

i) How do you select the beneficiaries and facilitate the implementation of this scheme say providing fish seeds, pond for rearing fish, loan facility, etc. ?

ii) What is your remark especially on participation of elected representatives in selection of beneficiaries and implementation of this schemes ?

iii) What is your remark especially on participation of common people in implementation of this schemes ?

iv) How you coordinate with panchayat secretary,, community members, elected PRI members, civil society organizations, political party leaders, etc for over all implementation of this scheme.?

v) What are the difficulties you are facing in implementing government schemes and suggest on improvement of system for ensuring promotion of right to livelihood ?

vi) Have you done any review on level of effectiveness of this program ?

vii) What is your suggestion in improving mode of utilization of funds for effective implementation of this development scheme ?

viii) Explain impact of this program on ST & SC life situation, if any ?

ix) Any other suggestion on this scheme, you deemed feel relevant, explain ?

XVI) Cottage Industry

i) How do you select beneficiaries and facilitate the implementation of this scheme say providing training for production of cane furniture, broom bindings, leaf plate, etc. ?

ii) What is your remark especially on participation of elected representatives in selection of beneficiaries and implementation of this schemes ?

iii) What is your remark especially on participation of common people in implementation of this schemes ?

iv) How you coordinate with panchayat secretary,, community members, elected PRI members, political party leaders, civil society organizations for implementation of this scheme ?

v) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to livelihood ?

vi) Have you done any review on level of effectiveness of this program ?

vii) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme ?

viii) Explain impact of this program on ST & SC life situation, if any ?

ix) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

XVII) Social forestry and farm forestry

i) How do you select beneficiaries and facilitate implementation of this scheme say providing fruit bearing plants, convert waste land to farm land , etc. ?

ii) What is your remark especially on participation of elected representatives in selection of beneficiaries and implementation of this schemes ?

iii) What is your remark especially on participation of common people in implementation of this schemes ?

iv) How do you coordinate with panchayat secretary, PRI elected members, community members, political party leader, civil society organizations, etc for implementation of this scheme. ?

v) What are the difficulties you are facing in implementing government schemes and suggest on improvement of system for ensuring promotion of right to livelihood ?

vi) Have you done any review on level of effectiveness of this program ?

vii) What is your suggestion in improving mode of utilization of funds for effective implementation of this development scheme ?

viii) Explain impact of this program on ST & SC life situation, if any ?

ix) Any other suggestion on this scheme, you deemed feel relevant, explain ?

XVIII) Technical Training and Vocational Education

i) How do you select the beneficiaries and facilitate implementation of this scheme say facilitating training on motor binding, automobile repairing, tailoring, cycle repairing, etc ?

ii) What is your remark especially on participation of elected representatives in selection of beneficiaries and implementation of this scheme ?

iii) What is your remark especially on participation of common people in implementation of this schemes ?

iv) How you coordinate with panchayat secretary, elected PRI members, community members, political party leader civil society organizations, etc for implementation of this scheme ?

v) What are the difficulties you are facing in implementing government schemes and suggest on improvement of system for ensuring promotion of right to livelihood?

vi) Have you done any review on level of effectiveness of this program ?

vii) What is your suggestion in improving mode of utilization of funds for effective implementation of this development scheme ?

viii) Explain impact of this program on ST & SC life situation, if any ?

ix) Any other suggestion on this scheme, you deemed feel relevant, explain ?

XIX) Roads, Culverts, bridge, ferries, waterways and other means of communication

i) How do you facilitate implementation of this scheme say infrastructure development of rural communication like construction of road, bridge and other means of transportation. ?

ii) What is your remark especially on participation of elected representatives in implementation of this schemes ?

iii) What is your remark especially on participation of common people in implementation of this schemes ?

iv) How do you coordinate with the panchyat secretary, elected PRI members, political party leaders, community members, civil society organizations, etc for implementation of this scheme ?

v) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring the promotion of right to better life ?

vi) Have you done any review on level of effectiveness of this program ?

vii) Your suggestion in improving mode of utilization of funds for effective implementation of this

development scheme ?

viii) Explain the impact of this program on ST & SC life situation, if any ?

ix) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

XX) Social Welfare of Differently Able Person

i) How do you select beneficiaries and facilitate implementation of this scheme say Pt Deendayal Disabled rehabilitation Scheme relating to free medical service, reservation in service, training in vocational education, rehabilitation, etc ?

ii) What is your remark especially on participation of elected representatives in implementation of this schemes ?

iii) What is your remark especially on participation of common people in implementation of this schemes ?

iv) How do you coordinate with panchayat secretary, community members, elected PRIs members , civil society organizations, etc for over all implementation of this scheme. ?

v) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to life ?

vi) Have you done any review on level of effectiveness of this program ?

vii) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme ?

viii) Explain the impact of this program on ST & SC life situation, if any ?

ix) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

XXI) Welfare of ST& SC

i) How do you select beneficiaries and facilitate implementation of this scheme say on education, health, prevention of atrocities, scholarship, etc ?

ii) What is your remark especially on participation of elected representatives in implementation of this schemes ?

iii) What is your remark especially on participation of common people in implementation of this schemes ?

iv) How do you coordinate with the panchyat secretary, elected PRI members, community members, political party leaders, civil society organizations, etc for implementation of this scheme ?

v) What are the difficulties you are facing in implementing government schemes and suggest on improvement of system for ensuring promotion of right to life ?

vi) Have you done any review on level of effectiveness of this program ?

vii) What are your suggestion in improving mode of utilization of funds for effective implementation of this development scheme ?

viii) Please explain the impact of this program on ST & SC life situation, if any ?

ix) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

XXII) Maintenance of community assets

i) How do you facilitate implementation of this scheme say on maintenance of village pond, community forest, rural market place, etc ?

ii) What is your remark especially on participation of elected representatives in implementation of this schemes ?

iii) What is your remark especially on participation of common people in implementation of this schemes ?

iv) How you coordinate with panchyat secretary, elected PRI members, community members, political party leaders, civil society organizations, etc for implementation of this scheme ?

v) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to life ?

vi) Have you done any review on level of effectiveness of this program ?

vii) What are our suggestions in improving mode of utilization of funds for effective implementation of this development scheme ?

viii) Explain the impact of this program on ST & SC life situation, if any ?

ix) Any other suggestion on this scheme, you deemed feel relevant, explain ?

XXIII) Your over all remarks on implementation of development programs under Eleventh Schedule, Explain details

Date _____ **Name of Research**

Assistant

Signature

Appendix-D

A Research Project sponsored by National Human Rights Commission, New Delhi and undertaken by Gurukul Foundation, Bhubaneswar (2021-22)

TOPIC : “ Local Self Governance and Promotion of ST & SC (ST& SC) Rights: A Comparative Study of Malkangiri District in Odisha and Gumla District in Jharkhand ”

QUESTIONNAIRE (GROUP 4) : Total 20 Gram Panchayat Secretary: Malkangiri District 10 (Odisha) & Gumla District 10 (Jharkhand).

1. Background

- i) Name:
- ii) Block:
- iii) Gram Panchayat:
- iv) Educational Qualification:
- v) Year of Experience as G.P Secretary:
- vi) Year of Experience in previous service as --

2. Gram Panchayat Profile

- i) Year of Establishment:
- ii) Total Population:
 - a) ST-
 - b) SC-
 - c) OBC-
 - d) General-

3. What is your perception on participation of elected representatives of local self-government in selection of beneficiaries and implementation of development programs?

- i) Fully participate
- ii) Partly participate
- iii) Not participate
- iv) Any other

4. How do common people participate in implementation of development programs under local self governance system?

- i) Fully participate
- ii) Partly participate
- iii) Not participate
- iv) Any other

5. In your view how do Government Officials, NGO and other Civil Society Organizations participate in selection of beneficiaries and implementation of development programs. Explain Agency wise ?

6. How do you contribute on functioning of Gram Sabha for effective participation of people in implementation of the development programs ?

7. Development Programs implemented under Eleventh Schedule of PRI

I. Education

a) What role do you play in the selection of children to school in improving the quality of education?

b) How do you coordinate with government officials, community members, learners, parents, management committee of school, local political leaders and other civil society organizations for the beneficiaries and effective implementation of education program ?

c) What are the difficulties you face in implementing education programs and suggest on improvement of system for ensuring promotion on right to education?

d) Any other suggestion on this scheme, you deemed feel relevant, explain

II. Health and Sanitation including hospitals, primary health centers and dispensaries

a) Sanitation

i) How do you select beneficiaries various schemes say Swachha Bharat Abhiyan' and others in your Panchyat for preventing diseases?

ii) What role do you play in bringing all community members to fold of sanitation program say, latrine , cleanness of environment, stop open defecation, etc ?

iii) How do you coordinate with government officials, community members, political leaders and other civil society organizations for implementation of sanitation program in your Panchayat ?

iv) What are the difficulties you face in implementing these schemes and suggest on improvement of system for ensuring promotion on right to health ?

v) Any other suggestion on this scheme, you deemed feel relevant, please explain. ?

b) Health

i) How do you select beneficiaries for various health schemes say health card, Jan Aarogya Yojana, Biju Swasthya Kalyan Yojana , etc in improving health condition of people?

ii) How do you coordinate with government officials, community members and other civil society organizations for implementation of this scheme like control of Malaria, Waterborne diseases, Typhoid, Prenatal and Postnatal Maternal and Child Care, referral services to dispensaries and hospitals, etc?

iii) What are the difficulties you face in implementing health schemes and suggest on improvement of system for ensuring promotion on right to health?

iv) Any other suggestion on this scheme, you deemed feel relevant, explain

III) Drinking Water

i) How do you manage any of these schemes in the selection of beneficiaries and implementation of this water schemes say Swajaldhara, Rural Piped Water and others in ensuring safe drinking water.?

ii) How do you coordinate with government officials, community members, political leaders and civil society organizations for implementation on safe drinking water?

iii) What are the difficulties you are facing in implementing this schemes and suggest on improvement of system for ensuring promotion on right to water ?

iv) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

IV) Rural Housing

i) How do you manage in selection of beneficiaries in implementation of rural housing schemes say Pradhan Mantri Awaas Yojana, Pucca Ghar Yojana, Basudha etc in ensuring safe habitation ?

ii) How do you coordinate with government officials, community members and other civil society organizations for implementation of this scheme on safe habitation of vulnerable?

iii) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion on right to safe habitation ?

iv) Any other suggestion on this scheme, you deemed feel relevant, please explain?

V) Public Distribution System (PDS)

i) How do you manage in selection of beneficiaries and distribution of ration card for availing food items like, rice, wheat, sugar, etc to vulnerable. ?

ii) How do you coordinate with government officials, community members and other civil society organizations for implementation of food security to vulnerable.?

iii) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion on right to food ?

iv) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

VI) Family Welfare

i) How do you manage on selection of beneficiaries and implementation say family planning, pre and post delivery care of child, infant immunization, etc ?

ii) How do you coordinate with government officials, community members and other civil society

organizations for implementation of this scheme.?

iii) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion on right to life ?

iv) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

VII) Women and Child Development

i) How do you manage on selection of beneficiaries and implementation of this scheme say Self Help Group, Swadhar greh, Matru Vandana Yojana , Ujjala, Poshan Abhiyan, Juvenile Justice, Child care and protection, etc ?

ii) How do you coordinate with government officials, community members and other civil society organizations for implementation of this scheme.. ?

iii) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to women and child ?

iv) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

VIII) Welfare of the Weaker Section (ST & SC)

i) How do you manage on selection of beneficiaries and implementation of this scheme say Old Age Pension, Old Age Homes, Day Care Centers, Life Skill Development , etc ?

ii) How you coordinate with government officials, community members and other civil society organizations for implementation of this scheme.?

iii) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to ST & SC ?

iv) Any other suggestion on this scheme, you deemed feel relevant, explain

IX) Poverty Alleviation Program

i) How do you manage on selection of beneficiaries and implementation of this scheme say Pradhan Mantri Jan Dhan Yojana, Mudra Yojana, MGNREGA, Atal Pension, etc?

ii) How do you coordinate with government officials, community members and other civil society organizations for of this scheme.?

iii) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right of Dalit in maintaining minimum dignified life.?

iv) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

X) Rural Electrification including distribution of electricity

i) How do you manage on selection of beneficiaries and implementation of this scheme say Kutir Jyoti Yojana , Deendayal Upadhyaya Gram Jyoti Yojana, etc?

ii) How do you coordinate with government officials, community members and other civil society organizations for implementation of this scheme?

iii) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right minimum dignified life of ST & SC.?

iv) Any other suggestion on this scheme, you deemed feel relevant, explain?

XI) Agriculture including Agricultural Extension

i) How do you select beneficiaries and facilitate implementation of this scheme say distribution of subsidiary seeds of cereals, pulses, vegetables, fertilizer, pesticides, cow, bullock, etc ?

ii) How do you coordinate with government officials, community members and other civil society organizations for implementation of this scheme ?

iii) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to livelihood. ?

iv) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

XII) Micro Irrigation , Water Management and Watershed Development

i) How do you select beneficiaries and facilitate implementation of this scheme say Pradhan Mantri Krishi Sinchyaee Yojana, micro irrigation to land by check dam, stream water, supplying variety of seeds, etc ?

ii) How do you coordinate with government officials, community members and other civil society organizations for implementation of this scheme..?

iii) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to livelihood. ?

iv) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

XIII) Cultural Activities

i) How do you select beneficiaries and facilitate the implementation of this scheme say preservation of their tradition, music, handicrafts, art, etc. ?

ii) How do you co-ordinate with government officials, community members and other civil society organizations for implementation of this scheme ?

iii) What are the difficulties you are face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to belief system ?

iv) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

XIV) Animal Husbandry, Dairying and Poultry

i) How do you select beneficiaries and facilitate implementation of this scheme say providing animals like cow, goat, sheep, poultry , etc ?

ii) How do you co-ordinate with government officials, community members and other civil society

organizations for implementation of this scheme. ?

iii) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to livelihood ?

iv) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

XV) Fisheries

i) How do you select beneficiaries and facilitate implementation of this scheme say providing fish seeds, pond for rearing fish, loan facility, etc. ?

ii) How do you coordinate with government officials, community members and other civil society organizations for implementation of this scheme.. ?

iii) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to livelihood ?

iv) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

XVI) Cottage Industry

i) How do you select beneficiaries and facilitate implementation of this scheme say providing training for production of cane furniture, broom bindings, leaf plate, etc. ?

ii) How do you coordinate with government officials, community members and other civil society organizations for implementation of this scheme?

iii) What are the difficulties you are facing in implementing government schemes and suggest on improvement of system for ensuring promotion of right to livelihood ?

iv) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

XVII) Social Forestry and Farm Forestry

i) How do you select beneficiaries and facilitate implementation of this scheme say providing fruit bearing plants, convert waste land l to farm land , etc. ?

ii) How do you coordinate with government officials, community members and other civil society organizations for implementation of this scheme..?

iii) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to livelihood ?

iv) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

XVIII) Technical Training and Vocational Education

i) How do you select beneficiaries and facilitate implementation of this scheme say facilitating training on motor binding, automobile repairing, tailoring, cycle repairing, etc ?

ii) How do you co-ordinate with government officials, community members and other civil society organizations for implementation of this scheme.?

iii) What are the difficulties you are facing in implementing government schemes and suggest on improvement of system for ensuring promotion of right to livelihood ?

iv) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

XIX. Roads, Culverts, Bridge, Ferries, Waterways and other means of communication

i) How do you facilitate implementation of this scheme say infrastructure development of rural communication like construction of road, bridge and other means of transportation. ?

ii) How do you coordinate with government officials, community members and other civil society organizations for implementation of this scheme.. ?

iii) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to better life?

iv) Any other suggestion on this scheme, you deemed feel relevant, explain?

XX) Social Welfare of Differently Able Person

i) How do you select beneficiaries and facilitate implementation of this scheme say Deendayal Disabled rehabilitation Scheme relating to free medical service, reservation in service, training in vocational education, rehabilitation, etc ?

ii) How do you coordinate with government officials, community members and other civil society organizations for implementation of this scheme..?

iii) What are the difficulties you are facing in implementing government schemes and suggest on improvement of system for ensuring promotion of right to life ?

iv) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

XXI) Welfare of ST& SC

i) How do you select beneficiaries and facilitate implementation of this scheme say on education, health, prevention of atrocities, scholarship, etc

ii) How do you coordinate with government officials, community members and other civil society organizations for implementation of this scheme..

iii) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to life

iv) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

XXII Maintenance of Community Assets

i) How do you facilitate implementation of this scheme say on maintenance of village pond, community forest, rural market place, etc ?

ii) How do you coordinate with government officials, community members and other civil society organizations for implementation of this scheme.. ?

iii) What are the difficulties you face in implementing government schemes and suggest on the improvement of system for ensuring promotion of right to life ?

iv) Any other suggestion on this scheme, you deemed feel relevant, please explain ?

XX III) Your over all remarks on implementation of development programs under Eleventh Schedule, please explain in details ?

Date
Research Assistant/s

Name of

Signature/s :

Appendix-E

A Research Project sponsored by National Human Rights Commission, New Delhi and undertaken by Gurukul Foundation, Bhubaneswar (2021-22)

TOPIC : “ Local Self Governance and Promotion of ST & SC (ST& SC) Rights: A Comparative Study of Malkangiri District in Odisha and Gumla District in Jharkhand ”

QUESTIONNAIRE (GROUP 5) : Total 20 Members of ST & SC (SC & ST) Organisations:
Malkangiri District 10 (Odisha) & Gumla District 10 (Jharkhand).

I. Identification

1. General Background

- i) Name of ST & SC Organisation:**
- ii) Location : In District/ Block/ Panchayat / Any other place**
- iii) Functionary Designation:**
- iv) Year of Establishment of Organization :**
- v) In which area your ST & SC Organization works:**
- vi) Years of your Social Service :**
- vii) Years of Experience on PRIs and its development sectors:**

2. How you are associated with PRIs development programs ?

- a) Sensitized about function and perspective of local governance system?**

b) Persuading ST & SC people to participate in Gram Sabha and other development programs?

c) Any other?

3. What is your perception on functioning of local self government as autonomous or depend much on government support.?

4. Are you satisfied on performance of elected representatives?

5. What is your understanding on PESA Act and how it is reflected in local governance system.?

6. How you perceive government accountability on local -self government in implementation of development programs?

7. What is your opinion about common people's participation in development programs ?

8. What is the vision of your organization about better functioning Local Governance System?

II. contribution on implementation of Development Programs under Eleventh Schedule of PRI

I. Education

a)) What role do you play in bringing all children to school and improving quality of education?

b) How do you coordinate with panchayat secretary community members, elected PRI representatives, learners, parents, management committee of school, government

officials , local political leaders and other civil society organizations for development and other supportive services of school?

C)What are the difficulties you face in implementing education programs and people participation and suggest on improvement of system for ensuring promotion on right to education?

d) Have you done any review on level of effectiveness of this program?, if yes, what is the outcome

e) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

f) Explain impact of this program on ST & SC life situation, if any?

g) Any other suggestion on this scheme, you deemed feel relevant, explain?

II. Health and Sanitation including hospitals, primary health centers and dispensaries

a) Sanitation

a) How do you manage in selection of beneficiaries and implementation of various government scheme say Swachha Bharat Abhiyan' and others in your Panchayat for preventing diseases?

b) What role do you play in bringing all community members to fold of sanitation program say, latrine, cleanness of environment, stop open defecation, etc?

c) How do you coordinate with government officials, panchayat secretary, community members, elected PRI members, political leaders civil society organizations, etc for this program implementation?

d) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion on right to health?

e) Have you done any review on level of effectiveness of this program ?

f) Your suggestion in improving the mode of utilization of funds for effective implementation of this development scheme

g) Explain the impact of this program on ST & SC life situation, if any

h) Any other suggestion on this scheme, you deemed feel relevant, explain

b) Health

a) How do you involve in selection of beneficiaries and implementation of various government health schemes say health card, Jan Aarogya Yojana, Biju Swasthya Kalyan Yojana , etc in improving health condition of people

b) How do you coordinate with panchayat secretary, government officials , community members, elected PRI members, PHC, Hospital, political leaders, civil society organizations, etc for implementation of health schemes like control of Malaria, Waterborne diseases, Typhoid, Prenatal and Postnatal Maternal and Child Care, etc

c) What are the difficulties you face in implementing this government schemes and suggest on improvement of system for ensuring promotion on right to health?

d) Have you done any review on level of effectiveness of this program ?

e) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

f) Explain impact of this program on ST & SC life situation, if any ?

g) Any other suggestion on this scheme, you deemed feel relevant, explain?

III) Drinking Water

a) How do you manage in the selection of beneficiaries and implementation various government drinking water schemes say Swajaldharain, Rural Piped Water and others in ensuring safe drinking water.?

b) How do you coordinate with government officials, Panchayat Secretary, community members, PRI elected member, political party leaders, civil society organizations, etc for implementing safe drinking water?

c) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion on right to water ?

d) Have you done any review on level of effectiveness of this program ?

e) Your suggestion in improving mode of people participation and other concerned for effective implementation of this development scheme?

f) Explain impact of this program on ST & SC life situation, if any?

g) Any other suggestion on this scheme, you deemed feel relevant, explain?

IV) Rural Housing

- a) How do you observe on Implementation of various rural housing schemes say Pradhan Mantri Awaas Yojana, Pucca Ghar Yojana, Basudha etc in ensuring safe habitation?
- b) How do you associate with government officials, community members, elected PRI members , political party leader , panchayat secretary, civil society organizations, etc for implementation of safe habitation for vulnerable
- c) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion on right to safe shelter?
- d) Have you done any review on level of effectiveness of this program ?
- e) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?
- f) Explain the impact of this program on ST & SC life situation, if any?
- g) Any other suggestion on this scheme, you deemed feel relevant, explain

V) Public Distribution System (PDS)

- a) How do you see on selection of beneficiaries and distribution of ration card for availing food items like, rice, wheat, sugar, etc to vulnerable?
- b) How do you coordinate with , government officials , panchayat secretary,community members, elected PRI members, political leaders, civil society organizations for implementation of food security to vulnerable?

c) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion on right to food?

d) Have you done any review on level of effectiveness of this program ?

e) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

f) Explain the impact of this program on ST & SC life situation, if any?

g) Any other suggestion on this scheme, you deemed feel relevant, explain?

VI) Family Welfare

a) How do you perceive on selection of beneficiaries and implementation say family planning, pre and post delivery care of child, infant immunization, etc?

b) How you coordinate with government officials, panchayat secretary, elected PRI representatives, community members, civil society organizations, political party leader, etc fo implementation of these scheme?

c) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion on right to life?

d) Have you done any review on level of effectiveness of this program ?

e) Your suggestion in improving mode of utilization of funds for effective implementation of these development scheme?

f) Explain impact of this program on ST & SC life situation, if any?

g) Any other suggestion on this scheme, you deemed feel relevant, explain?

VII) Women and Child Development

a) How do you see on selection of beneficiaries and implementation of this scheme say Self Help Group, Swadhar greh, Matru Vandana Yojana , Ujjala, Poshan Abhiyan, Juvenile Justice, Child care and protection, etc?

b) How do you coordinate with government officials, panchayat secretary, elected PRI members , community members, political party leader ,r civil society organizations, etc for implementation of this scheme?

c) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to women and child?

d) Have you done any review on level of effectiveness of this program ?

e) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

f) Explain impact of this program on ST & SC life situation, if any?

g) Any other suggestion on this scheme, you deemed feel relevant, explain?

VIII) Welfare of the Weaker Section (ST & SC)

a) How do you see on selection of beneficiaries and implementation of this scheme say Old Age Pension , Old Age Homes, Day Care Centers, Life Skill Development , etc?

b) How do you coordinate with government officials, panchayat secretary, elected PRI members, political party leaders, , community members, civil society organizations, etc for implementation of this scheme?

c) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to quality life of ST & SC?

d) Have you done any review on level of effectiveness of this program?

e) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

f) Explain impact of this program on ST & SC life situation, if any?

g) Any other suggestion on this scheme, you deemed feel relevant, explain?

IX) Poverty Alleviation Program

a) How do you see on selection of beneficiaries and implementation of this scheme say Pradhan Mantri Jan Dhan Yojana, Mudra Yojana, MGNREGA, Atal Pension, etc?

b) How do you co-ordinate with government officials, panchayat secretary, elected PRI members, political party leaders, community members, civil society organizations, etc for implementation of this scheme?

c) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right of Dali in maintaining minimum dignified life?

d) Have you done any review on level of effectiveness of this program ?

e) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

f) Explain impact of this program on ST & SC life situation, if any?

g) Any other suggestion on this scheme, you deemed feel relevant, explain?

X) Rural Electrification including distribution of electricity

a) How do you see on selection of beneficiaries and implementation of this scheme say Kutir Jyoti Yojana , Deendayal Upadhya Gram Jyoti Yojana, etc?

b) How do you coordinate with government officials, panchayat secretary, elected PRI members, political leaders, , community members, civil society organizations, etc for implementation of this scheme?

c) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right minimum dignified life of ST & SC?

d) Have you done any review on level of effectiveness of this program?

e) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

f) Explain impact of this program on ST & SC life situation, if any?

g) Any other suggestion on this scheme, you deemed feel relevant, explain?

XI) Agriculture including Agricultural Extension

a) How do you find beneficiaries and facilitate implementation of this scheme say distribution of subsidiary seeds of cereals, pulses, vegetables, fertilizer, pesticides, cow, bullock, etc.

b) How do you coordinate with government officials, panchayat secretary, elected PRI representatives, political party leaders, , community members, civil society organizations, etc for implementation of this scheme..

c) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to livelihood?

d) Have you done any review on level of effectiveness of this program?

e) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

f) Explain the impact of this program on ST & SC life situation, if any?

g) Any other suggestion on this scheme, you deemed feel relevant, explain

XII) Micro Irrigation , Water Management and Watershed Development

a) How do you recommend beneficiaries and facilitate implementation of this scheme say Pradhan Mantri Krishi Sinchayee Yojana, micro irrigation to land by check dam, stream water, supplying variety of seeds, etc?

b) How do you coordinate with government officials, panchyat secretary, elected PRI members, community members, political party leader, civil society organizations, etc for implementation of this scheme?

c) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to livelihood?

d) Have you done any review on level of effectiveness of this program?

e) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

f) Explain the impact of this program on ST & SC life situation, if any

g) Any other suggestion on this scheme, you deemed feel relevant, explain

XIII) Cultural Activities

a) How do you see on the selection of beneficiaries and facilitate implementation of this scheme say preservation of their tradition, music, handicrafts, art, etc.?

b) How do you coordinate with government officials, panchayat secretary, elected PRI members, community members, political party leaders, civil society organizations, etc for implementation of this scheme?

c) What are the difficulties you observe on the implementation of this schemes and suggest on improvement of system for ensuring promotion of right to faith?

d) Have you done any review on level of effectiveness of this program?

e) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

f) Explain the impact of this program on ST & SC life situation, if any?

g) Any other suggestion on this scheme, you deemed feel relevant, explain

XIV) Animal Husbandry, Dairying and Poultry

a) How you see on selection of beneficiaries and facilitate implementation of this scheme say

providing animals like cow, goat, sheep, poultry , etc?

b) How do you coordinate with government officials, panchayat secretary, elected PRI members, community members, civil society organizations, political party leaders, etc for implementation of this scheme..?

c) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to livelihood?

d) Have you done any review on level of effectiveness of this program?

e) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

f) Explain impact of this program on ST & SC life situation, if any

g) Any other suggestion on this scheme, you deemed feel relevant, explain

XV) Fisheries

a) How do you see on selection of beneficiaries and facilitate implementation of this scheme say providing fish seeds, pond for rearing fish, loan facility, etc.?

b) How do you co-ordinate with panchayat secretary,, community members, elected PRI members, civil society organizations, political party leaders, etc for this scheme.?

c) What are the difficulties you see in implementing this schemes and suggest on improvement of system for ensuring promotion of right to livelihood?

d) Have you done any review on level of effectiveness of this program ?

e) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

f) Explain impact of this program on ST & SC life situation, if any?

g) Any other suggestion on this scheme, you deemed feel relevant, explain?

XVI) Cottage Industry

a) How do you see on selection of beneficiaries and facilitate implementation of this scheme say providing training for production of cane furniture, broom bindings, leaf plate, etc.?

b) How do you coordinate with government officials, panchayat secretary,, community members, elected PRI members, political party leaders, civil society organizations for implementation of this scheme.?

c) What are the difficulties you observe in implementing this schemes and suggest on improvement of system for ensuring promotion of right to livelihood?

d) Have you done any review on level of effectiveness of this program?

e) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

f) Explain impact of this program on ST & SC life situation, if any

g) Any other suggestion on this scheme, you deemed feel relevant, explain

XVII) Social Forestry and Farm Forestry

a) How do you see on selection of beneficiaries and facilitate implementation of this scheme say providing fruit bearing plants, convert waste land I to farm land, etc.?

b) How do you coordinate with government officials, panchayat secretary, PRI elected members, community members, political party leader, civil society organizations, etc for implementation of this scheme?

c) What are the difficulties you face in implementing government schemes and suggest on improvement of system for ensuring promotion of right to livelihood?

d) Have you done any review on level of effectiveness of this program?

e) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme

f) Explain impact of this program on ST & SC life situation, if any?

g) Any other suggestion on this scheme, you deemed feel relevant, explain?

XVIII) Technical Training and Vocational Education

**a) How do you see on selection of beneficiaries and facilitate implementation of this scheme say
Facilitating training on motor binding, automobile repairing, tailoring, cycle repairing, etc**

b) How do you coordinate with government officials, panchayat secretary, elected PRI members, community members, political party leader civil society organizations, etc for implementation of this scheme?

c) What are the difficulties you observe in implementing government schemes and suggest on improvement of system for ensuring promotion of right to livelihood?

d) Have you done any review on level of effectiveness of this program?

e) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

f) Explain the impact of this program on ST & SC life situation, if any?

g) Any other suggestion on this scheme, you deemed feel relevant, explain?

XIX Roads, Culverts, Bridge, Ferries, Waterways and other means of communication

a) How do you facilitate implementation of this scheme say infrastructure development of rural communication like construction of road, bridge and other means of transportation?

b) How do you co-ordinate with government officials, panchyat secretary, elected PRI members ,political party leaders, community members, civil society organizations, etc for implementation of this scheme?

c) What are the difficulties you observe in implementation of this schemes and suggest on improvement of system for ensuring promotion of right to better life?

d) Have you done any review on level of effectiveness of this program?

e) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

f) Explain impact of this program on ST & SC life situation, if any?

g) Any other suggestion on this scheme, you deemed feel relevant, explain?

XX) Social Welfare of Differently Able Person

a) How do you facilitate on selection and implementation of this scheme say Deendayal Disabled rehabilitation Scheme relating to free medical service, reservation in service, training in vocational education, rehabilitation, etc?

b) How do you coordinate with government officials, panchayat secretary, community members, elected PRIs members , civil society organizations, etc for implementation of this scheme?

c) What are the challenges you see in the implementation of this schemes and suggest on improvement of system for ensuring promotion of right to life?

d) Have you done any review on level of effectiveness of this program?

e) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

f) Explain impact of this program on ST & SC life situation, if any?

g) Any other suggestion on this scheme, you deemed feel relevant, explain?

XXI) Welfare of ST&SC

- a) **How do you facilitate implementation of this scheme say on education, health, prevention of atrocities, scholarship, etc?**

- b) **How do you coordinate with government officials, panchyat secretary, elected PRI members, community members, political party leaders, civil society organizations of various scheme?**

- c) **What are the difficulties you see in implementing these schemes and suggest on improvement of system for ensuring promotion of right to life?**

- d) **Have you done any review on level of effectiveness of this program?**

- e) **Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?**

- f) **Explain impact of this program on ST & SC life situation, if any?**

- g) **Any other suggestion on this scheme, you deemed feel relevant, explain?**

XXII Maintenance of Community Assets

- a) **How do you facilitate implementation of this scheme say on maintenance of village pond, community forest, rural market place, etc?**

- b) **How do you coordinate with government officials, panchyat secretary, elected PRI members, community members, political party leaders, civil society organizations, etc for implementation of this scheme.?**

- c) **What are the difficulties you observe in implementing such schemes and suggest on improvement of system for ensuring promotion of right to life?**

d) Have you done any review on level of effectiveness of this program?

e) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

f) Explain impact of this program on ST & SC life situation, if any?

g) Any other suggestion on this scheme, you deemed feel relevant, explain?

XXIII) Your overall remarks on implementation of development programs under Eleventh

Schedule, Explain details

Date

Name of Research Assistant/s

Signature/s

APENDIX-F

A Research Project sponsored by National Human Rights Commission, New Delhi and undertaken by Gurukul Foundation, Bhubaneswar (2021-22)

TOPIC : “ Local Self Governance and Promotion of ST & SC (ST& SC) Rights: A Comparative Study of Malkangiri District in Odisha and Gumla District in Jharkhand ”

**QUESTIONNAIRE (GROUP 6) : Total 20 Members of Local NGO Functionaries:
 Malkangiri District 10 (Odisha) & Gumla District 10 (Jharkhand).**

I. Identification

1. Local NGO

- i) Name of NGO:
- ii) Location : In Block/District/ Any other place
- iii) Functionary Designation:
- Iv) Year of Establishment :
- v) In which area your NGO works:
- vi) Years of your Social Service :
- vii) Years of Experience on PRIs and its development sectors

2. How you are associated with PRIs?

- a) Training to PRI members
- b) Sensitizing about function and perspective of local governance system
- c) Persuading people to participate in Gram Sabha and other development programs
- d) Any other

3. What is your perception on functioning of local self government system as autonomous or depend much on government support.?

4. Are you satisfied on performance of elected representatives and participation of people in development programs ?

5. What is your understanding on PESA Act and how it is reflected in local governance system ?

6. How do you perceive government accountability on local -self government in implementation of development programs?

II. Contribution on implementation of Development Programs under Eleventh Schedule of PRI

I. Education

a)) What role do you play in implementing education program for improving quality education?

b) How do you coordinate with community members, elected PRI representatives, learners, parents, management committee of school, local political leaders and other civil society organizations for over all development and other supportive services of school education ?

C)What are the challenges you see in implementing education programs and people participation ?

d) In your view what is the level of participation of people and elected representatives?

e) Suggest on improvement of system for ensuring promotion on right to education?

f) Have you done any review on level of effectiveness of this program?, if yes, what is the outcome?

g) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

h) Explain impact of this program on ST & SC life situation, if any?

i) Any other suggestion people participation on this scheme, you deemed feel relevant, explain ?

II. Health and Sanitation including Hospitals, Primary Health Centers and Dispensaries.

a) Sanitation

a) How do you observe in selection of beneficiaries and implementation of various government scheme say Swachha Bharat Abhiyan' and others in your Panchyat for preventing diseases?

b) What role do you play in bringing all community members and PRI members to fold of sanitation program say, latrine, cleanness of environment, stop open defecation, etc?

c) How do you coordinate with panchyat secretary, community members, political leaders civil society organizations, etc for effective implementation of this scheme. ?

d) In your view what is the level of participation of people and elected representatives?

e) What are the challenges you are observing in implementing this schemes. ?

f) Suggest on improvement of system for ensuring promotion on right to health

f) Have you done any review on level of effectiveness of this program ?

g) Your suggestion in improving mode of fund utilization and others for effective implementation of this development scheme?

h) Explain the impact of this program on ST & SC life situation, if any?

i) Any other suggestion on this scheme, you deemed feel relevant, explain?

b) Health

a) How do you see selection of beneficiaries and implementation of various government health schemes say health card, Jan Aarogya Yojana, Biju Swasthya Kalyan Yojana , etc for improving health condition of people?

b) How do you coordinate with panchayat secretary, community members, PRI members, PHC, Hospital, political leaders, civil society organizations, etc for over all expenditure allotted to Panchayat on health like control of Malaria, Waterborne diseases, Typhoid, Prenatal and Postnatal Maternal and Child Care, etc?

c) What are the challenges you observe in implementing this government schemes. ?

d) In your view what is the level of participation of people and elected representatives?

e) Suggest on improvement of system for ensuring promotion on right to health?

f) Have you done any review on level of effectiveness of this program ?

g) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

h) Explain the impact of this program on ST & SC life situation, if any?

i) Any other suggestion on this scheme, you deemed feel relevant, explain?

III) Drinking Water

a) How do you see on selection of beneficiaries and implementation of drinking water schemes say Swajaldharain, Rural Piped Water and others in ensuring safe drinking water.

b) How do you co-ordinate with Panchayat Secretary, community members, PRI elected member, political party leaders, civil society organizations, etc for implementing safe drinking water project?

c) In your view what is the level of participation of people and elected representatives?

d) What are the challenges you observe in implementing this scheme ?

e) Suggest on improvement of system for ensuring promotion on right to water?

f) Have you done any review on level of effectiveness of this program?

g) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

h) Explain impact of this program on ST & SC life situation, if any?

i) Any other suggestion on this scheme, you deemed feel relevant, explain?

IV) Rural Housing

a) How do you find in selection of beneficiaries and implementation of rural housing schemes say Pradhan Mantri Awaas Yojana, Pucca Ghar Yojana, Basudha etc in ensuring safe habitation?

b) How do you coordinate with community members, elected PRI members , political party leader , panchayat secretary, civil society organizations, etc fo implementation of this scheme for safe habitation of vulnerable?

c) In your view what is the level of participation of people and elected representatives in this scheme ?

d) What are the challenges you see in implementing this schemes.?

e) Suggest on improvement of system for ensuring promotion on right to safe shelter?

f) Have you done any review on level of effectiveness of this program ?

g) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

h) Explain impact of this program on ST & SC life situation, if any?

i) Any other suggestion on this scheme, you deemed feel relevant, explain?

V) Public Distribution System (PDS)

a) How do you fine on selection of beneficiaries and distribution of ration card for availing food items like, rice, wheat, sugar, etc to vulnerable?

b) How do you coordinate with , panchayat secretary,community members, elected PRI members, political leaders, civil society organizations for mplementation of this scheme in food security to vulnerable section of society ?

c) In your view what is the level of participation of people and elected representatives in this scheme ?

d) What are the challenges you observe in implementing this schemes ?

e) Suggest on improvement of system for ensuring promotion on right to food?

f) Have you done any review on level of effectiveness of this program ?

g) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme

h) Explain the impact of this program on ST & SC life situation, if any?

i) Any other suggestion on this scheme, you deemed feel relevant, explain?

VI) Family Welfare

a) How do you see on selection of beneficiaries and implementation say family planning, pre and post delivery care of child, infant immunization, etc?

b) How do you coordinate with panchayat secretary, electef PRI representatives, community members, civil society organizations, political party leader, etc for implementing this scheme?

c) In your view what is the level of participation of people and elected representatives in this scheme ?

d) What are the challenges you see in implementing this schemes.?

e) Suggest on improvement of system for ensuring promotion on right to life?

f) Have you done any review on level of effectiveness of this program ?

g) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

h) Explain the impact of this program on ST & SC life situation, if any?

i) Any other suggestion on this scheme, you deemed feel relevant, explain

VII) Women and Child Development

a) How do you see on selection of beneficiaries and implementation of this scheme say Self Help Group, Swadhar greh, Matru Vandana Yojana , Ujjala, Poshan Abhiyan, Juvenile Justice, Child care and protection, etc?

b) How do you coordinate with panchayat secretary, elected PRI members , community members, political party leader ,r civil society organizations, etc for implementing this scheme.?

c) In your view what is the level of participation of people and elected representatives in this scheme ?

d) What are the challenges you are observing in implementing this schemes ?

e) Suggest on improvement of system for ensuring promotion of right to women and child?

f) Have you done any review on level of effectiveness of this program ?

g) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

h) Explain impact of this program on ST & SC life situation, if any?

i) Any other suggestion on this scheme, you deemed feel relevant, explain?

VIII) Welfare of the Weaker Section (ST & SC)

a) How do you see on selection of beneficiaries and implementation of this scheme say Old Age Pension , Old Age Homes, Day Care Centers, Life Skill Development , etc?

b) How do you coordinate with panchayat secretary, elected PRI members, political party leaders, , community members, civil society organizations, etc for implementation of this scheme.?

c) In your view what is the level of participation of people and elected representatives in this scheme

d) What are the challenges you find in implementing this scheme ?

e) Suggest on improvement of system for ensuring promotion of right to quality life of ST & SC?

f) Have you done any review on level of effectiveness of this program ?

g) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

h) Explain impact of this program on ST & SC life situation, if any?

i) Any other suggestion on this scheme, you deemed feel relevant, explain?

IX) Poverty Alleviation Program

a) How do you see on selection of beneficiaries and implementation of this scheme say Pradhan Mantri Jan Dhan Yojana, Mudra Yojana, MGNREGA, Atal Pension, etc?

b) How do you coordinate with panchayat secretary, elected PRI members, political party leaders, community members, civil society organizations, etc for implementation of this scheme?

c) In your view what is the level of participation of people and elected representatives in this scheme

d) What are the challenges you see in implementing this schemes ?

e) Suggest on improvement of system for ensuring promotion of right of Dali in maintaining dignified life.

f) Have you done any review on level of effectiveness of this program ?

g) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

h) Explain impact of this program on ST & SC life situation, if any?

i) Any other suggestion on this scheme, you deemed feel relevant, explain?

X) Rural Electrification including distribution of electricity

a) How do you see on selection of beneficiaries and implementation of this scheme say Kutir Jyoti Yojana , Deendayal Upadhya Gram Jyoti Yojana, etc?

b) How do you coordinate with panchayat secretary, elected PRI members, political leaders, community members, civil society organizations, etc for the implementation of this scheme.?

c) In your view what is the level of participation of people and elected representatives in this scheme

d) What are the challenges you observe in implementing this schemes?

e) Suggest on improvement of system for ensuring promotion of right minimum dignified life of ST & SC.?

f) Have you done any review on level of effectiveness of this program ?

g) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

h) Explain impact of this program on ST & SC life situation, if any?

i) Any other suggestion on this scheme, you deemed feel relevant, explain?

XI) Agriculture including Agricultural Extension

a) How do you see on selection of beneficiaries and facilitate in implementation of this scheme say distribution of subsidiary seeds of cereals, pulses, vegetables, fertilizer, pesticides, cow, bullock, etc?

b) How do you harmonize with panchayat secretary, elected PRI representatives, political party leaders, , community members, civil society organizations, etc for implementation of this scheme?

c) In your view what is the level of participation of people and elected representatives in this scheme?

d) What are the challenges you observe in implementing this schemes?

e) Suggest on improvement of system for ensuring promotion of right to livelihood.?

f) Have you done any review on level of effectiveness of this program ?

g) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

h) Explain impact of this program on ST & SC life situation, if any?

i) Any other suggestion on this scheme, you deemed feel relevant, explain

XII) Micro Irrigation, Water Management and Watershed Development.

a) How do you see on selection of beneficiaries and facilitate implementation of this scheme say Pradhan

Mantri Krishi Sinchayee Yojana, micro irrigation to land by check dam, stream water, supplying variety of seeds, etc?

b) How do you coordinate with panchyat secretary, elected PRI members, community members, political party leader, civil society organizations, etc for implementation of this scheme.?

c) In your view what is the level of participation of people and elected representatives in this scheme ?

d) What are the challenges you see in implementing this schemes?

e) Suggest on improvement of system for ensuring promotion of right to livelihood?

f) Have you done any review on level of effectiveness of this program ?

g) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

h) Explain the impact of this program on ST & SC life situation, if any?

i) Any other suggestion on this scheme, you deemed feel relevant, explain?

XIII) Cultural Activities

a) How do you see on selection of beneficiaries and facilitation in implementation of this scheme say preservation of their tradition, music, handicrafts, art, etc.?

b) How do you coordinate with panchayat secretary, elected PRI members, community members, political party leaders, civil society organizations, etc for implementation of this scheme..

c) In your view what is the level of participation of people and elected representatives in this scheme?

d) What are the challenges you see in implementing this schemes?

e) Suggest on improvement of system for ensuring promotion of right to faith?

f) Have you done any review on level of effectiveness of this program ?

g) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

h) Explain impact of this program on ST & SC life situation, if any?

i) Any other suggestion on this scheme, you deemed feel relevant, explain?

XIV) Animal Husbandry, Dairying and Poultry

a) How do you see on selection of beneficiaries and facilitate in implementation of this scheme say

providing animals like cow, goat, sheep, poultry , etc?

b) How do you coordinate with panchayat secretary, elected PRI members, community members, civil society organizations, political party leaders, etc for implementation of this scheme..

c) In your view what is the level of participation of people and elected representatives in this scheme

d) What are the challenges you see in implementing this schemes?

e) Suggest on improvement of system for ensuring promotion of right to livelihood

f) Have you done any review on level of effectiveness of this program ?

g) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?

h) Explain impact of this program on ST & SC life situation, if any?

i) Any other suggestion on this scheme, you deemed feel relevant, explain?

XV) Fisheries

- a) How do you see on selection of beneficiaries and facilitate in implementation of this scheme say providing fish seeds, pond for rearing fish, loan facility, etc.?**
- b) How do you coordinate with panchayat secretary,, community members, elected PRI members, civil society organizations, political party leaders, etc for implementation of this scheme.**
- c) In your view what is the level of participation of people and elected representatives in this scheme**
- d) What are the challenges you see in implementing this schemes ?**
- e) Suggest on improvement of system for ensuring promotion of right to livelihood?**
- f) Have you done any review on level of effectiveness of this program ?**
- g) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme**
- h) Explain impact of this program on ST & SC life situation, if any?**
- i) Any other suggestion on this scheme, you deemed feel relevant, explain?**

XVI) Cottage Industry

- a) How do you see on selection of beneficiaries and facilitate in implementation of this scheme say providing training for production of cane furniture, broom bindings, leaf plate, etc.?
- b) How do you co-ordinate with panchayats secretary,, community members, elected PRI members, political party leaders, civil society organizations for implementation of this scheme..?
- c) In your view what is the level of participation of people and elected representatives in this scheme?
- d) What are the challenges you see in implementing this schemes?
- e) Suggest on improvement of system for ensuring promotion of right to livelihood?
- f) Have you done any review on level of effectiveness of this program?
- g) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?
- h) Explain the impact of this program on ST & SC life situation, if any?
- i) Any other suggestion on this scheme, you deemed feel relevant, explain?

XVII) Social Forestry and Farm Forestry

- a) How do you see on selection of beneficiaries and facilitate in implementation of this scheme say providing fruit bearing plants, convert waste land I to farm land, etc.?

- b) How do you coordinate with panchayat secretary, PRI elected members, community members, political party leader, civil society organizations, etc for implementation of this scheme?
- c) In your view what is the level of participation of people and elected representatives in this scheme?
- d) What are the challenges you see in implementing this schemes?
- e) Suggest on improvement of system for ensuring promotion of right to livelihood?
- f) Have you done any review on level of effectiveness of this program ?
- g) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?
- h) Explain the impact of this program on ST & SC life situation, if any?
- i) Any other suggestion on this scheme, you deemed feel relevant, explain

XVIII) Technical Training and Vocational Education

- a) How do you see on selection of beneficiaries and facilitate in implementation of this scheme say facilitating training on motor binding, automobile repairing, tailoring, cycle repairing, etc etc.
- b) How do you co-ordinate with Panchayat secretary, elected PRI members, community members, political party leader civil society organizations, etc for implementing this scheme?
- c) **In your view what is the level of participation of people and elected representatives in this scheme ?**
- d) **What are the challenges you see in implementing this schemes ?**
- e) **Suggest on improvement of system for ensuring promotion of right to livelihood?**

- f) **Have you done any review on level of effectiveness of this program ?**
- g) **Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?**
- h) **Explain impact of this program on ST & SC life situation, if any?**
- i) **Any other suggestion on this scheme, you deemed feel relevant, explain?**

XIX Roads, Culverts, Bridge, Ferries, Waterways and other means of communication

- a) **How do you facilitate in implementation of this scheme say infrastructure development of rural communication like construction of road, bridge and other means of transportation.**
- b) **How do you co-ordinate with panchyat secretary, elected PRI members, political party leaders, community members, civil society organizations, etc for implementation of this scheme..**
- c) **In your view what is the level of participation of people and elected representatives in this scheme?**
- d) **What are the challenges you see in implementing this schemes**
- e) **Suggest on improvement of system for ensuring promotion of right to better life?**
- f) **Have you done any review on level of effectiveness of this program ?**
- g) **Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?**
- h) **Explain the impact of this program on ST & SC life situation, if any?**
- i) **Any other suggestion on this scheme, you deemed feel relevant, explain?**

XX) Social Welfare of Differently Able Person

- a) How do you see on selection of beneficiaries and facilitate in implementation of this scheme say Deendayal Disabled rehabilitation Scheme relating to free medical service, reservation in service, training in vocational education, rehabilitation, etc.
- b) How can you co-ordinate with Panchayat secretary, community members, elected PRIs members, civil society organizations, etc for implementation of this scheme.
- c) In your view what is the level of participation of people and elected representatives in this scheme?
- d) What are the challenges you see in implementing this schemes?
- e) Suggest on improvement of system for ensuring promotion of right to life?
- f) Have you done any review on level of effectiveness of this program?
- g) Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?
- h) Explain impact of this program on ST & SC life situation, if any?
- i) Any other suggestion on this scheme, you deemed feel relevant, explain?

XXI) Welfare of ST& SC

- a) How do you see in selection of beneficiaries and facilitate in implementation of this scheme say on education, health, prevention of atrocities, scholarship, etc?
- b) How do you coordinate with panchayats secretary, elected PRI members, community members, political party leaders, civil society organizations for this scheme..
- c) In your view what is the level of participation of people and elected representatives in this scheme?
- d) What are the challenges you see in implementing this scheme Suggest on improvement of system for ensuring promotion of right to life?

- f) **Have you done any review on level of effectiveness of this program?**
- g) **Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?**
- h) **Explain impact of this program on ST & SC life situation, if any?**
- i) **Any other suggestion on this scheme, you deemed feel relevant, explain**

XXII Maintenance of Community Assets

- a) **How do you see on selection of beneficiaries and facilitate in implementation of this scheme say on maintenance of village pond, community forest, rural market place etc,**
- b) **How do you coordinate with Panchayat secretary, elected PRI members, community members, political party leaders, civil society organizations, etc for implementation of the scheme??**
- c) **What are the challenges you see in implementing this schemes**
- d) **Suggest on improvement of system for ensuring promotion of right to life?**
- d) **Have you done any review on level of effectiveness of this program ?**
- e) **Your suggestion in improving mode of utilization of funds for effective implementation of this development scheme?**
- f) **Explain impact of this program on ST & SC life situation, if any?**
- g) **Any other suggestion on this scheme, you deemed feel relevant, explain**

XX III) your overall remarks on implementation of development programs under Eleventh Schedule, Explain details

Date

Name of Research Assistant
Signature/s

PHOTO GALLERY



GRAM SABHA IN GUMLA DISTRICT



RURAL ELECTRIFICATION IN MALKANAGIRI DISTRICT



OLD AGE PENSION IN MALKANAGIRI DISTRICT



SCHOLARSHIP TO PHYSICAL HANDICAPPED GIRL CHILD IN MALKANAGIRI DISTRICT



OLD AGE PENSION BENF.IN GUMLA DISTRICT



PM RURAL HOUSING IN MALKANAGIRI DISTRICT



PMAY(G) BONDA TRIBE IN MALKANGIRI DISTRICT



PMAY (G) GUMLA DISTRICT



PMAY(G) GUMLA DISTRICT



GRAM SABHA IN MALKANGIRI DISTRICT

महिला बाल विकास एवं सामाजिक सुरक्षा विभाग झारखण्ड
जिला टाण्डाधिकारी - सह - उपायुक्त का कार्यालय, गुमला
(सामाजिक सुरक्षा कोषांग)

सहायता कार्यक्रम एवं राज्य योजनान्तर्गत संचालित योजनाओं से संबंधित

उम्र सीमा	अनिवार्य दस्तावेज
1000/- 2000/- 5000/- 10000/- 20000/- अन्य द्विमासिक 1000/- त्रिमासिक 1000/-	वी.पी.एल. कार्ड, मतदाता पत्र, आधार कार्ड, बैंक खाता एवं 14 बिन्दुओं का घोषणा पत्र।
उम्र 60 वर्ष या इससे अधिक के पुरुष या महिला उम्र 40 वर्ष या अधिक की विधवा महिला उम्र 18 वर्ष या इससे अधिक के पुरुष या महिला 18 से 59 वर्ष तक के मुख्य अजनकती (पु/स्त्री) की मृत्यु पर टैक्स होगा उम्र 60 वर्ष या इससे अधिक के पुरुष या महिला परित्यक्त महिला उम्र 18 वर्ष या इससे अधिक / एकल महिला 45 वर्ष अथवा इससे अधिक आयु उम्र 15 वर्ष या इससे अधिक के पुरुष या स्त्री आवेदक के निवासी क्षेत्र या ग्रामीण नहीं होगा	मतदाता पत्र, आधार कार्ड, बैंक खाता का या सबकोटो फोटो सार्वजनिक क्षेत्रों के उक्त क्रम में स्थायी रूप से नियोजित / से परिवारिक पेशेन प्राप्त करने वाला नहीं होना चाहिए / अ बाल परिवार को रखा घोषणा पत्र।

WOMEN CHILD DEVELOPMENT SCHEME GUMLA DISTRICT



WATERSHED IN MALKANGIRI DISTRICT



HUNTING LIVELIHOOD BY BONDA TRIBE IN MALKANGIRI DISTRICT



**LOCAL TRANSPORT IN HILLTOP PVTG BONDA VILLAGE
IN MALKANGIRI DISTRICT**



WOMEN PANCHAYAT SARAPANCH IN MALKANAGIRI DISTRICT



PANCHAYAT OFFICE GUMLA DISTRICT