

June 2012

Report on the National Level Monitoring (NLM) Namakkal District, Tamil Nadu.

Submitted to

Ministry of Rural Development, Govt. of India, New Delhi.

District Collector, Namakkal District, Tamil Nadu.

&

Chairman, Vigilance and Monitoring Committee, Namakkal
District,
Tamil Nadu.

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Report of the National Level Monitoring (NLM) Namakkal District, Tamil Nadu

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PREFACE

Centre for Rural Management (CRM), Kottayam, Kerala has been assigned to conduct National Level Monitoring (Institutional NLM) for the district of Namakkal, Tamil Nadu by the Ministry of Rural Development, Govt. of India, New Delhi. During the field visits in the district, interactions are made with District Officials, People's Representatives, Senior Citizens, Local Community Leaders, Women SHG Leaders, Banking Officials and Beneficiaries. During the visit the NLM has received excellent support from all the Stakeholders.

We are extremely thankful to the District Collector, Project Director and other Officials of the DRDA, other District Officials of the Line Departments, Block Officials and other Field Staff from Namakkal District, Tamil Nadu.

We would like to record our special thanks to Mr. V G Ramachandran Nair, Senior Fellow & Dr. Jos Chathukulam, Director of our organization for the intensive field work and preparation of the report. We are also thankful to Ms. Shamla Beevi & Ms. Siji K V for their assistance in the preparation of the report.

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CHAPTER 1

Status of MoRD & MDWS Programme(s) in Namakkal District

1. *A brief introduction on implementing agencies and Role and functions of PRIs in implementation*

Background

Centre for Rural Management, Kottayam, Kerala has been selected as an institutional NLM and assigned by the Ministry of Rural Development for the verification of the Centrally Sponsored Schemes (CSSs) implemented in the district of Namakkal, Tamil Nadu. During the visit of NLM 10 Gram Panchayats were verified (Annexure 1)

Brief Introduction on Implementing Agencies (scheme wise).

(A)- MGNREGA

The Panchayat Union (intermediate panchayat) and the Gram Panchayat are seen complementary and contributory in the implementation of the scheme. The financial and technical supervision is vested with the Panchayat Union. Proposals for works are prepared by the engineering wing of the Panchayat Union in the form of an action plan. The action plan for every financial year is placed before the Gram Sabha for the approval. After getting approved by the Gram Sabha, administrative sanction for the implementation is issued by the BDO.

Gram Panchayat is having major role in the implementation of the scheme. Job cards for the beneficiaries are issued by the Gram Panchayat, registration formalities are simple and job cards are issued free of cost. Cost for the photograph is also met by the Panchayat. Job cards, muster rolls, cash books and other stationery are supplied by the Panchayat Union. Bank accounts are opened in every Gram Panchayat as a joint account in the names of the President and Vice President. Jobs are assigned normally by the decision taken by the Gram Panchayat but not according to the demand from the side of the card holders. And there is no system to record the demand for work.

For every group of workers a facilitator is appointed by the Gram Panchayat from among the card holders. The facilitator is given certain basic training in marking the place for work and marking attendance etc. for which she/he is allotted the full rate of prescribed wage. Weekly payment system is adopted and the period is calculated at seven days from Friday to Thursday. On every Friday

the details of work is recorded in the 'M' Book by the overseer which is countersigned by the engineer on Saturdays as a token of approval. The release order for the withdrawal and disbursement of wages is issued by the BDO on Mondays. The cash withdrawn on Tuesdays are disbursed at the work place by the President of the Gram Panchayat as per the muster rolls.

(B)- SGSY/NRLM

Schemes under SGSY are being implemented by the Panchayat Union at the block level. A Deputy BDO is given charge for the implementation for the programmes. A separate project officer at the district level other than the project officer of DRDA is coordinating the programme at the district level. The Gram Panchayat has no real role in the implementation of the scheme.

(C)- IAY

Implementation of the scheme is shared between the Gram Panchayat and Panchayat Union. Selection of beneficiaries is made from the BPL list after discussions in the Gram Sabha. All the Gram Panchayats have prepared wait lists and beneficiaries are selected only from the list. Technical supervision and release of funds etc. is done at the Panchayat Union level. Payments are made in four installments.

(D)- NSAP

Pension schemes coming under NSAP are implemented by the Department of Revenue. Receipt of the application, enquiry regarding eligibility, sanction of pension etc. is done through the officials of the Revenue Department. A special Tahasildar is authorized to sanction pension after having satisfied of the genuineness of the claim. Pensions are distributed by way of money order and they are paid monthly. Off late, the authority for the collection of application for pension has been given to village level revenue officers. The Panchayati Raj institutions have no role in the selection and sanction of pensions.

(E)- PMGSY

For the last five years no roads under the scheme was constructed in the villages verified. No proposals for PMGSY roads are pending.

(F)- IWDP/DPAP/DDP/IWMP

District Watershed Development Agency (DWDA) is in charge of watershed related projects. It is under the control of the Agricultural Department. The Joint Director (JD) Agriculture is the convener of the district watershed development

agency and the District Collector is the chairman of the same. The district level committee is comprised of 12 members including the chairman and the convener. Different officials of the line department relating to livelihood – agriculture, animal husbandry, fisheries, horticulture etc. are members. In addition to this, there are experts from planning, agriculture, sociology, environment etc. in the team. They are appointed either on deputation or on contract basis. At the watershed level, there are watershed development committees.

The programmes and activities under the scheme are to be placed before the Gram Sabha, but it is not seen practiced. Hence, the implementation of the scheme remains without any participation of the Gram Panchayat. The other two tiers of the panchayats are also having no major roles in the implementation of the scheme.

(G)- NRDWP

Tamil Nadu Water & Drainage Board has a rural water supply division at the district level headed by an Executive Engineer. In addition to the executive engineer, four assistant executive engineers and 12 assistant engineers are also in the division. After implementing a project the same will be handed over to the Gram Panchayat. The provision for the O & M of the drinking water supply system is vested with the Gram Panchayat. Maintenance of water sources, assurance of the quality and quantity of drinking water are also done by the Gram Panchayats. Technical supervision, assistance and major maintenance are being delivered by the Panchayat Union.

(H)- TSC

Activities under Total Sanitation Campaign are coordinated by the District Coordinator of the programme who is attached to the DRDA and works under the direct supervision of the project director, DRDA. At the Panchayat Union (Block) level the Block Development Officer (BDO) and the Block coordinator for TSC are attending to the responsibilities under the scheme. At the Gram Panchayat level the responsibilities are vested with the President of the Gram Panchayat. There is a Village Sanitation Committee (VSC) in every village. The village sanitation committee is comprised of the President, the Vice President and one elected member of the Panchayat Committee. Funds for the implementation of the programmes are released by the Project Director (DRDA) through the Block Development Officer to the Village Sanitation Committee.

2. Financial and Physical Progress in Respect of the Programmes during 2011-2012.

(A)-MGNREGA

As per the official data collected from the DRDA, the total available fund was Rs. 8153. 828 lakh and the expenditure incurred was Rs. 7387.054 lakh during 2011-2012. It is reported that 59 lakh man days was created and the number of completed works was 455.

(B)-SGSY/NRLM

Under SGSY, the total available fund was Rs.371.308 lakh and expenditure was Rs.367.52 lakh. It is stated that only 385 SHGs was formed, though the target was 1200. During the period 232 members of the SHGs have been assisted whereas the individual Swarogaris assisted was 126. In the case of the members of the SHGs, the assisted number was 18.37 percent higher than the targeted figure.

(C)-IAY

The total available fund under IAY was Rs 3294.869 lakh and the expenditure was Rs. 2912.19 lakh. Though the target was to construct 3077, only 32 houses have been completed and the remaining houses are under progress. Upgradation of IAY houses have not been either targeted or initiated.

(D)-NSAP

The expenditure incurred under NSAP was Rs 1955.631 lakh, out of the total available fund of Rs 2313.820 lakh. The total number of IGNOAPS beneficiaries was 24175 whereas the beneficiaries under NFBS were 2527. Both the cases the targeted figures were very high and it was 36940 for IGNOAPS and 12000 for NFBS.

(E)-DPAP

Under DPAP, the total available fund and expenditure incurred was Rs.190. 373 lakh and Rs.158.975 lakh respectively. It is reported that 2460 hect of land has been treated under the scheme.

(F)- IWDP/ IWMP

Total available fund under IWDP/IWMP was Rs 95.649 lakh. Total 987 hect of land has been treated by utilizing an amount of Rs.67.629 lakh

(G)-NRDWP

Under the scheme, Rs. 696.71 lakh has been utilized, out of the total available fund of Rs.728.47 lakh. It is reported that 72 habitations and 51 schools have been covered under the NRDWP.

(H)-TSC

Out of the total available fund of Rs. 411.679 lakh, Rs 343.876 lakh has been utilized for covering 3856 toilets for individual households and 119 toilets for schools.

CHAPTER 2

Performance, Planning & Implementation of the Programmes in Namakkal District

This chapter has two parts. Part I deals with the observations on various aspects of financial & Physical progress. Planning and implementation of programmes is given in Part II

1. The observations of NLM on various aspects of Financial & Physical progress

(A) - MGNREGA

- Out of the available fund, more than 90 percent has been utilized during 2011-2012. It is really in achievement.
- The opening balance has been reduced from Rs.1044.485 lakh in 2011-2012 to Rs.766.774 in 2012-2013. The reduction in opening balance is an indication of reaching the allotted amount to the intended beneficiaries which is to be appreciated.
- It is reported that 59 lakh mandays has been created. It works out at Rs.125.20 has been given per person per day. It is very close to the prescribed wage rate of Rs.119. The difference may be the administrative cost. It gives an impression that more than 95 percent of the expenditure incurred has been utilized as wage component.
- No amount has been spent under the head of 'material cost'. The situation would have been the same if the provision for utilizing the material cost was incorporated. Only on such a situation the sustainability of the asset can be ensured for a long period.
- Under the scheme 1423 works have been targeted whereas only 455 works are seen completed. It is presumed that the actual number of works under expenditure incurred is between 455 and 1423. A rough estimation gives an impression that the average cost per work is more than Rs.5 lakh. One can safely argue that volume (size) of the MGNREGA work is 'medium'. Our field observations also substantiate this argument.

(B)- SGSY/NRL

- More than 98 percent funds have been utilized under SGSY and it is a great success.
- In 2011-2012 the opening balance was Rs.15.681 lakh and it has come down to Rs.3.788 lakh in 2012-2013. The reduction in opening balance can be considered as an achievement in the area of administration.
- Only 32.08 percent of the target fixed for the formation of SHGs could be achieved during the period. The reasons for the wide gap between the 'target' and 'achievement' needs to be examined. It gives an impression that either the target is not properly fixed or no proper attention has been paid in the formation of SHGs.
- The fewer members of individual swarozgaris assisted under SGSY shows the paradigm shift from individual oriented approach to group approach. It really enables the climate for building social capital. This approach, no doubt, will accelerate the transition from SGSY to the newly launched NRLM.

(C)- IAY

- More than 88 percent of the fund has been utilized under the scheme.
- The high level of expenditure has not been reduced the opening balance. On the contrary it has increased from Rs.187.357 lakh in 2011-2012 to Rs.382.679 lakh in 2012-2013.
- Out of the target fixed by the district administration, only 1.04 percent has been achieved fully. In other words, out of 3077 houses targeted under IAY only 32 have been completed. Remaining houses are explained to be under construction at different levels. It seems that the gestation period is also very long.
- Upgradation of IAY houses is not seen included under the scheme. Upgradation of houses is essential and it works out more economical.

(D)- NSAP

- Financial achievement of the scheme is 84.52 percent
- In 2011-2012 the opening balance was nil whereas it has come to Rs.358.189 lakh in 2012-2013.
- On the other side only 65.44% of the target has been achieved under IGNOAPS.
- The financial and physical progress report shows that the scheme needs more attention and awareness generation among the eligible potential beneficiaries (The field observation clearly indicate that there are eligible beneficiaries in the villages who are not covered under the scheme).
- Only 21.06 percent of the target has been fulfilled in the case of NFBS. The wide gap between the target and achievement has to be examined seriously. Based on the physical progress report one can state that either the target is fixed not based in any realistic estimation or the scheme has been failed to reach the eligible beneficiaries. (The field verification at the village level substantiates the view that the scheme have not reached the intended beneficiaries).

(E)- DPAP

- Under DPAP 83.51 percent of financial achievement has been recorded.
- The opening balance in 2011-2012 was Rs.138.958 lakh and it has come down to Rs.31.398 lakh.
- Though the physical target was not fixed it could treat 2460 hect of land.
- It is estimated Rs.6462.40 has been spent for treating per hect and it seems reasonable.

(F)- IWDP/IWMP

- Out of the total available fund 70.71 percent has been spent during 2011-2012.
- The opening balance was Rs.92.523 lakh in 2011-2012 whereas it is Rs.28.02 in 2012-2013

- Under the scheme 987 hect of land has been treated though the target was not fixed.
- It is worked out that Rs.6851.98 has been spent for treating per hect land and it seems moderate.

(G)- NRDWP

- The financial achievement has been recorded as 95.64 percent under the NRDWP during 2011-2012.
- The opening balance in 2011-2012 is zero whereas it was Rs.31.76 lakh 2011-2013
- Total 72 habitations have been covered under this scheme
- The per habitation expenditure including 51 schools is worked out as Rs.9.68 lakh

(H)- TSC

- Under the scheme 83.53 percent of fund has been utilized to construct 3856 toilets and 119 school toilets.
- The opening balance for the year 2011-2012 was 236.98 lakhs and it has come down to Rs.67.80 lakhs.
- It is a surprise to note that there was no physical target fixed for individual toilets under IHHL
- While considering the status of school toilets, the target fixed for school is also very low
- The physical progress report is silent on the target and achievement of the anganwadi, women sanitary complexes and public toilets.
- The present financial and physical progress report shows that TSC has given the least priority in the development agenda of the district. (The field observation also reveal that TSC in the district needs serious attention while fixing the physical target and utilizing the amount).

- If the present low rate of achievement continues it will take a long period to address the issue of sanitation, hygiene, open defecation and waste disposal (solid and liquid) in the district.

2. Planning & implementation of programmes (scheme wise)

(A) -MGNREGA

All selected panchayats of Namakkal district have followed the preliminary steps of planning while implementing the scheme. The following steps viz. awareness creation, bringing eligible families under the scheme, formalities for registration, issue of job cards, preparation of shelf of projects, appraisal by Gram Sabha, administrative sanction, approval of action plan, selection of activities, allocation of jobs etc. are seen followed systematically.

However, the allocation of work is not based on the demand of workers. Activities shown under the shelf of projects is the same in the action plan of the year. Mandatory Gram Sabhas are held on 1st of May, 15th of August, 2nd October and 26th January every year. Special Gram Sabhas were also held as and when required. The engineering wing of panchayat union is preparing the shelf of projects placed before the Gram Sabha. The process of registration is transparent and the job cards are issued free of cost. No contractors are involved with execution of work and no worker without a job card is permitted to work.

Payment of wages is made in cash on every Tuesday by the President of the Gram Panchayat who is authorized by the concerned BDO through release orders issued on Mondays. No complaints regarding the delay in payments or mode of payments are seen.

Wages are fixed at Rs.119/- but no person other than the facilitator is paid the full amount. An average rate of Rs.100/- is prevalent. This is due to the difference between prescribed quantity of work and the actual quantity of the work. For ensuring the transparency and redressal of complaints a system with a toll free number is also established.

(B) - SGSY/NRLM

Since the inception of the programme in 1999 SGSY groups were formed in all Gram Panchayats of Namakkal District. From 2005 onwards State sponsored and World Bank funded groups named 'Pudhu Vaazhvu Project' came in to existence. Of the 15 Blocks in Namakkal district Pudhu Vaazhvu Project is functioning in seven Blocks and SGSY in eight Blocks. Other than the project director for DRDA there is a project manager for SGSY at the district level. Since he/she is the outside of the DRDA framework the progress of the SGSY is not regularly

monitored by the DRDA. Block level activities are monitored by a deputy BDO (in charge of women and welfare). No specific role for the Gram Panchayat functionaries is seen in the planning and implementation of SGSY groups. In *Pudhu Vaazhou* Project villages, a Village Poverty Reduction Committee (VPRC) is formed from among the target people of BPL families. They are also facilitators for the development of groups. Certain Gram Panchayats of the district have constructed buildings as a part of infrastructure development. These buildings are used for meetings and trainings.

Pudhu Vaazhou Project is also giving training of skill up gradation and technical training courses includes governance and accountability, fund management, livelihood, micro credit plan and the needs of the SHGs. They have also provided courses in computer operation, book keeping etc. There is also another scheme known as *Mahalir Thittam* is in operation in the district and it is a state sponsored programme.

Role clarity is missing in the implementation of SGSY, *Pudhu Vaazhou* Project and *Mahalir Thittam*. No machinery is available for the scrutiny of membership among the groups under SGSY, *Pudhu Vaazhou* Project and *Mahalir Thittam*. No programmes of the groups are seen presented and got approved in the Gram Sabha.

(C) - IAY

Based on the BPL list selection of beneficiaries is made by the Gram Sabha. Applicants are ranked in a scientific way by giving marks with weightage to certain marginalized groups and a wait list is prepared.

Panchayat Union level activities include site inspection, verification of application, technical advice, work supervision, stage certification and issue of cheques for installments. The service of the Engineer / Overseer from the Panchayat Union is utilized for providing the technical advice for the construction of IAY houses.

(D)- NSAP

Formal application with two copies of photograph medical certificate, death certificate (where necessary) and identification proof are to be submitted to the Special Tahsildar for the sanction of pensions. Now the system is more simplified by authorizing Revenue Inspectors (RIs)/ Village Administrative Officers (VAOs) to receive application and forward with recommendation of eligibility. Amount of pension is paid through money order so as to reach the beneficiary on or before 5th of every month. Considerable number of eligible persons is still left

out of the pension schemes. The scheme is implemented through the Revenue Department and one Deputy Collector (Social Security Schemes) who is in charge at the district level. No specific role has been assigned to the Gram Panchayat and Panchayat Union. Even the President and members of the Gram Panchayats are not clear about the eligibility criteria for different schemes under NSAP.

(E) - IWDP/ DPAP/DDP/IWMP

Planning under watershed activities are done through Participatory Rural Appraisal (PRA) and Focus Group Discussion (FGD). Apart from the need assessment through the above planning proposals is received from watershed committees, SHGs and user groups. Training for capacity building and skill development are also made. Watershed programmes are implemented by the District Watershed Development Agency (DWDA). The agency has technical and professional staff for the planning and implementation of the work. No specific role is seen allotted for the Gram Panchayat and Panchayat Union.

(F) - NRDWP

Assurance of the sufficiency of drinking water is planned at various levels in the district. Participatory Rural Appraisal (PRA), Focus Group Discussions (FGDs), discussions in the Gram Sabha and demands from the public leads to the formulation of projects. Quantity assessment, Quality assurance, repair and maintenance etc. are attended to the Gram Panchayats. Tamil Nadu Water and Drainage Board (TWADB) is the implementing agency of the scheme. It has a rural water supply division at district level. After completing the water supply works the TWADB hands over the project to Gram Panchayat. The provision of O&M is vested with the GP whereas major maintenance work is attended by the Engineers /Overseers of the Panchayat Union. The TWADB had given training to pump operators for testing the quality of water by using field test kits.

(G) - TSC

Campaign for bringing every house hold and public institutions under sanitation activities are included in the activities of the State and PRIs in Tamil Nadu. Provision for providing IHHL, construction of community toilets bringing all the educational institutions under the programme, conducting community awareness programmes are designed by the TSC and Gram Panchayat. At the GP level a Village Sanitation Committee (VSC) is in operation and it has three members including the president of the GP. The President of the GP is also the Chairman of the VSC. Sanitation activities are managed by a District Coordinator who is attached to DRDA. At the block level a block coordinator is also attached

to the Panchayat Union. The schemes are implemented with the support of Gram Panchayats and Panchayat Union.

Table No.2.1: Implementing Agencies of Different Schemes in Namakkal District, Tamil Nadu

SL. No	Name of the Scheme	Implementing Agencies
1	MGNREGS	Gram Panchayat
2	SGSY /NRLM	Panchayat Union (A Deputy BDO is in charge and at the District Level there is Project Officer who is outside the DRDA) The scheme is assisted / linked by the <i>Pudhu Vaazhvu</i> Project, funded by World Bank and <i>Mahalir Thittam</i> , supported by State Government.
3	IAY	Gram Panchayat & Panchayat Union
4	NSAP	Revenue Department (outside the control of DRDA)
5	PMGSY	Panchayat Union (with the direct control of DRDA)
6	DDP	Nil
7	DPAP	District Watershed Development Agency (under Agriculture Department & outside the administrative control of DRDA)
8	IWDP/IWMP	District Watershed Development Agency (under Agriculture Department & outside the administrative control of DRDA)
9	NRDWP	Tamil Nadu Water and Drainage Board (outside the administrative control of DRDA)
10	TSC	Panchayat Union (with the direct control of DRDA)

Source: Discussion with District Officials and Functionaries of the PRIs, Namakkal District, Tamil Nadu

Table No.2.2: Role and Functions of PRIs in the Implementation of Different Schemes in Namakkal District,Tamil Nadu.

SL:No	Name of the Scheme	Role of Functioning PRIs				
		Gram Sabha	Gram Panchayat	Panchayat Union	District Panchayat	District Planning Committee
1	MGNREGS	✓	✓	✓	.....	.....
2	SGSY /NRLM	.....	.....	✓	.....	.....
3	IAY	✓	✓	✓	.....	.....
4	NSAP	.....	.....	.....	.....	.....
5	PMGSY	✓	✓	✓	.....	.....
6	DDP	Scheme is not in operation				
7	DPAP	✓	✓	.....	.....	.....
8	IWDP/IWMP	✓	✓	.....	.....	.....
9	NRDWP	✓	✓	.....	.....	.....
10	TSC	.....	✓	✓	.....	.....

Source : Discussion with District Officials and Functionaries of the PRIs, Namakkal District Tamil Nadu.

CHAPTER 3

Programme wise Findings

Chapter 3 consists of two parts. Part one gives financial & physical Achievements of the schemes and this part is based on the secondary data furnished by the District Administration. Part two deals with the clarifications on the observations of the NLM based on the field data.

Part I

Financial & Physical Achievements of the Schemes

(A)- MGNREGA

Financial grading of the scheme is 'very good' with 90.60 per cent whereas the physical grading is 'poor' with 58.13 per cent. The number of mandays generated and the number of works completed is low and it has made an impact on physical grading and in turn it affected the overall grading of the scheme. It is noticed that the targets for mandays and works to be completed are not fixed on any scientific calculations. The overall grading of the scheme is rated as 'poor' (Refer table 3.1). However, the field reality seems different. It gives an impression that the administration has to give more emphasis on mandays generation and completion of the work.

(B)- SGSY/NRLM

The financial and physical grading is rated as 'very good'. However, the field reality is not promising. Three components (number of SHGs formed, individual swarogaris assisted and members of SHGs assisted) are taken in to consideration while calculating the physical achievement. (Refer table 3.1) All the three components had given equal weightage. The number of SHGs formed is relatively low (32.08%) and this issue has to be addressed seriously.

(C)-IAY

The financial achievement of the scheme is 88.39 and it can be graded as 'good'. The physical achievement of the scheme is only 1.04 percent. Out of the targeted figure of 3077, only 32 houses were completed. The physical performance of IAY houses in the district has made an overall negative impact in the entire performance of the district and it may be one of the reasons for grading the overall achievement of the district as 'poor'. (Refer table 3.1) It gives a serious warning to the district administration that the long gestation period of the IAY

houses should be reduced and more serious monitoring and supervision is essential in the implementation of the IAY houses.

(D)- NSAP

The financial achievement of the scheme is rated as 'good' whereas 'poor' has been graded for physical achievement. (Refer table 3.1) The two components of the NSAP (number of IGNOAPS beneficiaries and number of families assisted under NFBS) have been taken in to consideration while calculating physical achievement with equal weightage. Out of the two components, the score of the physical achievement of NFBS was very less (21.06%). It made an impact for getting a overall low grading of the scheme. It also contributed for getting a low rating for the performance of the district.

(E)- DPAP

Only financial target was given in the case of DPAP. Therefore, physical achievement could not be traced. The financial achievement is graded as 'good' with 83.51 percent. (Refer table 3.1) And overall grading of the scheme is calculated based only on financial achievement. The physical target would have been fixed since it is a watershed project. The absence of physical target under the DPAP can be reflected as poor planning of the scheme and it has to be addressed seriously.

(F)- IWDP/IWMP

As in the case of DPAP only financial target was given in the case of IWDP/IWMP. The overall achievement of the scheme has been calculated based only on the financial achievement. The financial achievement of the scheme is graded as 'poor' with 70.71 percent. (Refer table 3.1) It is a wonder how a watershed based project can be implemented without fixing a physical target.

(G)- NRDWP

The financial and physical performance of the scheme NRDWP has been graded as 'very good' with 95.64 percent and 97.82 percent respectively. (Refer table 3.1)

(H)-TSC

The physical achievement of TSC is graded as 'good'. (Refer table 3.1) There are two components (number of IHHLs and number of school toilets) for calculating the physical achievement. Since no target is fixed for IHHLs, the entire physical grading is based only on the performance of school toilets. The absence of the target on IHHLs, an important component of TSC, is a serious flaw. The physical grading based on the school toilets is rated as 'very good'. However, it may not give a clear picture of the status of the TSC in the district.

Overall Achievement

The overall financial achievement of all the schemes is scored as 'good' with 86.99 percent. However, the physical achievement is rated as 'poor' with 64.33 percent. The overall grading of both financial and physical achievement is done with all schemes in the district and it is rated as 'poor' with 77.30 percent. (Refer table 3.1)

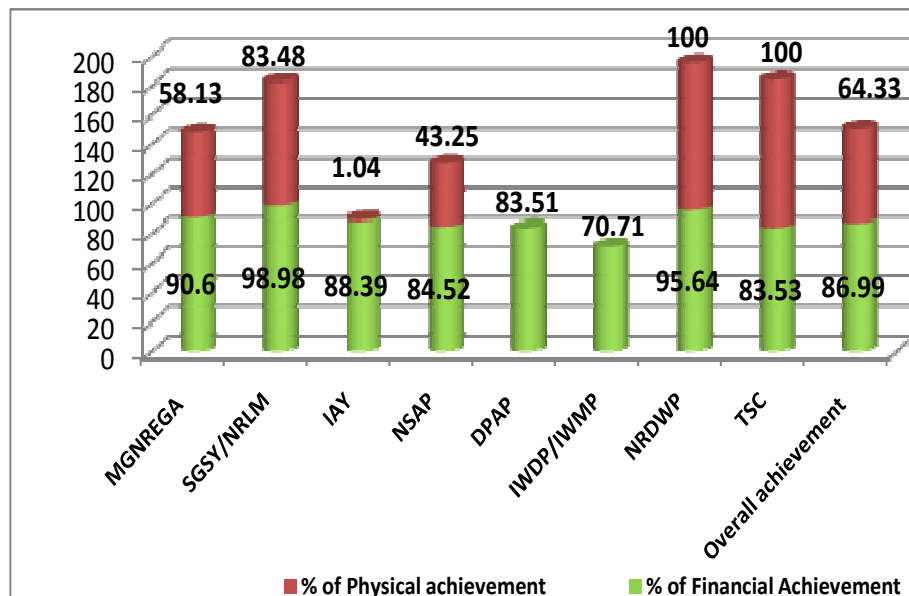
Table No.3.1: Grading of Schemes (Financial and Physical)

Name of the scheme	% of Financial Achievement	Financial Grading	% of Physical achievement	Physical Grading	Overall % of achievement	Overall Grading of the Scheme
MGNREGA	90.60	Very Good	58.13	Poor	74.36	Poor
SGSY/NRLM	98.98	Very Good	83.48	Good	91.23	Very Good
IAY	88.39	Good	1.04	Poor	44.72	Poor
NSAP	84.52	Good	43.25	Poor	63.89	Poor
DPAP	83.51	Good	*	*	*	Good
IWDP/IWMP	70.71	Poor	*	*	*	Poor
NRDWP	95.64	Very Good	100.00	Very Good	97.82	Very Good
TSC	83.53	Good	100.00	Very Good	91.77	Very Good
Overall achievement	86.99	Good	64.33	Poor	77.30	Poor

Source: Data furnished by District Administration, Namakkal District, Tamil Nadu (See Appendix)

Note : Achievement of target is above 90 percent is graded as 'very good', 80-90 as 'good' and less than 80 as 'poor'

Diagram No. 3.1 : Achievement of Schemes (Financial and Physical) (%)



Source: Table No.3.1

Part II

Issues based on NLM's Observation which require Clarifications/ Description in the Report

S.No	Scheme	Question
1	MGNREGA	GP's response on reasons for acknowledgement receipt not being given to all the workers who apply Village(s) : [SAKTHINAICKENPALAYAM], [THIPRAMADEVI], [KONANGIPATTI], [PERUMAPATTI], [PAVITHRAM], [IRUKKUR], [A KUNNATHUR], [MANATHI], [LATHUVADI], [NALLIPALAYAM]

Clarification: All the applicants are issued job cards normally within three days from the date of submission of application. At present, there is no system to record the demand for work. Hence, no formal acknowledgments are given. It was also explained that the entire work in a Panchayat is being attended by a single employee, the secretary. *Gram Rozgar Sahayak* has not been appointed in any of the Panchayats.

S.No	Scheme	Question
2	MGNREGA	Details on instances of workers being paid less than minimum wage rate Village(s) : [SAKTHINAICKENPALAYAM], [THIPRAMADEVI], [KONANGIPATTI], [PERUMAPATTI], [PAVITHRAM], [IRUKKUR], [A KUNNATHUR], [MANATHI], [LATHUVADI], [NALLIPALAYAM]

Clarification: Nobody, other than the facilitator is paid the prescribed rate of Rs.119/- Unfavorable climatic conditions, hardness of soil, lack of previous work experience etc. prevents an average worker from achieving the required quantity of work. A work time motion study can address this issue. New wage rate yet to be made operational.

S.No	Scheme	Question
3	MGNREGA	Reasons for cash payment of wages Village(s) : [SAKTHINAICKENPALAYAM], [THIPRAMADEVI], [KONANGIPATTI], [PERUMAPATTI], [PAVITHRAM], [IRUKKUR], [A KUNNATHUR], [MANATHI], [LATHUVADI], [NALLIPALAYAM]

Clarification: It was reported that a majority of the workers prefer cash payment as it is more convenient for them. The Gram Panchayat functionaries explained that they are ready to accept any change in the mode of payment. A change over from cash payments to bank/post office accounts is in their agenda.

S.No	Scheme	Question
4	SGSY/NRLM	GP's response on reasons for Gram Panchayat not involved in monitoring SGSY groups/beneficiaries in the village Village(s) : [SAKTHINAICKENPALAYAM], [THIPRAMADEVI], [KONANGIPATTI], [PERUMAPATTI], [PAVITHRAM], [IRUKKUR], [A KUNNATHUR], [MANATHI], [LATHUVADI], [NALLIPALAYAM]

Clarification: No specific role has been assigned to the Gram Panchayats in monitoring SGSY groups. A deputy BDO (in charge of women and welfare) is monitoring the activities of SHGs. In villages where *Pudhu Vaazhvu* Project is introduced, 'Village Poverty Reduction Committees' (VPRC) are formed from the target people of BPL families. *Pudhu Vaazhvu* Project has also provided facilitators for implementing the scheme in villages.

S.No	Scheme	Question
5	SGSY/NRLM	Details of common infrastructure provided by the Gram Panchayat for the key activities under SGSY Village(s) : [THIPRAMADEVI], [KONANGIPATTI], [PERUMAPATTI], [PAVITHRAM], [MANATHI],

Clarification : Buildings constructed by the Gram Panchayats for the development of infrastructure are being used for the meetings of the SHGs and also used for training purpose.

S.No	Scheme	Question
6	SGSY/NRLM	GP's response on reasons for Gram Panchayat not provided any common infrastructure necessary for the key activities under SGSY Village(s) : [SAKTHINAICKENPALAYAM], [IRUKKUR], [A KUNNATHUR], [LATHUVADI], [NALLIPALAYAM]

Clarification : SHGs formed under the scheme since 1999 have received only revolving funds and were not engaged in any other form of production. The Gram Panchayats are having no financial allocation for the construction of common infrastructure.

S.No	Scheme	Question
7	SGSY/NRLM	GP's response on reasons for Swarozgaris of the village not provided adequate skill up-gradation / technical training under SGSY Village(s) : [THIPRAMADEVI], [IRUKKUR], [A KUNNATHUR], [NALLIPALAYAM]

Clarification : Activities for skill upgradation, technical training etc. are formerly conducted at the Panchayat Union level. Now these activities are organized by *Pudhu Vaazhvu* Project. In both cases, the role of the Gram Panchayat is comparatively less.

No	Scheme	Question
8	SGSY/NRLM	Reasons for SHGs found defunct in the village Village(s) : [SAKTHINAICKENPALAYAM], [PERUMAPATTI], [PAVITHRAM], [IRUKKUR], [A KUNNATHUR], [MANATHI], [NALLIPALAYAM]

Clarification : Migration of the group members due to various reasons made some groups defunct. A minority among them, who failed in the prompt repayment of loans also found defunct.

S.No	Scheme	Question
9	NSAP	Is the GP/District taking up any awareness generation campaign for the potential target beneficiaries of the procedures and entitlements under IGNOAPS/IGNWPS/IGNDPS Village(s) : [SAKTHINAICKENPALAYAM], [THIPRAMADEVI], [KONANGIPATTI], [PERUMAPATTI], [PAVITHRAM], [IRUKKUR], [A KUNNATHUR], [MANATHI], [LATHUVADI], [NALLIPALAYAM]

Clarification : No awareness generation campaign for the potential target beneficiaries of the procedures and entitlements under different schemes are seen made. The District Collector has given strict instructions to the subordinate revenue officers to see that no eligible person is left out of the schemes.

S.No	Scheme	Question
10	NSAP	Detail of corruption/biased selection reported/observed during the visit to the village Village(s) : [SAKTHINAICKENPALAYAM], [THIPRAMADEVI], [KONANGIPATTI], [PERUMAPATTI], [PAVITHRAM], [IRUKKUR], [A KUNNATHUR], [MANATHI], [LATHUVADI], [NALLIPALAYAM]

Clarification : Full and universal coverage of pension has not yet achieved and many of the eligible persons are still awaiting for the benefits. Cases of rent seeking for the selection and disbursement of pension were noted. On many cases, it was stated that the pensioner is giving Rs.20/- to Rs. 50/- to the postman on each payment. Eligible villagers left without pension strongly believe that their applications were rejected by the VAO's for want of money.

Ms.Dhanalakshmy w/o Mr.Murukesan, Ms.Selvi w/o Mr.Thanvari, Ms.Lingammal w/o Mr.Doraisamy of Pavithram Panchayat, Ms.Parameshwari w/o Mr.Palaniyandi, Ms.Nallamal w/o Mr.Veeramalai of Konangipatti Panchayat are some of the persons ready to reveal their identify while narrating the experiences of rent seeking.

S.No	Scheme	Question
11	NRDWP	Type of Problems in the Not functional Safe Water Sources/Service access Village(s) : [IRUKKUR], [A KUNNATHUR],

Clarification : Irukkur and A Kunnathur Panchayats experience the shortage of public taps, non functional hand pumps which prevents the appropriate service access.

S.No	Scheme	Question
12	NRDWP	Seasonal variations (Which Months)in Safe Water Sources/Service access points Village(s) : [KONANGIPATTI],

Clarification : Shortage of safe drinking water is stated to have experienced during the months from March to June

S.No	Scheme	Question
13	TSC	Places in the Village where open defecation observed Village(s) : [SAKTHINAICKENPALAYAM], [THIPRAMADEVI], [KONANGIPATTI], [PERUMAPATTI], [PAVITHRAM], [IRUKKUR], [A KUNNATHUR], [MANATHI], [LATHUVADI], [NALLIPALAYAM]

Clarification : Open defecation is observed in every villages on either side of village roads, common land, places near farms etc.

1. The Women Sanitation Complex (WSC) at Manathy was not in use at the time of verification. It was locally explained that it was closed for renovation and residents of nearby places admitted that they are resorted to open defecation.
2. Open defecation observed by the side of Thoosur Valayapatti - Perumapatty road was explained to be done by truck drivers, workers from other states etc.
3. In Irukkur Panchayat (Kabilarmali Ward No.1)- Pacha Palayam Habitation open defecation exists
4. No temporary toilet facilities are provided at the MGNREGA work sites where an average 100 workers are present.

S.No	Scheme	Question
14	TSC	GP's response on reasons for System of Solid Waste Management followed not in Practice in the Village Village(s) : [SAKTHINAICKENPALAYAM], [THIPRAMADEVI], [KONANGIPATTI], [PERUMAPATTI], [PAVITHRAM], [IRUKKUR], [A KUNNATHUR], [NALLIPALAYAM], [MANATHI], [LATHUVADI],

Clarification: A system for solid waste management including the placing of waste bins at public places, awareness programmes etc. was launched earlier. But due to the absence of continuous programmes, village garbage management system was not followed.

S.No	Scheme	Question
15	TSC	GP's response on reasons for System of Liquid Waste Management followed not in Practice in the Village Village(s) : [SAKTHINAICKENPALAYAM], [THIPRAMADEVI], [KONANGIPATTI], [PERUMAPATTI], [PAVITHRAM], [IRUKKUR], [A KUNNATHUR], [LATHUVADI], [MANATHI], [NALLIPALAYAM]

Clarification: Proper drainage system was introduced for addressing the liquid waste management. As in the case of solid waste management absence of continuous programmes the system introduced could not have lasting results.

Other Observations

(A)- MGNREG

1. Number of social audit conducted during 2010-2011 and 2011-2012 in the villages.

The official records of the Gram Panchayats reveal that two social audits have been conducted during the years. In some cases it is done as part of the regular gram sabha and in other cases there where special gram sabhas for conducting social audits. Detailed probing on social audit reveals that it is not that effective and there is no discussion and contestation on any issues related to MGNREGA. The attendance register of social audit gives an impression that MGNREGA workers are the major participants in the social audit.

(B)-SGSY/NRLM

1. Involvement of NGO/ Facilitator / CBO in the development of SHGs.

After the introduction of the *Pudhu Vaazhvu* Project, the activities of the NGOs have been reduced and it is replaced by the project staff. However, the facilitation of the project staff is mainly concentrating on a few SHGs and there are SHGs where the facilitation of the project staff is negligible. The field visits of the deputy BDO who is in charge of women and welfare rarely make any meaningful visits among the SHGs. Lack of clarity is noticed among the SHGs under SGSY and SHGs under *Pudhu Vaazhvu* Project and *Mahalir Thittam*.

(C)-NSAP

1. Beneficiaries satisfaction with the amount of pension.

At present, the beneficiaries are getting Rs.1000/- per month and it is uniform for all the three pension schemes. The mode of payment of pension amount is by money order and it is almost regular. Among the beneficiaries general satisfaction is expressed for getting the pension without any delay. However, when we asked a question, “are you satisfied with the amount of pension”? All of them replied that it should be increased between Rs.1250/- Rs.1500/- .

(D)-NRDWP

1. Sustainability structures for safe drinking water sources taken up.

Total estimated output of water from different sources has been calculated by considering the future water requirement of the total population in the habitation along with the future water requirement for animal population projected for a period of five years. Scientific study on future requirements is recommended.

2. Number of government schools in the habitation and having safe drinking water supply facility

In all the selected 10 habitations, schools have safe drinking water facility. The focus group discussions in the villages reveal the satisfaction regarding the quality and quantity of safe drinking water supply in the schools.

3. Number of Anganwadis in the habitation and having safe drinking water supply facility

The NLM has visited the anganwadis and it is noticed that anganwadis in the habitations have safe drinking water facility.

(E)- TSC

1. Villages awarded Nirmal Gram Puraskar (NGP)

Out of the 10 villages only Nallipalayam Gram Panchayat in Elachipalayalam Panchayat Union has been awarded Nirmal Gram Puraskar (NGP) in 2008. It is observed during the NLM visit the awarded panchayat could not sustain the status and is being slipping back.

CHAPTER 4

Conclusions & Recommendations

(A)- MGNREGA

MGNREGA has been succeeded in fulfilling the basic objectives of the programme. There is no major deviation from the guidelines while it is being implemented in the district. No rent seeking is noticed in the programme implementation at any level. Contractors and labour displacing machines are not seen in any of the work site. The beneficiaries have expressed their satisfaction for getting employment under the scheme. However, there are some complaints regarding the rate of Rs 119 per day and for getting less than the prescribed wage rate. Wages are paid in cash. New wage rate yet to be made operational. Workers are getting the job according to the convenience of the Gram Panchayat rather than their demand for job.

Recommendations

1. Provision for appointing a *Gram Rozgar Sahayak* at the Gram Panchayat level / cluster of GPs may be made.
2. At present, no material cost is allowed while implementing the scheme. As a result, some schemes could not take up under the scheme and in some cases the sustainability of the asset is not properly ensured. Therefore, attempt should be made for utilizing material component also.
3. In a majority of cases, the workers could not reach the prescribed level of work and the prescribed level of wage rate. The reason is explained as the low level of productivity of workers. Therefore, 'Work Time Motion Study' is recommended.
4. At present, no convergence is in operation between MGNREGA and other schemes for development. Proper convergence may be assured for possible types of works.
5. Social audit is only a formal procedure, as it is practiced in a majority of villages. Social Audit may be conducted in a participatory mode with the active involvement of all stakeholders.
6. It is noticed that there is no perspective plan for a period of five years. In the real sense, there is no 'shelf of projects' (SoP). Only there is an 'action plan'. It is better to have perspective plan for a period five years with shelf of projects and annual action plan for every year.
7. It is better to change from cash payments to bank / post office A/cs.

(B)- SGSY/NRLM

SGSY has not been very successful as it is envisaged. Certain deviations from the guidelines are noticed while implementing the scheme. The process of grading through social engineering, capacity building, skill development, bank linkages and technical training has not given serious attention. Under the scheme there are two types of beneficiaries (group and individual swarozgaries). Comparatively less number of SHGs is formed and out of them, very few have started economic activity in the real sense with bank linkages. Lack of proper common infrastructure facilities is another reason for the poor performance of the SHGs. Considerable numbers of SHGs are seen defunct for various reasons. There is no agency (both government and non government) to motivate or rejuvenate the defunct SHGs under SGSY. In the majority of the Pachayat Unions, the deputy BDOs who are in charge of the scheme have no regular contacts with the SHGs. Since the district officer, who is in charge of the scheme is out side the jurisdiction of DRDA; the scheme is not subjected to regular monitoring system by the DRDA. The Gram Panchayat has no assigned role in the implementation or monitoring of the scheme. With the introduction of *Pudhu Vaazhvu* Project the identity of the SGSY has been reduced considerably. At the field level there is lack of functional clarity between SHGs under SGSY and *Pudhu Vaazhvu* Project. As far as individual Swarozgaries are concerned, only limited attention has been paid under the scheme. The following recommendations are suggested.

Recommendations

1. The officer at the district level who is in charge of SGSY may be attached to DRDA.
2. Grading of SHGs may be considered through a regular process of capacity building exercise.
3. The field level monitoring of the SHGs should be given to Gram Panchayats.
4. The deputy BDO who is in charge of SHGs should have regular contact with the groups.
5. Directory of SHGs should be maintained at the Gram Panchayat / Panchayat Union level.
6. The SHGs under SGSY should keep the separate identity and the functional clarity may be kept between the SHGs under SGSY, *Pudhu Vaazhvu* Project and water shed programmes.
7. NGOs and CBOs may be given space in the functioning of the SHGs under SGSY.
8. Soft techniques may be applied for the settlement of existing arrears of the defaulted SHGs.

(C)-IAY

The IAY has achieved in providing housing facility to the rural poor. The houses are provided with minimum facilities of shelter, sanitation and connectivity. The beneficiaries of the scheme have opined their satisfaction. The selection has been done by the Gram Sabha and list of potential beneficiaries has been prepared and it is known as 'wait list'. The list is published openly and beneficiaries are selected only from the list. In the selection, maximum degree of transparency has been observed. The technical staff of the Panchayat Union (Engineer / Overseer) is providing technical support and supervision to the construction of houses. It is observed that the gestation period for the construction of IAY houses are comparatively long. As part of mobilization advance 60 bags of cement and 155 kg of steel have been supplied to the beneficiaries and the cost of the same are adjusted from the following installments. Since the State Government has started a new housing scheme as 'Green House' which is more attractive in terms of assistance and space, the demand for IAY house are being reduced.

Recommendations

1. There should be parity with the IAY assistance and the assistance for the 'Green House' (The assistance for Green House is Rs 1.5 lakhs and an additional Rs 30,000 for the installation of solar energy)
2. Effective and regular supervision of the IAY houses should be assured by the engineering staff of Panchayat Union.
3. Gestation period for the construction of houses should be reduced.
4. It is better to establish convergence between IAY and MGNREGA (IAY beneficiary can be provided job card and he / she may be allowed to utilize his / her manpower of 60 days for the fulfillment of unskilled manual work for the construction of the house. Attempts may be made to include IAY in to the 'profile of works' with the approval of concerned authorities / agencies/ government.)

(D)-NSAP

Under NSAP three pension schemes (IGNOAPS, IGNWPS and IGNDPS) are in operation in the district. Planning and its implementation of the scheme have succeeded in covering majority of the eligible persons under social security scheme. However, there are still a few eligible persons who are outside the scheme due to lack of awareness of the procedures and entitlement of the scheme. With the contribution of the State Government the amount of pension has been increased to Rs.1000/- and the amount is same for the three schemes. Generally, the pension is received on or before 5th of every month and mode of payment is by money order. The scheme is implemented by the Revenue Department and there is no role for the Panchayati Raj Institutions (PRIs). At the

district level, a Deputy Collector is in charge of the scheme. At the Taluk level, there is special Tahasildar in charge of the scheme. There are Revenue Inspectors and Village Administrative Officers at the village level for processing the application of the beneficiaries. Majority of them have expressed their satisfaction on the overall administration of the scheme. Some incidents of corruption have been reported at the delivery point of the pension amount. In addition to this, NFBS is also in operation.

Recommendations

1. Attempts should be made to cover all the potential beneficiaries under the scheme.
2. It is better to conduct awareness programmes on the procedures and entitlements under the scheme of the GPs.
3. There may be some vigilance against corruption.
4. Attempts may be made to issue smart card/bio metric card to the beneficiaries.
5. There is a general understanding among the local community that a NFBS beneficiary is not eligible for IGNWPS. The officials at the local level are silent on the issue. Therefore, attempt should be made to demystify the misunderstanding among the local community.

(E)- IWDP/DPAP/DDP/IWMP

Watershed programmes are implemented by the District Watershed Development Agency (DWDA) and is under the administrative control of the Department of Agriculture. Since the DWDA is equipped with technical staff, expertise is reflected in the planning and implementation of the scheme. All the initial steps have been done (awareness generation campaign, application of PRA, formation of watershed committees, SHGs and use groups and training to various stakeholders) with the support of local community. Majority of the local community in an around the watershed are confident that the scheme will be a motivating factor to change the cropping pattern and intensity. There are reports of slight increase in the water tables of open wells and tube wells. The operation of the scheme has been succeeded in generating confidence among the local community.

Recommendations

1. Identification of the priorities of the activities under the scheme and finalizations of the action plan should be placed and discussed in the Gram Sabha.
2. Since watershed is directly connected with other livelihood programmes, possibility of optimum convergence may be utilized under the scheme.

3. Details of the watershed activities may be displayed for wider dissemination.
4. It is better to conduct periodic social audit of the activities of the scheme.

(F)- NRDWP

National Rural Drinking Water Programme (NRDWP) is implemented by the Tamil Nadu Water and Drainage Board (TWADB). It has a rural water supply division at the district level and it is headed by an executive engineer. It has divisional offices at sub district level. The major activities of the board includes, digging of wells, construction of over head tanks, erection of low level tanks and extension of pipe lines with public taps. After the completion of the water supply works, TWADB use to hand over the project to Gram Panchayats. The provision of O & M is vested with the Gram Panchayats. The power pump maintenance and other maintenance work are attended by the Engineers/ Overseers of the respective Panchayat Union. The pump operators in the Gram Panchayats have been given training for testing the quality of drinking water using the 'field test kits' supplied to the Gram Panchayats. The Gram Panchayats are also having provision for testing the quality of drinking water in laboratories. But practically, none of the above is implemented effectively. The availability of the quantity of the drinking water in selected habitations are more than sufficient as per the prescribed minimum of 40 lpcd and it is based on the rough estimation of both the human and animal population of the habitation.

Recommendation

- 1 It is better to conduct awareness programmes on water literacy, water democracy and water auditing
- 2 Urgent steps may be taken to make use the field test kits and lab tests effectively.
- 3 Possible convergence model may be worked out with MGNREGA and water structures.

(G)- TSC

Sanitation activities are managed by a district coordinator who is attached to DRDA. At the block level, a block coordinator is also attached to the panchayat union. Since both of them are appointed on contract basis, they are outside the frame of policy formulation and implementation of TSC related activities in the district. This may be one of the reasons of the poor level of performance of the TSC in the district. At Gram Panchayat level a Village Sanitation Committee (VSC) is in operation. The VSC consist of the three members including the president of the Gram Panchayat who is the executive chairman of the committee. In majority of the villages, the VSC are found defunct and it is

reflected in the poor profile of the village sanitation. In majority of schools have toilet facilities whereas the anganawadies have not covered fully. There are women sanitary complexes in majority of villages and recently they are maintained and upgraded with the assistance from the State Government. However open defecation is not arrested in the villages. Out of ten villages selected only one is awarded NGP. No serious attention has given to IEC activities in the villages. It is observed that sanitation activities have not been given adequate considerations when compared to other sectors of rural development in the district. Since TSC is a demand driven scheme, a detailed project report for the district is very urgent.

Recommendation

1. In the DRDA one senior officer may be given responsibility of TSC and the Progress of TSC should be reviewed seriously in the every meeting of DRDA. The district may have a full time coordinator rather than the current 'additional charge syndrome'.
2. More responsibilities may be handed over to Gram Panchayats and Panchayat Union in the area of sanitation.
3. Solid and liquid waste may be treated with the support of modern scientific systems at feasible levels by Gram Panchayats with the support from the Panchayat Union.
4. It is better to make convergence between TSC and MGNREGA (Individual household beneficiary for construction of toilet under TSC can be used job card and he/she may be allowed to utilize his/her manpower of 10 days for the fulfillment of unskilled manual work, very particularly for the digging the pit for the construction of individual toilet .It is better to refer, Jairam Remesh's earlier note on Reforms in NREGA Implementation, which states, " Convergence of MGNREGA with Total Sanitation Campaign allowed for construction of individual household latrines, school toilet units, anganwadi toilets and community sanitary complexes".)
5. It is noticed that around 100 women are engaged in MGNREGA work site without any toilet facilities. It is recommended that temporary toilets may be provided near MGNREGA work site.
6. Special attention may be given to cover baby friendly toilets in the anganwadies.
7. More attention is needed in IEC activities.
8. It is better to prepare a status report on the sanitation and hygiene in the district and strategies may be workout to achieve NGP award for all the Gram Panchayats in the district.
9. Attempts should be made to activate the Village Sanitation Committees (VSC) in all the Gram Panchayats.

CHAPTER 5

Findings/Observations for Immediate Follow up Action.

Points for Immediate Action

Sl No	Issues for Action	Justification	Authority to Address the Issue
(A)-Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)			
1	Preparation of District Perspective Plan for a period of five years.	(i) It may work as a bench mark study (ii) Annual action plan and labour budget can be prepared from the District Perspective Plan. (iii) District Perspective Plan gives a holistic approach to the district development. (iv) Agriculture seasonality can be considered while allocating jobs for working. (v) It will lead to district development plan.	District administration.
2	Appointment of <i>Gram Rozgar Sahayak</i> .	(i) Gram Panchayats will be strengthened. (ii) Work load of secretaries will be reduced. (iii) Documentation and other official works related to MGNREGA can be done in time.	District Administration with the approval of State Government.
3	Payment of wages based on the Work Time Motion Study.	Wage may be given as per the productivity of the workers by considering different aspects (climatic conditions, nature of soil, nature of work and time involved etc.)	District Administration with the agreement of State Government.
4	Training and Exposure Visit for <i>Sarpanch</i> and Members of GP to the best performing MGNREGA sites from different States.	(i) Demand for training (ii) Poor awareness on Procedure and Guidelines of the Act. (iii) Previous training has not covered on many aspects including the issue of convergence.	District Administration.

5	Permanent display of activities at prominent places.	(i) Public are not aware of the activities under MGNREGA. (ii) More transparency can be ensured. (iii) It can be worked as an area of public scrutiny.	District Administration.
6	Keeping and maintenance of asset register.	Asset created under MGNREGA may be used for further follow up action and value addition.	Gram Panchayat.
7	Convergence model may be encouraged.	(i) Convergence gives more results and productivity. (ii) Convergence gives more sustainability. (iii) Convergence may address critical gaps and linkages between backward and forward.	State Administration and District Administration.
8	Payment through banks/post office account.	(i) Banking habits may be developed among the poor. (ii) It will be strengthened the financial inclusion. (iii) It may encourage saving habits among the workers as they may deposit some amount in the bank for meeting causality/ emergency. (iv) More transparency and less chances of corruption. (v) Money (bank deposit) will be safer.	State Government.
9	Provision for utilization of material cost.	(i) 40% of material cost is permissible. (ii) Production (any form of construction activity) is the interaction of man with materials. Hence, without material support the asset may not be sustainable. (iii) Sustainability of certain asset can be ensured only with the support of material component. (iv) Certain types of urgent works may not be taken up due to the lack of material component.	State Government.

10	Services of <i>Ayha</i> at the work site.	There are a few children along with mothers at the work site (The NLM could see the situation from different work site). A <i>creche</i> in work site may be useful for children.	District Administration.
11	Construction of temporary toilets near the work site.	(i) Temporary sanitation facility (toilet) is essential where averages of 60-100 women are engaged.	District Administration.
12	It is better to introduce the new prescribed wage rate (Rs.132/-) for MGNREGA workers.	(i) The general complaint is that the present prescribed wage rate (Rs.119/-) is low.	State Government.
(B)-Sampoorna Grameen Rozgar Yojana (SGSY)/NRLM			
1	All SGSYs may be brought under the control of single administrative unit which is attached to DRDA.	(i) With the introduction of <i>Pudhu Vaazhvu</i> Project lack of clarity has been noticed. (ii) The District Officer who is in charge of SHGs is not attached to DRDA. Therefore, the SGSY activity is not being monitored by the monitoring mechanism of DRDA. (iii) <i>Pudhu Vaazhvu</i> Project has separate staff to look after the SHGs under the scheme. (iv) SHGs under SGSY are monitored by Deputy BDO from the Panchayat Union who is in charge of women empowerment and welfare. (v) Situation is likely to be more confused when NRLM will be started.	State Government.
2	Settlement of arrears of SHGs through recovery camps by applying soft techniques.	(i) After taking bank loan a few SHGs became defunct and hence defaulters too. (ii) Some of SHGs are regular in payment but there is no remunerative economic activity. (iii) The banks are about to start strict recovery activities against the SHGs who have arrears.	District Administration.

3	Activate the defunct groups through regular monitoring and facilitation.	(i) There are a few SHGs which are found defunct (ii) At present ,there is no regular system of monitoring the activities of SHGs (iii) NGOs and CBOs in the area of SHG formation and empowerment are relatively very few.	District Administration.
4	More space may be given for Gram Panchayats in the activity of SHGs.	(i) At present, GPs have no role. (ii) As per the activity map of PRIs and the principle of subsidiarity, GP may be the best opted level of administration to monitor the activities of SHGs.	District Administration.
5	Preparation of directory / documentation on SHG including SHGs under SGSY at Panchayat Union level.	(i) At present, no actual information is available on SHGs at any level. (ii) Even if there is some information, it is contradictory. (iii) The number of SHGs under SGSY, <i>Pudhu Vaazhou</i> Project and <i>Mahalir Thittam</i> project seemingly mixed one another.	District Administration.
(C)-Indira Awaas Yojana (IAY)			
1	Provision for repair of houses may be made after a specific period.	(i) Under IAY, there is a provision for upgradation of houses but it is not included and implemented in the district. And there is also a demand for upgradation of houses. (ii) If upgradation is not done in time, the houses will be ruined. Moreover, it is economical if upgradation is done in time.	State Government.
2	Immediate action for reducing the long gestation period for the construction of IAY houses.	(i) In 2011-2012 only 32 houses have been completed and it means that gestation period for the construction of the houses is relatively long. (ii) Due to the long gestation period cost escalation may occur.	District Administration.

3	Parity should be maintained in the case of subsidy of IAY with the subsidy amount of 'Green House Scheme' of the Government of Tamil Nadu.	(i) Since subsidy amount is high in Green House Scheme, (a State Sponsored Housing Scheme) the demand for IAY is relatively low. (ii) More over IAY beneficiaries opined that since the subsidy amount is relatively low it is difficult to complete the construction with in the prescribed time limit.	Ministry of Rural Development and State Government.
<i>(D)-National Social Assistance Programme (NSAP)</i>			
1	Awareness on procedures and entitlement of the scheme may be generated at village level with the involvement of Gram Panchayats.	(i) There are still some potential beneficiaries who are outside the orbit of the pension scheme in all the villages. (ii) Procedures and entitlement of the scheme have not reached to all the potential beneficiaries. (iii) Awareness on procedures and entitlement may eliminate the ineligible beneficiaries from the scheme, if any. (iv) Rent seeking may be reduced.	District Administration.
2	Preparation of IEC materials on the scheme	(i) More information is needed on the scheme. In such a case IEC material may be the best tool. It is noticed that MGNREGA work site and Gram Sabha can be used as a forum for information dissemination.	District Administration.
<i>(E)-Integrated Watershed Development Programme (IWMP), DPAP, DDP, IWMP</i>			
1	Action plan for watershed project may be placed before the Gram Sabha and there may be a provision for facilitation by the officials from the watershed project.	(i) It is reported by officials that action plan for watershed project are bring discussed in the Gram Sabha. However, the detailed enquiry with local community reveals that in majority cases it is not taking place.	District Administration.

2	Possibility of convergence should be utilized.	(i) Convergence between IAY and MGNREGA (IAY beneficiary can be provided job card and he / she may be allowed to utilize his / her manpower of 60 days for the fulfillment of unskilled manual work for the construction of the house. Attempts may be made to include IAY in to the 'profile of works' with the approval of concerned authorities / agencies/ government).	State Government with the approval of Ministry of Rural Development, Govt. of India.
3	Asset register may be maintained.	(i) Under different watershed schemes assets are created but it is not properly documented and maintained. (ii) Asset created under the scheme may be handed over to used groups / watershed committees. In such a situation asset register is essential.	District Administration.
4	Activities undertaken may be displayed for public information.	(i) Maximum information should be communicated to local community for dissemination. (ii) Display boards may be a tool to increase the rate of public participation and transparency. (iii) Display boards may reduce the level of corruption.	District Administration.
(F) National Rural Drinking Water Programme (NRDWP)			
1	Attempts may be made to activate the Village Water and Sanitation Committee (VWSC).	(i) At present, the Village Water and Sanitation Committee (VWSC) are not in operation. (ii) It may be linked with Village Sanitation Committee (VSC)	District Administration.
2	There may be functional coordination between NRDWP and TSC.	Water tight compartmentalism (closed boundary) between NRDWP and TSC should be removed and there should be proper coordination between these two agencies, which may bring more results.	State Government.

3	There should be conceptual and functional clarity between NRDWP and TSC.	(i)At present, the two agencies have no functional linkages. (ii)The understanding on the concepts on sanitation, hygiene and safe drinking water are also varies between these two departments. (iii) Sanitation and drinking water are essential components for healthy hygiene practices in the villages.	State Government.
4	Field test kit supplied to GP should be operational.	(i) At present, majority of field test kits are kept idle. (ii) It is very essential to examine the water quality.	District Administration.
5	Provision for periodic lab test on contamination of drinking water.	(i) Though field test kits are supplied to GPs and training was given to pump operators no quality test is done. Therefore, lab test is essential.	District Administration.
(G)Total Sanitation Campaign (TSC)			
1	In the DRDA, one senior officer may be given the responsibility of TSC.	(i) The Progress of TSC can be reviewed seriously in the every meeting of DRDA. (ii) He may be in a position to formulate the policy related to sanitation activities in the district.	District Administration.
2	The district may have a full time coordinator rather than the current ' <i>additional charge syndrome</i> '.	(i) By considering the responsibility of the activities a full time coordinator is essential.	District Administration.
3	More responsibilities may be handed over to Gram Panchayats and Panchayat Union in the area of sanitation.	(i) Gram Panchayats and Panchayat Unions can take more responsibility in the area of sanitation since it is their core area of activity.	District Administration.
4	The problems related to solid and liquid waste needs more attention.	(i)Solid and liquid waste has also emerged as one of the serious sanitation issues in the rural areas.	District Administration.

5	It is better to make convergence between TSC and MGNREGA.	Reforms in NREGA Implementation, which states, “ <i>Convergence of MGNREGA with Total Sanitation Campaign allowed for construction of individual household latrines, school toilet units, anganwadi toilets and community sanitary complexes</i> ”	State Government.
6	Provide temporary toilets facilities at MGNREGA work site.	(i) It is noticed that around 100 women are engaged in MGNREGA work site without any sanitation facilities.	District Administration.
7	Baby friendly toilet in the anganwadies.	It is essential to practice the toilets habits among the children.	District Administration.
8	More attention is needed in IEC activities.	(i) IECs is the best tool for awareness building on sanitation. (ii) IEC has not been seriously programmed in the agenda of TSC in the district.	District Administration.
9	Preparation of a status report on the sanitation and hygiene in the district.	(i) It is essential to frame strategies to achieve NGP award for all the Gram Panchayats in the district.	District Administration.
10	Activate the Village Sanitation Committees (VSC) in all the Gram Panchayats.	(i) At present, the VSCs are either inactive or defunct.	District Administration.

CHAPTER 6

Success Stories/ Case Studies

Case Study I

Lathuvady Gram Panchayat in Elachipalayam Block is having a success story in water preservation activity under watershed programme. An area with acute shortage of water was identified through PRA and a pond was constructed during 2011-12. Rain water from 30 acres can be collected in the pond.

The local community is fully aware of the benefits of the project. Smt. Santhy w/o Shri Thankavelu, Shri. Nallathamby s/o Kanthaswamy shared their experiences and stated that the construction will facilitate the storage of ground water and increase the quantity of drinking water in the area. It will be beneficial both to the animal population and also for the irrigation purposes of the area.

The project was implemented by five member team including the project director, one agriculture officer, one engineer, one economist and one sociologist from the District Watershed Development Agency (DWDA), Namakkal. It is reported that it is the first and only attempt made for the preservation of water with a small investment of Rs. 40000/-

Case Study II

A Kunnathur Gram Panchayat in Kabilar Malai Panchayat Union has a unique success story in Village Sanitation Programme. A public toilet complex constructed earlier was renovated during 2011-12 with an expenditure of Rs.63000/-. Toilets, bath rooms, water connection, incinerator, facilities for cloth washing are the basic amenities provided. Out of the 17 toilets, one is meant for senior citizens, and another one is for children (child friendly). About 200 persons of 40 near by families are benefited by this project. Every family is to pay Rs.10/- per month towards user fee. The maintenance and supervision of the toilet complex has been assigned to the 'Mulla Makhi' SHG.

The cost of the cleaning materials and the wages for cleaning are met from the user fee collected. SHG Animator Smt. G.Rani and SHG member Smt. Vasanthi have shared the changes that came to the locality as a whole. The system of open defecation of the area came to an end and the new generation is conscious about clean toilet habits and hygiene.

Case Study III

Manathy Gram Panchayat in Elachipalayam Block has made attempts to implement the SGSY programmes effectively. Twelve SHG groups were registered since the inception in 1999. Only seven SHGs are reported to be functioning now. Interactions made with the members of two groups reveal the existing scenario of the programme in the village across the district.

Members from '*Manoranjitham*' (A/C No.661 dated.20.04.2010) and *Bannari Amman Mahalir SHG* (A/C No. 684 dated 2.09.2010) have availed bank loan Rs. 500,00/ with an additional amount of Rs.15000/- towards subsidy. All groups formed under the programme were provided with the building for meeting and training purposes. No other assets other than the building constructed under SHG. Infrastructure fund was created by the Gram Panchayat.

Two representatives from each group and animators were given training on the activities of the groups. No economic activities were started and no individual loans are distributed. Smt. Rajamony w/o Shri. Pushpa Raj and Smt. Usha w/o Shri Manoharan of the *Manoranjitham SHG* revealed that five sewing machines were provided in the building for training. Some others who have experimented coir making, masala making, rice business etc. have to withdraw as all of them found less profitable or brought loss.

Due to the shifting of certain members and also due to some other reasons five groups become defunct. The Indian Bank, Velagratan Patty is keeping the principle of 'back end subsidy' and adheres to the 'lock in period' also.

Smt. S. Radhika Smt.A.Krishnaveni, Smt. Bhakkayam and Smt.M.Rajammal of the *Manoranjitham* group have evaluated the scheme successful. But the absence of an income generating economic activity, increasing number of defunct groups etc. shows the necessity of immediate action for strengthening the groups.

Appendix No.1

Name of the Selected Gram Panchayats (villages) Namakkal District, Tamil Nadu

SI No	Name of the Gram Panchayats	Name of the Villages	Name of the Blocks
1	Lathuvadi	Lathuvadi	Elachipalayam
2	Manathi	Manathi	Elachipalayam
3	Nallipalayam	Nallipalayam	Elachipalayam
4	Sakthinaickenpalayam	Sakthinaickenpalayam	Elachipalayam
5	Konangipatti	Konangipatti	Erumapatty
6	Pavithram	Pavithram	Erumapatty
7	Perumapatti	Perumapatti	Erumapatty
8	Thipramadevi	Thipramadevi	Erumapatty
9	A Kunnathur	A Kunnathur	Kabilarmalai
10	Irukkur	Irukkur	Kabilarmalai