

GOVERNMENT OF PUNJAB
(INDIA)

CONSTRUCTION OF HOUSES
FOR SWEEPERS, SCAVENGERS,
FLAYERS & TANNERS AND
FOR 'VIMUKAT JATIES'

THE ECONOMIC ADVISER TO GOVERNMENT PUNJAB
CHANDIGARH

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EVALUATION REPORT

ON

**Construction of Houses for Sweepers,
Scavengers, Flayers & Tanners and
for Vimukat Jaties**



**ECONOMIC ADVISER TO GOVERNMENT,
PUNJAB**

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PREFACE

Government of India started two schemes in the year 1956-57, namely, (i) Construction of Houses for Sweepers, Scavengers, Flayers and Tanners and (ii) Construction of Houses for Vimukat Jaties. Subsequently these two schemes were taken over by the State Government during the year 1975-76. The State Government has spent a sum of Rs. 268 lakhs for constructing 11,902 houses for Sweepers, Scavengers, Flayers and Tanners and Rs. 134 lakhs for constructing 5623 houses for the Vimukat Jaties upto the end of 1984-85.

2. The State Evaluation Committee Punjab selected these schemes for evaluation. Accordingly, the survey was conducted by the Evaluation unit of the Organisation. The survey revealed that no set pattern of instructions was being followed for registration of applications and for sanctioning of the subsidy. A good number of beneficiaries i.e. 18.06 per cent from the category of the unclean occupation and 18.06 per cent from the category of Vimukat Jaties had misutilised the grant. The procedure of 'First-come-First serve' had been violated in some cases.

3. There was a need to issue comprehensive guidelines to the District and Tehsil Welfare Officers to comply strictly the different methods of selection of beneficiaries. Steps may also be taken against misutilisation of the subsidy. Funds must be allotted district-wise and district Welfare Officer may be empowered to sanction them. It has also been suggested that the primary occupation of the beneficiaries should be personally verified by District/Tehsil Welfare Officer. It is hoped that the recommendations made in the report may go a long way in improving the implementation of the schemes.

4. This report has been prepared by the Evaluation Unit of the Economic and Statistical Organisation, Punjab. Acknowledgement is made of the useful work done in the preparation of the report by Sarvshri K. S. Aulakh, Jt. Director, Amolak Singh, Deputy Economic and Statistical Advisor and Kulmohan Sood, Research Officer.

Chandigarh,
April 23, 1987.

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SUMMARY OF FINDINGS AND RECOMMENDATIONS

SUMMARY OF FINDINGS

1. Houses provide shelter, security and social status to men in the society and weaker section is no exception. Considering the importance of shelter, Government of India started two schemes in the year 1956-57, namely (i) construction of houses for sweepers, scavengers, flayers and tanners and (ii) construction of houses for Vimukat Jaties. These schemes were taken over by the State Government during the year 1975-76. Initially, a sum of Rs. 900 was granted as subsidy to each beneficiary of both the schemes which was raised to Rs. 2000 during the year 1975-76 and further raised to Rs. 5,000 during the year 1985-86. So far, the State Government has spent a sum of Rs. 268 lakhs for constructing 11902 houses for sweepers, scavengers, flayers and tanners and Rs. 134 lakhs for constructing 5623 houses for the Vimukat Jaties.

2. Objectives :

The objectives of the study were :—

- (i) to study the procedure of selection of beneficiaries and other related issues;
- (ii) to study the impact of the schemes including the adequacy and utilisation of subsidy; and
- (iii) to ascertain the difficulties being faced by the beneficiaries at different levels and the problems of the implementing agencies and to make suggestions for improvement.

3. Sampling Design and Coverage.

Six districts of the State were selected for the survey by arranging all the districts in descending order on the basis of scheduled castes population for 1981-Census. Two districts were selected from top, two from the middle and two from bottom. Accordingly, six districts viz. Jalandhar, Amritsar, Sangrur, Gurdaspur, Ropar

and Kapurthala were selected. From each of the six selected districts two tehsils were selected in like manner (twelve tehsils of the State were covered). Further, 18 beneficiaries were selected from each of the selected Tehsils for the two schemes. The ratio of beneficiaries were 12:6 (Sweepers, Scavengers, Flayers and Tanners: Vimukhat Jaties). These beneficiaries were selected at random from the list of beneficiaries maintained for the year 1984-85 at the office of Tehsil Welfare Officer (T.W.O.). A sample of 216 beneficiaries was taken out of 2700 beneficiaries during the year 1984-85, which comes to 8 per cent. In addition to 216 beneficiaries, 95 non-beneficiaries were also selected. Primary data for the year 1984-85 and secondary data for the five years i.e. from 1980-81 to 1984-85 was collected.

4. Characteristics of Beneficiaries :

(i) It was observed that the maximum number of beneficiaries i.e. 76(52.78 per cent) were from the unclean occupation and 40(55.56 per cent) of Vimukat Jaties were in the age-group of 22 to 35.

(ii) The major castes who got the benefit were Balmiki (38.20 per cent) Ramdasia (25.69 per cent) and Majhbi Sikhs (19.44 per cent) from the unclean occupations, Sansi (59.72 per cent), Bangali (16.67 per cent) and Boria (13.19 per cent) from the Vimukat Jaties.

(iii) The scheme of unclean occupation was caste as well as occupation oriented but out of 144 beneficiaries one was not doing any gainful occupation, 43(30.06 per cent) were pursuing unclean occupation as primary occupation, 51(35.66 per cent) were having unclean occupation as secondary occupation. Thus, 94 (65.28 per cent) beneficiaries from the unclean occupation category were pursuing occupations like sweeping, flaying and shoe-making.

(iv) The average household size of the unclean occupation beneficiaries was 5.20 persons. Out of the average family size of 5.20 persons, 2.68 were males and 2.68 were females. The average size of Vimukat Jaties was 5.77 persons, 2.98 were males and 2.79 were females.

(v) For the unclean occupation beneficiaries, the average number of earners per family was 1.90 persons and average yearly family income was Rs. 3,977 and for the Vimukat Jaties beneficiaries.

average number of earners was 2.10 persons and average yearly family income was Rs. 4273 only.

5. Implementation of the Scheme(s)

(i) Data regarding the number of households engaged in the unclean occupation was not available both with the Tehsil Welfare Officer (T.W.O.) as well as with the District Welfare Officer (D.W.O.).

(ii) Different methods were followed in different tehsils for receiving applications and for the selection of the beneficiaries. The principle of 'first come first served' was not followed meticulously.

(iii) The applicants were scattered in the Tehsil and the T.W.O. could not verify all the applicants.

(iv) From the unclean occupation, 22.74 per cent, 38.76 per cent, 40.05 per cent, 27.85 per cent, 35.84 per cent were granted subsidy for the years 1980-81, 1981-82, 1982-83, 1983-84 and 1984-85 respectively. The corresponding figures for Vimukat Jaties beneficiaries were 60.88 per cent, 77.74 per cent, 82.65 per cent, 42.52 per cent and 64.78 per cent.

(v) Funds for both the schemes were made available at the end of the financial year, as cases for all the eligible applicants were required to be sent to the Director, Social Welfare for sanctioning the subsidy. It took a lot of time to prepare R.T.Rs. (Remittance Treasury Receipts) which in turn were deposited in the joint account of the beneficiary and D.W.O.

(vi) Average time spent on getting the subsidy by the unclean occupation beneficiaries was 6.56 mandays, out of which 2.52 mandays were on submitting the applications, 2.51 mandays were on sanction of subsidy and 1.53 mandays were on the other activities. In case of Vimukat Jaties beneficiaries, average time spent for getting the subsidy was 5.66 mandays, out of which 2.16 mandays were spent on submission of applications, 2.26 mandays on sanction of subsidy and 1.24 mandays were on other activities.

(vii) The average amount spent by the unclean occupation beneficiaries on getting the subsidy sanctioned was Rs. 38.06, out of which Rs. 5.19 was on submitting the applications, Rs. 11.89 was on surety bond etc., Rs. 13.97 was on travelling and Rs. 7.01 was on other items. As regards the Vimukat Jaties beneficiaries, the

average amount spent on getting the subsidy sanctioned was Rs. 38.93, out of which Rs. 5.81 was on submission of applications, Rs. 13.64 was on surety bond, Rs. 11.50 was on travelling and Rs. 7.98 was on other items.

(viii) S.D.O. (Civil) got verified the applications by the staff of Block Development Officers (B.D.Os.) and some times beneficiaries were even interviewed to know about their occupation, caste and economic status.

6. Adequacy and Utilisation of Subsidy :

(i) Out of 144 beneficiaries from the unclean occupations, 118 had constructed the houses and the remaining 26 had misutilised the grant. Out of 72 beneficiaries from the Vimukat Jaties, 59 had constructed the houses and the remaining 13 had misutilised the subsidy.

(ii) Almost all the beneficiaries of both the categories were of the opinion that the amount of Rs. 2000 was meagre for the construction of the house. Increase in the amount of subsidy during 1985-86 had satisfied 50 per cent of the beneficiaries from both the schemes and the remaining 50 per cent beneficiaries were of the opinion that the subsidy should be further raised.

(iii) The average amount spent by the beneficiaries on the construction of the house was Rs. 5732 for the unclean occupation beneficiaries and Rs. 5806 for the Vimukat Jaties beneficiaries.

(iv) It was considered important to attach a loan component with the subsidy. Out of 216 beneficiaries contacted in both the schemes, 161 were in favour of the idea of loan. They were of the opinion that loan should be made optional for the beneficiaries. The loan should be given by the Government or by a Corporation and the rate of interest should not exceed 5 per cent per annum. The re-payment of the loan should be made in easy instalments. Implementing agencies i.e. D.W.O./T.W.O./S.D.O's (Civil) also endorsed the idea of the loan.

(v) As many as 94.07 per cent of the unclean occupation beneficiaries and 98.31 per cent of the Vimukat Jaties had borrowed the amount from one or other sources at the rate of 5 per cent to 120 per cent per annum. The average amount borrowed was Rs. 2748 for

the unclean occupation beneficiaries and Rs. 2706 for the Vimukat Jaties beneficiaries.

(vi) The beneficiaries from the unclean occupation had borrowed Rs. 305 thousands from different sources. Out of which Rs. 105 thousands were repaid and Rs. 200 thousands were outstanding. As regards Vimukat Jaties beneficiaries, Rs. 157 thousands were borrowed, out of which Rs. 59 thousands were repaid and Rs. 98 thousands were outstanding.

(vii) As many as 91.53 per cent of the beneficiary households from both the schemes had participated in construction-work by contributing their unskilled labour.

(viii) Total 5027 mandays were created by the beneficiary households, out of which 31.54 per cent were for the hired skilled labour and 68.46 per cent for the hired unskilled labour.

(ix) Average expenditure on wages for the construction of the house for the unclean occupation beneficiaries was Rs. 458, out of which Rs. 367 was for the skilled labour and Rs. 91 for the unskilled labour. As regards Vimukat Jaties beneficiaries, average expenditure on wages was Rs. 547, out of which Rs. 390 were for the skilled labour and Rs. 157 were for the unskilled labour.

(x) The average market value of the constructed houses for both the schemes worked out to Rs. 9148, out of which Rs. 3030 was for the land and Rs. 6118 was for the structure.

7. Impact of the Schemes :

(i) Both the schemes had made considerable impact on the living conditions of the beneficiaries. Before the construction of the houses, out of 144 beneficiaries of unclean occupation category, 113 were living in katcha houses, 11 were living in huts, 9 were living in Jhugies, 7 were living in rented houses, 3 were living in semi-pacca houses and one was living in a pacca house. As regards the Vimukat Jaties, out of 72 beneficiaries, 35 were living in katcha houses, 26 were living in jhughies, 2 were living in huts, 6 were living in rented houses and 3 were living in pacca houses.

(ii) Impact of the schemes on the living conditions was studied for 118 beneficiaries from the unclean occupation and 59 beneficiaries

from the Vimukat Jaties, who had constructed the houses. The remaining 26 beneficiaries from the unclean occupation category and 13 beneficiaries from the Vimukat Jaties category had misutilised the grant.

(iii) All the beneficiaries from both the schemes has increased the covered area from 100 sq. feet to 200 sq. feet.

(iv) After utilising the subsidy as many as 88.98 per cent of the unclean occupation beneficiaries started living in one room pacca tenements, 8.48 per cent in two room pacca tenements and 2.54 per cent started living in three room pacca tenements as compared to 78.81 per cent were living in katcha houses, 9.32 per cent living in huts and 6.78 per cent in jhugies, 2.24 per cent were living in pacca rented houses and 0.85 per cent were living in pacca houses before the construction of the new houses. In the case of Vimukat Jaties, 91.67 per cent beneficiaries started living in one room tenements and 8.33 per cent started living in two room tenements after utilising the subsidy, as compared to 42.37 per cent were living in jhugis, 3.39 per cent were living in huts and 49.16 per cent were living in katcha houses, 5.08 per cent were living in pacca rented houses.

(v) Out of 118 beneficiaries from the unclean occupation category, 72.88 per cent were using hand pumps as source of water, 16.10 per cent were using well as a source of water and 11.02 per cent were using water tap as a source of water. Out of these, 62.70 per cent were having water facilities within their houses and remaining 37.30 per cent were bringing water from the distance of 10 yards to 200 yards. As regards Vimukat Jaties beneficiaries, out of 59 beneficiaries, 81.36 per cent were using hand pump as a source of drinking water, 8.47 per cent were using well and 10.17 per cent were using water tap as source of drinking water. Out of these, 54.24 per cent were having water facilities within their houses and remaining 45.76 per cent were bringing water from the distance of 10 yards to 200 yards.

8. Views of the Beneficiaries about the Impact of the Schemes :

(i) Education :

Out of 118 beneficiaries of the unclean occupation category, 61.01 per cent reported no change, 24.58 per cent reported slight change, 13.56 per cent reported change to some extent and 0.85 per cent

reported change to a large extent in education. Out of 59 beneficiaries from the Vimukat Jaties, 69.50 per cent were of the view of no change, 15.25 per cent were of the view of slight change, 15.25 per cent were of the view of change to a some extent on education.

(ii) Health :

Out of the 118 beneficiaries from the unclean occupation category, 17.80 per cent admitted no change, 56.77 per cent admitted slight change, 24.58 per cent admitted change to some extent, 0.85 per cent admitted change to a large extent in their health. As regards Vimukat Jaties beneficiaries, no change was admitted by 15.25 per cent beneficiaries, slight change by 45.77 per cent beneficiaries and 38.98 per cent beneficiaries admitted change to some extent in their health.

(iii) Working Conditions :

Of the 118 beneficiaries from the unclean occupation category 53.39 per cent admitted no change, 23.78 per cent slight change, 16.95 per cent change to some extent and 5.93 per cent to a large extent in the working condition. As regards the Vimukat Jaties beneficiaries, as many as 28.81 per cent admitted no change, 33.90 per cent slight change, 30.51 per cent change to some extent and 6.78 per cent admitted change to a large extent in their working conditions.

(iv) Sanitation :

Of the 118 beneficiaries from the unclean occupation, 16.10 per cent beneficiaries confirmed no change, 55.08 per cent slight change, 23.74 per cent to some extent and 5.08 per cent to a large extent on sanitation. As regards Vimukat Jaties beneficiaries, as many as 11.86 per cent admitted no change, 49.15 per cent slight change, 37.29 per cent to some extent and 1.70 per cent to a large extent change in the sanitation conditions.

(v) Income :

Of the 118 beneficiaries of the unclean occupation, 53.39 per cent admitted no change while 46.61 per cent reported a little increase in their incomes. Out of the 59 beneficiaries from the Vimukat Jaties,

23.81 per cent admitted no change, while 71.19 per cent reported a little increase in their income.

(vi) Social Status and Security :

As many as 13.56 per cent of the beneficiaries admitted enhancement in social status, 3.39 per cent in credit worthiness and 21.19 per cent in social security by the unclean occupation beneficiaries. As regards Vimukat Jaties, 8.23 per cent beneficiaries admitted enhancement in social status and 13.33 per cent in credit worthiness.

(vii) Durable Assets created after the Construction of the Houses :

Out of the 118 beneficiaries from the unclean occupation 19 (16.10 per cent) had created one or the other asset amounting to Rs. 14,415. The average value of assets per beneficiary reporting worked out to be Rs. 759.

As regards Vimukat Jaties, out of 59 beneficiaries, 8 (13.56 per cent) had created household assets amounting to Rs. 4250. The average value of assets per beneficiary reporting was Rs. 531.

9. Non-beneficiary :

(i) During the survey 95 non-beneficiaries were contacted who had applied for the grant to T.W.O. up to 31st December, 1985 and did not get the grant and were available in the villages where the schedules of beneficiaries were to be filled. During the survey, 95 schedules of non-beneficiaries were filled, out of which 76 were from the unclean occupation and 19 were from the Vimukat Jaties.

(ii) Major reasons for not getting the grant were the scarcity of the funds and lack of the uniformity in the selection procedure.

(iii) Housing conditions of the non-beneficiaries were almost the same when compared with the beneficiaries.

(iv) Problems of the non-beneficiaries were more than one while living in the present conditions like, house was small enough to accommodate their families. delapidated condition, lack of security etc.

RECOMMENDATIONS

(For both the Schemes)

(i) It was observed during the survey that the actual number of households engaged in the unclean occupation and number of households of Vimukat Jaties were not available in the offices of T.W.O. as well as D.W.O. In order to know the extent of the problem, it is suggested that a State wide survey should be conducted by the Welfare Department to know the total number of households engaged in the unclean occupation and the number of the households of Vimukat Jaties. It will be helpful for proper planning and implementation of the schemes.

(ii) The department should take steps against the beneficiaries, who had misutilised the grant. Such beneficiaries should be asked to complete the construction work within a specified period failing which the subsidy may be recovered from them as per procedure laid down in the schemes.

(iii) Regarding the different methods of selection of beneficiaries being adopted in different tehsils, it is suggested, that Director, Social Welfare should send comprehensive instructions regarding the registration of applications, occupations to be considered as unclean, verification procedure regarding the ownership of the plot etc. to all the D.W.Os. and T.W.Os. and must ensure that the uniformity of the selection procedure is maintained.

(iv) Procedure of 'first-come-first serve' should be maintained. Cases like village, 'Lalpur' in Anandpur Sahib Tehsil, should not be repeated where whole of the grant meant for the unclean occupation beneficiaries in the tehsil was given in one village.

(v) At present, the sanctioning power of the subsidy for each beneficiary is vested with the Director, Social Welfare, Punjab. This involves lengthy correspondence between the D.W.O. and the Director, Social Welfare as all the R.T.Rs. of the beneficiaries are issued by the Director at the Headquarter. It is suggested, that the scheme-wise funds should be allotted at the district level and D.W.O. may be empowered to sanction the grant to the beneficiaries. If it is not possible under rules then the procedure may be simplified.

(vi) A suitable enhancement in the grant of subsidy be made after a period of every five years keeping in view the escalation cost in the prices of the building materials.

(vii) During the financial year 1985-86, the amount of the subsidy was raised from Rs. 2000 to 5000 but the funds for both the schemes were not raised resulting in the decrease in the number of beneficiaries from both the schemes as compared to previous years. It is, therefore, suggested that with the enhancement of the grant the funds for the schemes may also be increased proportionately so that the number of beneficiaries may not decrease as compared to the previous years.

(viii) It was observed that while sanctioning the grant of subsidy for the scheme 'Construction of Houses for Sweepers, Scavengers, Flayers and Tanners' the unclean occupation with the caste was not given due importance. It is suggested that while sanctioning the grant, primary occupation of the household should be taken into consideration and only the households which are pursuing the unclean occupation as given in the scheme should be given subsidy. The unclean occupation of the beneficiary should be personally verified by the T.W.O./D.W.O. and in case of any deviation from the unclean occupation, responsibility of such a lapse should be fixed.

(ix) As both the schemes are meant for the poorest of the poor and the basic purpose of these schemes is to provide the shelter, it is suggested that some provision should be made to give building material i.e. cement, bricks etc. on controlled rates as it will be helpful to the beneficiaries to complete the construction.

(x) Verification regarding the completion of the house should not be endorsed by T.W.O./D.W.O. on the certificate of Village Panch/Sarpanch/prominent men of the village but T.W.O. should himself visit on completion of the house and required certificate may be given on the basis of physical verification.

CHAPTER-I**INTRODUCTION**

Living conditions play a vital role in one's health which in turn affect day-to-day earnings, earnings affect daily intake, daily intake affects health and health mostly affected by living conditions. Thus, a vicious circle operates keeping the poorman poorer. Visualising this problem of the weaker sections of the society, Government of India started two schemes in the year 1956-57, namely, (i) Construction of Houses for Sweepers, Scavengers, Flayers and Tanners and (ii) Construction of Houses for Vimukat Jaties.

Objectives of the Scheme(s) :

1.2. The schemes envisage that a member of scheduled castes engaged in un-clean occupation and 'Vimukat Jaties' will be eligible for the grant of subsidy for the construction of a dwelling house provided he has clear title for the site on which the house is proposed to be constructed, provided further that he is houseless or his existing house is not enough for the family members dependent upon him and living with him or it is a katcha house or it is in a dilapidated condition. Initially, a sum of Rs. 900 was given as subsidy to each beneficiary in both the schemes for the construction of a house consisting of one room, a varandah, a kitchen and a courtyard. Keeping in view the price rise of building material, the amount of subsidy was raised from Rs. 900 to 2000 during the year 1975-76. This amount was further raised from Rs. 2,000 to 5,000 during the year 1985-86. In the initial years, these schemes were centrally sponsored but the State Government took over these schemes during the year 1975-76, as no funds were provided by Government of India. After taking over these schemes by the State Government in 1975-76, a sum of Rs. 268 lakh was spent for the construction of 11902 houses for sweepers, scavengers, flayers and tanners and Rs. 134 lakh for the construction of 5623 houses for 'Vimukat Jaties'. Districtwise progress of the schemes from 1975-76 to 1984-85 is given at Annexure-I.

Working of the Scheme(s) :

1.3. Both the schemes are meant for the weaker sections of the society and equal amount of the grant of subsidy is granted for providing better living accommodation to the un-clean and the Vimukat Jaties beneficiaries. Hence, both the schemes were taken

together for evaluation. The targets for both the schemes had been achieved as there had never been dearth of beneficiaries. Number of the applications for the grant of subsidy always exceeded the funds allotted for the schemes as no loan component was attached with the grant of subsidy. Sometimes the number of eligible applicants increased to such an extent that it became a problem to select the beneficiaries.

Outlay for the Scheme(s) :

1.4. The outlay for the construction of houses for sweepers, scavengers, mayers and tanners was Rs. 40.00 lakh for each of the years 1983-84 and 1984-85 respectively and for construction of houses for Vimukta Jatis was Rs. 24 lakh and 14.00 lakh for the years 1983-84 and 1984-85, respectively. The scheme-wise details of outlay and expenditure and targets for the last 5 years are given at Annexure-2.

Objectives of the study :

1.5. Considering the importance of the Schemes, the State Evaluation Committee in its meeting held on 15th May, 1984 recommended that evaluation of these Schemes be made. The following were the objectives of this study :—

- (i) To study the procedure of selection of beneficiaries and other related issues;
- (ii) To study the impact of the schemes including the adequacy and utilisation of subsidy; and
- (iii) To ascertain the difficulties being faced by the beneficiaries at different levels and the problems of the implementing agencies and to make suggestions for improvement.

Sampling Design and Coverage.

1.6. In the present study, all the twelve districts of the State were arranged in descending order on the basis of scheduled castes population for the 1981 Census and subsequently two districts were selected from the top, two from the middle and two from the bottom. Accordingly, six districts—Jalandhar, Amritsar, Sangrur,

Gurdaspur, Ropar and Kapurthala — were selected which occurred at serial number 1 and 2, 6 and 7 and 11 and 12. From each of the six selected districts, two tehsils were selected having the maximum and the minimum scheduled castes population concentration. In this way, twelve tehsils of the State were covered. The list of the tehsils covered in the survey is given at Annexure-3. Further, 18 beneficiaries were selected from each of the selected tehsils for the two schemes. The ratio of beneficiaries of these two schemes was 12:6 (Sweepers, Scavengers, Flayers and Tanners: Vimukat Jaties'). These beneficiaries were selected at random from the list of beneficiaries maintained for the year 1984-85 at the office of the Tehsil Welfare Officer. Thus, a sample of 216 beneficiaries was taken out of 2,700 beneficiaries during the year 1984-85 which gives us a sample of 8 per cent. In addition to 216 beneficiaries, 95 non-beneficiaries were also selected. For the purposes of this survey, a non-beneficiary was a person who had applied for the grant of subsidy to Tehsil Welfare Officer upto 31st December, 1985 and was also available in the selected villages.

Instruments of Investigation:

1.7. Five schedules were framed for conducting the evaluation study:—

Schedule A : Opinion Schedule of District Welfare Officer alongwith record proforma.

Schedule B : Sub-Divisional Officer (Civil) (being Chairman of the Beneficiary Selection Committee).

Schedule C : Opinion Schedule of Tehsil Welfare Officer.

Schedule D : Beneficiary Schedule.

Schedule E : Non-beneficiary Schedule.

Reference Period:

1.8. Primary data was collected for the year 1984-85, whereas secondary information was sought for the last five years. i.e. from 1980-81 to 1984-85.

Field Work:

1.9. The field work of this study was started in February, 1986 and was completed in April, 1986.

Plan of the Report:

1.10. This report consists of six chapters. At the beginning, summary of findings, recommendations has been given.

The first chapter of the report is introductory and gives background of the schemes, objectives of evaluation, and other methodological details for conducting the study. The second chapter gives information regarding Socio-Economic aspects of the beneficiaries. In the third chapter, working of the schemes is discussed. The fourth chapter deals with adequacy/inadequacy of the subsidy. The fifth chapter depicts the impact of the scheme on the beneficiaries and sixth chapter relates to Non-beneficiaries.

CHAPTER-II

CHARACTERISTICS OF BENEFICIARIES

Socio-economic characteristics of the beneficiaries give a glimpse as to how they earn their income and how they are living in the social set-up. In this chapter it is intended to examine some demographic and occupational characteristics of sweepers, scavengers, flayers, tanners which are generally put under unclean occupation and the vimukat jaties.

Age Group :

2.1. Out of the total 144 selected beneficiaries under the scheme, 'Construction of Houses for Sweepers, Scavengers, Flayers and Tanners' 42 (29.17 per cent) were in the age-group of 22 to 35, 76 (52.78 per cent) were in age-group of 36 to 55 and 25 (17.36 per cent) were in the age-group of 56 to 70. It is interesting to note that one beneficiary was in the age-group of 70 and above. As regards the Vimukat Jaties, out of 72 beneficiaries, 40 (55.66 per cent), were in the age-group of 22 to 35, 23 (31.94 per cent) were in the age-group of 36 to 55 and 9 (12.50 per cent) were in the age-group of 56 to 70.

Educational Status-Caste :

2.2. Out of 144 beneficiaries selected from the category of unclean occupation scheme, 131 (90.97 per cent) beneficiaries were illiterate and 4 (2.78 per cent) were literate, 5 (3.47 per cent) had studied up to primary level and 4 (2.78 per cent) had studied up to middle standard only.

In the case of Vimukat Jaties, 65 (90.28 per cent) were illiterate, 4 (5.56 per cent) were literate, 1 (1.38 per cent) had studied up to primary level and 2 (2.78 per cent) had studied up to middle standard. The following table gives the information about the distribution of beneficiaries according to caste.

Table 2.1—Distribution of Beneficiaries According to Caste.

Sr. No.	Name of the caste	Unclean Occupation		Name of the caste	Vimukat Jaties.	
		No. of Beneficiaries	Percentage to total Beneficiaries		No. of Beneficiaries.	Percentage to total Beneficiaries
1	2	3	4	5	6	7
1	Balmiki ..	55	38.20	1. Sansi	43	59.72
2	Ramdasia ..	37	25.69	2. Bangali	12	16.67
3	Majhbi-Sikh ..	28	19.44	3. Boria	10	13.89
4	Ad-Dharmi ..	9	6.25	4. Barar	7	9.72
5	Mahasha ..	9	6.25	..	..	..
6	Chamar ..	4	2.78	..	..	..
7	Bazigar ..	2	1.39	..	..	..
	Total ..	144	100.00	..	72	100.00

Regarding unclean occupation, the maximum number of beneficiaries were from the Balmiki community (38.20 per cent) followed by Ramdasia (25.69 per cent); Majhbi Sikh (19.44 per cent) and Ad-dharmi and Mahasha (6.25 per cent) each, Chamar (2.78 per cent) and Bazigar (1.39 per cent). In case of Vimukat Jaties, the maximum number of beneficiaries were Sansi (59.72 per cent) by caste, followed by Bangala caste (16.67 per cent), Boria caste (13.89 per cent) and Barar caste (9.72 per cent).

Primary Occupations:

2.3. The scheme for construction of houses for sweepers, scavengers, flayers and tanners was conceived as caste-cum-occupation oriented. It was observed during the survey that the Department had taken into consideration mostly caste and unclean occupation was not given the due weightage for the selection of beneficiaries. Table 2.2 gives distribution of beneficiaries according to primary occupation.

Table 2.2—Distribution of Beneficiaries According to Primary Occupation.

Sr. No	Unclean Occupation			Vimukat Jaties		
	Primary Occupation	No. of Beneficiaries	Percentage to total	Primary Occupation	No. of Beneficiaries	Percentage to total
1	2	3	4	5	6	7
(a) Unclean Occupation						
1	Sweeping ..	27	18.75	Sweeping	1	1.39
2	Shoe-making/repairing ..	15	10.42	Shoe-making/repairing	1	1.39
3	Flaying ..	1	0.69	Chhaj Making	6	8.33
(b) Other Occupations						
4	Labour ..	75	52.09	Labour	39	54.17
5	Rickshaw Pulling ..	10	6.94	Rickshaw Pulling	8	11.11
6	Shop-keeping ..	2	1.39	Shop/Keeping	4	5.55
7	Tailoring ..	1	0.69	Tailoring	1	1.39
8	Cattle Rearing ..	2	1.39	Vendors	4	5.55
9	Skilled Labour ..	5	3.47	Hair dressing	2	2.78
10	Service ..	3	2.09	Service (Domestic)	4	5.56
11	Others ..	2	1.39	Snake Charming	1	1.39
12	No-occupation ..	1	0.69	No occupation	1	1.39
Total ..		144	100.00			72 100.00

Table given above reveals that out of 144 beneficiaries, 43 of them (29.86 per cent) were pursuing unclean occupation as prescribed by the Department, while 100 of them (69.44 per cent) were engaged in such occupations as were not considered unclean by the Department. Thus most of the beneficiaries got the benefit of the scheme on the basis of their caste only instead of the caste-cum-occupation which was considered as the basic pre-requisite for the selection of the beneficiaries. In this way, the basic purpose of the scheme was not achieved as it failed to provide better living accommodation for the section of the society engaged in unclean jobs.

As regards 'Vimukat Jaties' profession was not a basic prerequisite for sanctioning the grant of subsidy. The above given table shows that out of 72 beneficiaries contacted during the course of the survey, 71 were engaged in one or the other gainful occupation. The data revealed that 39 of the beneficiaries (54.17 per cent) were doing labour, 8 (11.11 per cent) were Rickshaw Pullers, 6 (8.33 per cent) were engaged in Chhaj making, 4 (5.56 per cent) were domestic servants, 4 (5.55 per cent) were shop-keepers and 4 (5.55 per cent) were vendors, 2 (2.78 per cent) were hair dressers and 1 (1.4 per cent) was a sweeper and the remaining 3 (4.23 per cent) were pursuing other occupations.

Secondary Occupations :

2.4. The population covered in the survey represents the weaker section of the society. They normally pursue more than one occupation to make their both ends meet. For the purpose of this survey, secondary occupation was that activity which fetched income next to the primary occupation.

Table 2.3—Distribution of Beneficiaries According to Secondary Occupation :

Sr. No.	Unclean Occupation			Vimukat Jaties		
	Secondary Occupation	No. of Beneficiaries	Percentage to total	Secondary Occupation	No. of Beneficiaries	Percentage to total
1	2	3	4	5	6	7
1	Sweeping ..	43	30.07	Labour	6	8.45
2	Shoe-making/flaying	8	5.59	Chhaj Making	6	8.45
3	Labour ..	18	12.59	Rickshaw Pulling	4	5.63
4	Others ..	21	14.69	Vending	3	4.23
5	No occupation ..	53	37.06	Sheep/Pig Rearing	2	2.82
				No. Occupation	50	70.42
	Total ..	143	100.00		71	100.00
	1 Dependent			1 Non-earner		

From the data given in table 2.3 two conclusions can be drawn. Firstly, 90 households (62.94 per cent) belonging to unclean occupation were adopting one or the other secondary occupation. Secondly, it was the secondary occupation being unclean which helped 43 (30.07 per cent) sweepers and 8 (5.95 per cent) shoe-makers/flayers in getting the subsidy. It may be pointed out that 53 beneficiaries (37.06 per cent) were having no secondary occupation.

Among the vimukat jaties beneficiaries, secondary occupations was not being followed to the extent as compared with the beneficiaries of unclean occupation. Out of 71 earning beneficiaries only 21 (29.58 per cent) were pursuing secondary occupation.

Primary and Secondary Occupation :

2.5. The scheme 'Construction of Houses for Sweepers, Scavengers, Flayers and Tanners' is silent about the occupation adopted by the household for the consideration of subsidy. Data was collected to get the information regarding un-clean occupation whether it is of primary nature or of secondary nature.

Table 2.4—Distribution of Beneficiaries According to Un-Clean Occupation :

Sr. No.	Name of Occupation	No. of Beneficiaries Pursuing as		
		Primary Occupation	Secondary Occupation	Total
1	2	3	4	5
1	Sweeping	27	43	70
2	Flaying	1	2	3
3	Shoe making	15	6	21
	Total	43	51	94
	Percentage	(45.74)	(54.26)	(100.00)

Out of 144 beneficiaries, 94 (65.28 per cent) were having unclean occupation. 43 beneficiaries (45.74 per cent) were having unclean

occupation as primary and the remaining 51 (54.26 per cent) were having as secondary occupation under this category of unclean occupation. The remaining 50 beneficiaries (34.72 per cent) were not having unclean occupation either as primary or as secondary. It means that about one third of the beneficiaries belonging to the category of unclean occupation were not genuine.

Family Size :

2.6. The average family size of the unclean occupation beneficiaries was 5.20 persons. Out of the average family size of 5.20 persons 2.68 were males and 2.52 were females.

Table 2.5—Distribution of Beneficiary Households According to Household size :

Size of the Household in Number	Unclean Occupation		Vimukat Jaties	
	No. of Households	Percentage to total	No. of Households	Percentage to total
1	2	3	4	5
1	4	2.78	3	4.17
2—3	26	18.06	14	19.44
4—5	53	36.80	30	41.67
6—7	40	27.78	13	18.06
8 & above	21	14.58	12	16.66
Total	144	100.00	72	100.00

Table 2.5 reveals that the maximum number of 53 (36.81 per cent) households of unclean occupation beneficiaries were having the size of 4 to 5 members each, 40 (27.78 per cent) households were of the size of 6 to 7 members each, 21 (14.59 per cent) households were of the size of 8 persons and above each and 26 (18.06 per cent) households were of the size of 2 to 3 members each. It is interesting to note that 4 (2.78 per cent) households were of the size of one member only.

As regards the Vimukat Jaties beneficiaries, the average household size was 5.77 persons. Out of the average size of 5.77 persons, 2.93 persons were males and 2.79 persons were females.

In Vimukat Jaties beneficiaries also the maximum number of 30 (41.67 per cent) households were of the size of 4 to 5 members each, 14 (19.44 per cent) households were of the size of 2 to 3 members each, 13 (18.06 per cent) households were of the size of 6 to 7 members each, 12 (16.66 per cent) households were of the size of 8 members and above each and 3 (4.17 per cent) households were of the size of only one member each.

Earners :

2.7. The average number of earners per household for unclean occupation beneficiaries was 1.90 persons. Out of these, 1.27 persons were males and 0.63 persons were females. 48 beneficiary households (33.57 per cent) were having one earner each, 66 beneficiary households (46.15 per cent) were having two earners each, 22 beneficiary households (15.38 per cent) were having 3 earners each, 7 beneficiary households (4.90 per cent) were having 4 or more earners each. One beneficiary was living on charity.

Table 2.6—Distribution of Beneficiary Households According to Number of Earners.

No. of Earners	Unclean Occupation		Vimukat Jaties		
	House-holds	Percentage to total	No. of Earners	House-holds	Percent-total
1	2	3	4	5	6
1	48	33.57	1	30	42.25
2	66	46.15	2	31	43.66
3	22	15.38	3	7	9.86
4 & above	7	4.90	4 & above	3	4.23
Total	143	100.00		71	100.00
	1 dependent		1 dependent		

The average number of earners per family for Vimukat Jaties beneficiaries was 2.10. Out of 2.10 average earners, 1.41 were males and 0.69 were females. As many as 30 households (42.25 per cent) were having 1 earner each, 31 households (43.66 per cent) were

having two earners each, 7 households (9.86 per cent) were having 3 earners each, and only 3 households (4.23 per cent) were having 4 or more earners each, and one household was living on charity.

Income :

2.8. The beneficiaries contacted in the survey represented the weaker section of the society as the average yearly households income of the unclean occupation beneficiaries was Rs. 9,977 and of the Vimukat Jaties beneficiaries was Rs. 4,273 only.

Table 2.7 Distribution of Beneficiary Households According to Income.

Range (Rs.)	Unclean Occupation		Vimukat Jaties	
	No. of House holds	Percent- age to total	No. of House holds	Percent- age to total
1	2	3	4	5
upto 1000	2	1.39	..	..
1000—2000	14	9.80	10	14.09
2000—3000	39	27.27	20	28.17
3000—4000	44	30.77	24	33.80
4000—5000	18	12.59	12	16.90
5000 & above	26	18.18	5	7.04
Total	143	100.00	71	100.00
	1 dependent		1 dependent	

The maximum number of households from the unclean occupation beneficiaries i.e., 44 (30.77 per cent) were in the yearly income bracket of Rs. 3,000 to 4,000, 39 households (27.27 per cent) were in the brackets of Rs. 3,000 to 3,000, 26 (18.18 per cent) in the bracket of Rs. 5,000 and above, 18 (12.59 per cent) were in Rs. 4,000 to 5,000 bracket, 14 (9.80 per cent) were in the bracket of Rs. 1,000 to 2,000 and 2 (1.39 per cent) were in bracket of less than Rs. 1,000. As regards the Vimukat Jaties, 24 beneficiaries (33.80 per cent) were in the yearly income bracket of Rs. 3,000 to 4,000, 20 households (28.17 per cent) were in the bracket of Rs. 2,000 to 3,000, 12 households (16.90 per cent) were in the bracket of Rs. 4,000 to 5,000, 10 (14.09 per cent) were in the bracket of Rs. 1,000 to 2,000 and 5 (7.4 per cent) were in the bracket of upto Rs. 1,000.

CHAPTER-III

IMPLEMENTATION

3.1. The schemes 'Construction of Houses for Sweepers, Scavengers, Flayers and Tanners' and; 'Construction of Houses for Vimukat Jaties' are meant for the Welfare of the down-trodden section of the society. This segment of the society is poor, backward and illiterate. It is, therefore, imperative to study the procedure for submitting the applications for the grant of subsidy. The tedious method of submitting applications for the grant of subsidy discourages the real beneficiaries.

Extent of Problem :

3.2 An attempt was made to get the information regarding the number of households engaged in the un-clean occupation and the number of households of Vimukat Jaties so as to know the extent of the problem. Tehsil Welfare Officers and District Welfare Officers of all the selected tehsils and districts were unable to provide the relevant data as no survey had ever been conducted to determine the total number of such persons.

Applications for subsidy and selection of the Beneficiaries :

3.3. As per instructions from the Director, Social Welfare, Punjab, a year-wise register for applications is maintained at Tehsil level. All the applications received during a year are recorded separately for both the schemes. Then the applications are scrutinised and physical verification of the applicants and particulars supplied in the applications is also done. After physical verification, applications of the eligible applicants are retained and others are rejected. On the allotment of funds subsidy is granted on the 'first-come-first-served' basis.

After the perusal of the record of the selected Tehsil Welfare Officers, it was observed that different methods were being followed regarding recording of applications. In some tehsils, the beneficiaries who did not get the subsidy in a year due to the scarcity of funds were included in the following year for the grant of subsidy. On the contrary, some other Tehsil Welfare Officers were considering only the applications received during the year.

Pulls and pressures always played a vital role in the grant of subsidy and the procedure of 'first-come-first served' was defeated. In Anandpur Sahib Tehsil of Ropar District, the whole amount of subsidy meant for the unclean occupation beneficiaries for the year 1934-85 was given in the village of Lalpur ignoring applicants of other villages who had submitted applications for subsidy and this intum set aside the principle of 'first-come-first served'. Besides this, T.W.Os (Tehsil Welfare Officers) never verified the applications of all the beneficiaries received by them. They depended upon the village Sarpanch or the 'affidavit' to determine the caste and occupation of the beneficiaries. The Tehsil Welfare Officers told that they had no conveyance for verifying the applications of all the applicants who are scattered all over the tehsil.

Eligible Applicants vs. Funds :

3.4. Funds provided for both the schemes under reference always fell short of the demand of the eligible applicants. An eligible applicant is one who has clear title for the site on which the house is proposed to be constructed provided further that he is houseless or his existing house is not enough for the family members or it is a *katcha* house or it is in a dilapidated condition. Number of eligible applicants for the grant of subsidy and number of applicants who received the subsidy are given in table 3.1.

Table 3.1 Year-wise Number of Eligible Applications sanctioned.

Year	No. of Applications						
	Unclean Occupation			Vimukat Jaties			
	Eligible	Sanctioned	Percentage of col. 3 to 2	Eligible	Sanctioned	Percentage of col. 6 to 5	
1	2	3	4	5	6	7	
1980-81	..	1579	359	22.74	363	221	60.88
1981-82	..	1094	424	38.75	292	227	77.74
1982-83	..	1106	443	40.05	340	247	72.65
1983-84	..	2115	589	27.85	769	327	42.52
1984-85	..	1554	557	35.84	301	195	64.78

Regarding the unclean occupation beneficiaries only 22.74 per cent were granted subsidy during 1980-81. For other years the percentage was 37.70 in 1981-82, 40.05 per cent in 1982-83, 27.85 per cent in 1983-84 and 35.84 per cent in 1984-85. On the other hand, in case of Vimukat Jaties the proportion of beneficiaries who got subsidy out of the eligible applicants was considerably more. The range of percentage of applicants who were sanctioned subsidy varied between 42.52 and 77.74 for the years 1980-81 to 1984-85.

Release of Funds :

3.5. It was observed during the survey that the funds were mostly made available at the end of financial years which created problems to the Tehsil Welfare Officers and the District Welfare Officers. All the cases for the eligible applicants are sent to the Director, Social Welfare for sanctioning the subsidy. The official procedure takes a lot of time to prepare R.T.Rs (Remittance Treasury Receipts) which in turn are deposited in the joint account of the beneficiary and the D.W.O. (District Welfare Officer).

Motivating Agency :

3.6. Maximum number of unclean occupation beneficiaries, i.e., 66 (45.83 per cent) were motivated by the village Sarpanches/Panches, 45 (31.25 per cent) beneficiaries were motivated by the fellow beneficiaries, 16 (11.11 per cent) were motivated by their relatives and the remaining 17 (11.81 per cent) were motivated by Welfare Department and M.L.As.

In the case of Vimukat Jaties beneficiaries, the maximum number of beneficiaries, i.e., 29 (40.28 per cent) were motivated by the fellow beneficiaries, 21 (29.17 per cent) were motivated by Sarpanches/Panches, 17 (23.61 per cent) were motivated by the Welfare Department, and M.L.As. and the remaining 5 (6.94 per cent) were motivated by their relatives, etc.

Time Lag between Submission of Application and Sanction of Subsidy :

3.7. Out of 144 beneficiaries contacted during the survey for the category of unclean occupation, 56 were given subsidy within a period of six months of their submission of applications.

51 within 7 to 12 months and 37 within a period of one year and above.

In the case of the Vimukat Jaties beneficiaries, 25 beneficiaries were sanctioned the grant of subsidy within six months period, 19 beneficiaries within one year period and 27 after one year period.

Category-wise Mandays spent by the Beneficiaries on getting Subsidy :

3.8. Mandays spent by the beneficiaries on getting the subsidy can be divided under three heads, i.e., submission of application, getting the subsidy sanctioned and other related work. Table 3.2 gives details about the mandays spent by the beneficiaries for different purposes.

Table 3.2: Category-wise Number of Mandays spent by Beneficiaries for Getting the Subsidy

No. of days spent	No. of Beneficiaries According to Mandays Spent						
	Unclean Occupation			Vimukat Jaties			
	On applications	Sanction of the subsidy	On other related activities	On applications	Sanction of the subsidy	On other related activities	
1	2	3	4	5	6	7	
Nil	8 (5.56)	50 (34.72)	..	1 (1.39)	27 (37.50)
1	..	27 (18.75)	20 (13.89)	25 (17.36)	22 (30.52)	19 (26.38)	13 (18.05)
2	..	62 (43.05)	54 (37.50)	38 (26.39)	31 (43.06)	29 (40.28)	23 (31.94)
3	..	32 (22.22)	34 (23.61)	20 (13.89)	13 (18.08)	18 (25.00)	4 (5.55)
4	..	15 (10.42)	18 (12.50)	6 (4.17)	6 (8.34)	5 (6.95)	5 (6.96)
5	..	8 (5.56)	10 (6.94)	5 (3.47)	—	—	—
Average		2.52	2.51	1.53	2.16	2.26	1.24

Submission of Applications :

3.9. Out of 144 beneficiaries in the unclean occupation category, the maximum number of 62 (43.05 per cent) beneficiaries

spent only two mandays each for submitting application followed by 32 (22.22 per cent) who spent three days each. 27 (18.75 per cent) spent one manday each, 15 (10.42 per cent) spent four mandays each and 8 (5.56 per cent) spent five mandays each for this purpose. Thus, the average time spent for submitting the application per beneficiary worked out to 2.52 mandays.

In case of Vimukat Jaties, 22 (30.52 per cent) beneficiaries spent one manday each for submitting the application. 31 (43.06 per cent) spent two mandays each, 13 (18.08 per cent) three mandays each, and 6 (8.34 per cent) spent four mandays each. Average time spent per Vimukat Jaties beneficiary worked out to 2.16 mandays.

Sanction of Subsidy :

3.10. Out of 144 beneficiaries from unclean occupation category 20 (13.89 per cent) spent one manday each, 54 (37.50 per cent) spent two mandays each, 34 (23.61 per cent) spent three mandays each 18 (12.50 per cent) spent four mandays each, 10 (6.94 per cent) spent five mandays each and 8 (5.56 per cent) did not spend any time as the applications for the grant were submitted by someone else. Average time spent on getting the subsidy sanctioned was 2.51 mandays for the unclean occupation/category of beneficiaries.

In the case of Vimukat Jaties beneficiaries 19 (26.38 per cent) beneficiaries spent one manday each, 29 (40.28 per cent) spent two mandays each, 18 (25.00 per cent) spent three mandays each, 5 (6.95 per cent) spent four mandays each and even 1 (1.39 per cent) beneficiary had not spent any time for getting the grants sanctioned. The average mandays spent worked out to 2.26 mandays for this category.

Other Related Activities.

3.11. In addition to the time spent on submission of the application and the sanction of the subsidy, beneficiaries often visited

the office of Tehsil Welfare Officer, to pursue the applications. Of the 144 beneficiaries of unclean occupation, 5 (3.37 per cent) spent five mandays each on other activities, 6 (4.17 per cent) spent four mandays each, 20 (13.89 per cent) spent three mandays each, 38 (26.39 per cent) spent 2 mandays each and 25 (17.36 per cent) spent one manday each. It is heartening to note that 50 (34.72 per cent) did not spend any time on other activities. Average time spent on other activities was 1.53 mandays.

On the other hand, out of 72 beneficiaries of Vimukat Jaties, 5 (6.96 per cent) spent four mandays each on other activities, 4 (5.55 per cent) spent three mandays each, 23 (31.94 per cent) spent two mandays each, 13 (18.05 per cent) spent one manday each and 27 (37.50 per cent) did not spend any time on other activities. Average time spent on other activities was 1.24 mandays.

Category-wise Amount spent under Different Heads by Beneficiaries :

3.12. Strata covered in the survey was the poorest class of the society. The amount spent by them for getting the grant of subsidy was also studied. It is heartening to note that average amount spent by the unclean occupation category of beneficiaries was only Rs. 38.06. Out of this amount, Rs. 5.19 was on submitting of application, Rs. 11.89 was on surety bond, Rs. 13.97 was on travelling and Rs. 7.01 was on other items.

As regards Vimukat Jaties beneficiaries, the average amount spent was Rs. 38.93, out of which Rs. 5.81 were on submission of application, Rs. 13.64 were on surety bond, Rs. 11.50 were on travelling and Rs. 7.98 were on other items. Expenditure on travelling was less for Vimukat Jaties beneficiaries as compared to that of the unclean occupation category of beneficiaries as the former mostly reside in urban areas and the latter in the rural areas.

Table 3.3—Category-wise Amount Spent by the Beneficiaries for Getting Subsidy

Amount Spent Rs.	No. of Beneficiaries According to Amount Spent							
	Unclean Occupation				Vimukat Jaties			
	On Appli- cation	On surety bond	On travel	On other items	On appli- cation	On surety bond	On travel	On other items.
1	2	3	4	5	6	7	8	9
Upto 10	140 (97.22)	86 (59.72)	70 (48.61)	123 (85.41)	70 (97.22)	40 (55.56)	49 (68.06)	59 (81.95)
10—20	4 (2.78)	57 (39.59)	46 (31.95)	15 (10.42)	2 (2.78)	31 (43.05)	7 (9.72)	6 (8.33)
20 & above	..	1 (0.69)	28 (19.44)	6 (4.17)	..	1 (1.39)	16 (22.22)	7 (9.72)
Total	144 (100.00)	144 (100.00)	144 (100.00)	72 (100.00)	72 (100.00)	72 (100.00)	72 (100.00)	72 (100.00)
beneficiary (Rs.)	5.19	11.89	13.97	7.01	5.81	13.64	11.50	7.98

Table 3.3 reveals that out of 144 beneficiaries from the unclean occupation category of beneficiaries, 140 (97.22 per cent) spent only upto Rs. 10 each on submitting the application and remaining 4 (2.78 per cent) spent from Rs. 10 to 20 each for the said purpose. The maximum amount of Rs. 20 and above was spent only by one beneficiary (0.69 per cent) on surety bond, 57 (39.59 per cent) beneficiaries spent from Rs. 10 to 20 each and 86 (59.72 per cent) beneficiaries spent only upto Rs. 10 each. On travelling, out of 144 beneficiaries, 28 (19.44 per cent) spent Rs. 20 and above each, 46 (31.95 per cent) spent Rs. 10 to 20 each and the remaining 70 (Rs. 48.61 per cent) spent upto Rs. 10 each. On other items, maximum expenditure of Rs. 20 and above was incurred by 6 (4.17 per cent) beneficiaries, followed by 15 (10.42 per cent) who spent from Rs. 10 to Rs. 20 each and the remaining 123 (85.41 per cent) spent upto Rs. 10 each.

As regards Vimukat Jaties beneficiaries, on submitting applications, out of 72 beneficiaries, only 2 (2.78 per cent) beneficiaries spent from Rs. 10 to 20 each and the remaining 70 (97.22 per cent) spent only upto Rs. 10 each. On surety bond, maximum expenditure, i.e., Rs. 20 and above was spent by only 1 (1.39 per cent) beneficiary, followed by 31 (43.05 per cent) who spent Rs. 10 to 20 each and 40 (55.56 per cent) who spent upto Rs. 10 each. On travelling out of 72 beneficiaries from Vimukat Jaties, 16 beneficiaries (22.22 per cent) spent Rs. 20 and above each, 7 (9.72 per cent) spent Rs. 10 to 20 each and the remaining 49 (68.06 per cent) spent upto Rs. 10 each. On the other items, maximum expenditure of Rs. 20 and above was incurred by 7 (9.72 per cent) beneficiaries each, Rs. 10 to 20 by 6 (6.33 per cent) beneficiaries each and upto Rs. 10 by 59 (81.95 per cent) beneficiaries each.

Subsidy by Instalments :

3.13. In both the schemes almost all the beneficiaries reported that they received the subsidy in two instalments. A few beneficiaries could not draw the second instalment due to the reason that they did not utilise the first instalment.

Role of Sub-Divisional Officers (Civil) in the Selection of Beneficiaries :

3.14. S.D.Os. (Civil) checked the proposed list of beneficiaries sent to them for verification. It is a kind of check which is carried out by the heads of the sub-divisions. Some Sub-Divisional Officers (Civil) took keen interest in getting the applications verified by engaging the staff of Block-Development Officers. In some cases, the beneficiaries were even interviewed to know about their occupation, caste and economic condition.

CHAPTER-IV

UTILISATION OF THE SUBSIDY

4.1. Lack of adequate subsidy has been one of the main problems confronting the beneficiaries. This segment of the society has no credit worthiness and they find the subsidy as the only financial source for the construction of the houses. The subsidy was hardly sufficient to construct a house consisting of one room, a varandah, kitchen keeping in view the rise in prices of building materials. Inadequate grant of subsidy not only discouraged the beneficiaries to construct a house but also spurred some of them to misutilisation of subsidy. Out of 144 beneficiaries selected from the unclean occupation category, 118 (81.95 per cent) could construct the houses with grant of subsidy and the remaining 26 (18.05 per cent) had not done so. Out of 26 such beneficiaries, 2 (1.39 per cent) beneficiaries had constructed the houses upto roof level. 7 (4.86 per cent) had purchased the building material only, but could not start the construction work and 14 (9.72 per cent) had neither purchased the building materials nor they had a mind to start the construction of houses. It was surprising to note that 1 (0.69 per cent) beneficiary got the subsidy for an already constructed house and 2 (1.39 per cent) had purchased a built up house with the subsidy. As regards 72 Vimukat Jaties beneficiaries, 59 (81.94 per cent) of them could construct the houses and the remaining 13 (18.06 per cent) had not done so. 1 (1.39 per cent) beneficiary had constructed the house upto roof level, 1 (1.39 per cent) had constructed upto plinth level, 2 (2.78 per cent) had purchased building materials but the construction work was not started and 8 (11.11 per cent) had neither purchased the building materials nor they had a mind to start the construction of the houses. The remaining 1 (1.39 per cent) beneficiary had purchased a built up house with the subsidy.

Adequacy of Subsidy :

4.2. Almost all the beneficiaries of both the schemes were of the opinion that Rs. 2,000 was a very meagre amount for the construction of the house. Increase in the grant from Rs. 2,000 to

Rs. 5,000 in the year 1985-86 by the Government had satisfied the 50 per cent of beneficiaries from both the schemes and the remaining 50 per cent were of the view that the subsidy amount should be further raised.

Amount spent by the Beneficiaries and Additional Amount Raised :

4.3. Out of the 118 beneficiaries from the unclean occupation category who had constructed the houses with subsidy the maximum number of beneficiaries, i.e., 54 (45.77 per cent) had spent from Rs. 4,000 to Rs. 6,000 each, 22 (18.64 per cent) had spent from Rs. 6,000 to Rs. 8,000 each, 11 (8.32 per cent) had spent from Rs. 8,000 to Rs. 10,000 each and 9 (7.63 per cent) had spent Rs. 10,000 and above each. The remaining 22 (18.64 per cent) beneficiaries had spent from Rs. 2,000 to Rs. 4,000 each for the construction of the house.

As regards Vimukat Jaties, out of 59 beneficiaries who had constructed the house the maximum number of beneficiaries, i.e., 32 (54.24 per cent) had spent from Rs. 4,000 to Rs. 6,000 each, 10 (16.85 per cent) had spent from Rs. 6,000 to Rs. 8,000 each. 5 (8.74 per cent) had spent from Rs. 8,000 to Rs. 10,000 each and 7 (11.87 per cent) had spent from Rs. 10,000 and above each. The remaining 5 (8.47 per cent) had spent from Rs. 2,000 to Rs. 4,000 each for construction of the house.

The average amount spent by beneficiaries was Rs. 5,732 for the unclean occupation beneficiaries and Rs. 5,806 for the Vimukat Jaties.

Sources of Finances :

4.3. Table 4.1 gives the source-wise detail of additional amount raised by 118 beneficiaries of unclean occupation and 59 beneficiaries of Vimukat Jaties who had completed the construction and the average amount raised from each source.

Table 4 1—Distribution of Beneficiaries According to Sources of Extra Finance for the Construction of the Houses.

Sr. No.	Source	No. of Beneficiaries							
		Unclean Occupation				Vimukat Jaties			
		Arranged	Not arranged	Total	Average amount (Rs.)	Arranged	Not arranged	Total	Average amount (Rs.)
1	2	3	5	5	6	7	8	9	10
	Own saving	67 (56·78)	51 (43·22)	118 (100·00)	2,019	26 (44·07)	33 (55·93)	59 (100·00)	2,500
2	Friends & Relatives	58 (49·15)	60 (50·85)	118 (100·00)	2,484	24 (40·68)	35 (59·32)	59 (100·00)	1,896
3	Money Lender	42 (35·59)	76 (64·41)	118 (100·00)	2,875	30 (50·85)	29 (49·15)	59 (100·00)	2,948
4	Others	15 (12·71)	103 (87·29)	118 (100·00)	2,133	6 (10·17)	53 (89·83)	59 (100·00)	3,667
5	Banks	5 (4·24)	113 (95·76)	118 (100·00)	1,650	1 (1·69)	58 (98·31)	59 (100·00)	1,000
	Total	*118				*59			

*The total will not add upto 118 and 59 beneficiaries for both the schemes as they had raised funds from more than one source for the construction.

As many as 56.73 per cent of beneficiaries from the unclean occupation and 44.07 per cent beneficiaries from the Vimukat Jaties had utilised their savings for completing their houses. The average amount of saving per beneficiary was Rs. 2,019 for the unclean occupation beneficiaries and Rs. 2,500 for the Vimukat Jaties beneficiaries. As many as 49.15 per cent of the unclean occupation beneficiaries and 40.68 per cent of the Vimukat Jaties beneficiaries had borrowed from their relatives and friends an average amount of Rs. 2,484 and Rs. 1,896 respectively. As many as 35.59 per cent of the beneficiaries from the unclean occupation had borrowed an average amount of Rs. 2,875 from the money lenders and 50.85 per cent of the Vimukat Jaties beneficiaries had borrowed an average amount of Rs. 2,948 from the money lenders. As many as 12.71 per cent of the beneficiaries from the unclean occupation and 10.17 per cent of the beneficiaries from Vimukat Jaties had borrowed an average amount of Rs. 2,133 and Rs. 3,667, respectively from other sources. A very small percentage of the beneficiaries from both the schemes, i.e., unclean occupation (4.24 per cent) and Vimukat Jaties (1.69 per cent) had borrowed from the banks. The average amount borrowed from the banks worked out to Rs. 1,650 and Rs. 1,000 respectively.

Amount Borrowed and Rate of Interest:

4.4. Out of 118 beneficiaries who had constructed the houses from the unclean occupation beneficiaries, 111 (94.07 per cent) had borrowed the loan from one agency or other. As regards the Vimukat Jaties out of 59 beneficiaries who had constructed the houses 58 (98.31 per cent) had borrowed the amount from one agency or the other.

Table 4.2—Total Amount of Loan Arranged from All Sources in Different Ranges by Rate of Interest.

Range of Loan (Rs)	Unclean Occupation					Vimukat Jatis					
	Nil	Upto 12%	13% to 36%	37% to 120%	Total	Nil	Upto 12%	13% to 36%	37% to 120%	Total	
1	2	3	4	5	6	7	8	9	10	11	
Upto—1000	..	15	3	3	3	24	8	1	1	1	11
1000—2000	..	21	..	7	5	33	13	..	4	4	21
2000—3000	..	13	2	6	4	25	1	..	7	3	11
3000—4000	..	6	1	6	1	14	3	..	2	3	8
4000—5000	..	6	..	4	..	10	..	..	..	2	2
more than 5000	..	4	..	1	..	5	3	..	..	2	5
Total	..	65	6	27	13	111	28	1	14	15	58

Table 4.2 reveals that from the unclean occupation beneficiaries 24 (21.62 per cent) borrowed upto Rs. 1,000 each 33 (29.73 per cent) borrowed from Rs. 1,000 to Rs. 2,000 each, 25 (22.52 per cent) borrowed from Rs. 2,000 to Rs. 3,000 each, 14 (12.61 per cent) borrowed from Rs. 3,000 to 4,000 each, 10 (9.01 per cent) borrowed from Rs. 4,000 to 5,000 each and 5 (4.51 per cent) borrowed from Rs. 5,000 and above each.

As regards the Vimukat Jaties beneficiaries, upto Rs. 1,000 was borrowed by 11 beneficiaries from Rs. 1,000 to Rs. 2,000 by 21 beneficiaries, from Rs. 2,000 to 3,000 by 11 beneficiaries, from Rs. 3,000 to 4,000 by 8 beneficiaries from Rs. 4,000 to Rs. 5,000 by 2 beneficiaries and Rs. 5,000 and above by 5 beneficiaries each.

The average amount borrowed was Rs. 2,748 for the unclean occupation beneficiaries and Rs. 2,706 for the Vimukat Jaties beneficiaries.

Out of 111 beneficiaries from the unclean occupation, 6 beneficiaries borrowed at the rate of up-to 12 per cent per annum, 27 beneficiaries borrowed at the rate of 13 per cent to 36 per cent and 13 beneficiaries borrowed from 37 per cent to 120 per cent per annum. It is interesting to note that 65 (58.56 per cent) beneficiaries from the unclean occupation category obtained the loan free of interest from their relatives and friends.

As regards Vimukat Jaties, 1 beneficiary borrowed at the rate of 12 per cent per annum, 14 beneficiaries borrowed at the rate of 13 per cent to 36 per cent per annum and 15 beneficiaries borrowed at the rate of 37 per cent to 120 per cent per annum. In case of Vimukat Jaties 28 (48.36 per cent) obtained loan free of interest from their relatives and friends.

Opinion of Beneficiaries, S.D.O. (Civil) and other Functionaries about Loan Facility :

4.5. Subsidy had always been inadequate to construct the house and most of the beneficiaries had meagre personal savings. Keeping in view the economic conditions of the beneficiaries, it was considered important to study the opinion, about loan component that may be attached with the grant for making the scheme more effective.

During the course of survey, it was also enquired whether the loan facilities should be made available alongwith the subsidy. Out of 216 beneficiaries contacted in both the schemes, 161 (74.54 per cent) beneficiaries appreciated the idea of loan facility, 48 (22.22 per cent) beneficiaries were of the view that loan facilities should not be made available as they would be unable to repay the loan and, 7 (3.24 per cent) beneficiaries were scared of the cumbersome procedure of the loan.

S.D.O. (Civil), District Welfare Officers and Tehsil Welfare Officers were in favour of loaning facility for beneficiaries besides the subsidy. The loan should be made available by Government or a Corporation. Availability of the loan would be helpful in implementing the schemes in a better way as it would provide adequate resources for the construction of houses.

Allied Problems :

4.6. Repayment of loan and the rate of interest to be charged from beneficiaries were the main problems keeping in view the economic conditions of the beneficiaries. An enquiry was made during the survey to get the views of beneficiaries about the repayment of loan and rate of the interest to be charged on the amount. Almost all the beneficiaries of both the schemes were of the opinion that loan should be made optional for the beneficiaries obtaining subsidy and the rate of interest should not exceed 5 per cent per annum. Repayment of the loan should be in easily payable monthly, quarterly or six monthly instalments.

Amount Borrowed, Repaid and Outstanding :

4.7. As stated earlier, it is not possible to construct a house with the amount of subsidy only, so it becomes imperative to arrange the remaining amount from one agency or the other. The beneficiaries from the unclean occupation borrowed Rs. 305 thousands from different sources, out of which Rs. 105 thousands (34.43 per cent) were repaid and Rs. 200 thousands (65.57 per cent) were outstanding. As regards Vimukat Jaties beneficiaries, Rs. 157 thousands were borrowed, out of which Rs. 59 thousands (37.58 per cent) were repaid and Rs. 98 thousand (62.42 per cent) were outstanding against the beneficiaries.

Source-wise amount borrowed, repaid and outstanding is given in table 4.3.

Table 4.3—Source-wise Distribution of Beneficiaries According to amount of Loan Obtained, Repaid and Outstanding.

Source	Amount of Loan (in 000)					
	Unclean Occupation			Vimukat Jaties		
	Obtained	Repaid	Outstand- ing	Obtained	Repaid	Outstand ing
1	2	3	4	5	6	7
Relatives & Friends ..	144	44	100	46	9	37
Money Lenders ..	121	43	78	88	34	54
Banks ..	8	3	5	1	—	—
Others ..	32	15	17	22	15	7
Total ..	305	105	200	157	59	98
Per beneficiary ..	2748	—	—	2706	—	—

Table 4.3 reveals that the unclean occupation beneficiaries borrowed Rs. 144 thousands from their relatives/friends, out of which Rs. 44 thousands (30.56 per cent) were repaid and Rs. 100 thousands (69.44 per cent) were outstanding. Rs. 121 thousands were borrowed from money lenders, out of which, Rs. 43 thousands (35.54 per cent) were repaid and Rs. 78 thousands (64.46 per cent) were outstanding. Rs. 8 thousands were borrowed from Banks, out of which, Rs. 3 thousands (37.50 per cent) were repaid and Rs. 5 thousands (62.50 per cent) were outstanding. Rs. 32 thousands were borrowed from other sources, out of which, Rs. 15 thousands (46.88 per cent) were repaid and Rs. 17 thousands (53.12 per cent) were outstanding.

As regards the Vimukat Jaties beneficiaries, Rs. 46 thousands were borrowed from their relatives/friends, out of which, Rs. 9 thousands (19.57 per cent) were repaid and Rs. 37 thousands (80.43 per cent) were outstanding. Rs. 88 thousands were borrowed from money lenders, out of which Rs. 34 thousands (38.64 per cent) were repaid and Rs. 54 thousands (61.36 per cent) were outstanding. Rs. one thousand was borrowed from the banks, out of which, nothing was repaid and the whole amount of Rs. one thousand

(100 per cent) was outstanding. Rs. 22 thousands were borrowed from other sources, out of which, Rs. 15 thousands (68.18 per cent) were repaid and Rs. 7 thousands (31.82 per cent) were outstanding.

Submission of Vouchers :

4.8. Both the schemes envisaged that every beneficiary should submit the vouchers in respect of the purchases made with the amount received as subsidy. Of the 144 unclean occupation beneficiaries, 84 (58.33 per cent) beneficiaries submitted the vouchers for full amount, (Rs. 2,000), 54 (37.50 per cent) beneficiaries submitted vouchers for less than Rs. 2,000 and 6(4.17 per cent) beneficiaries did not submit any voucher at all.

As regards 'Vimukat Jaties' beneficiaries, 33 (45.83 per cent) beneficiaries submitted complete vouchers (Rs. 2,000), 30 (41.67 per cent) beneficiaries submitted vouchers for less than Rs. 2,000 and 9 (12.50 per cent) beneficiaries did not submit any voucher at all.

Labour used for the Construction of Houses :

4.9. Labour used for the construction of the houses can be divided into two parts, i.e., skilled and un-skilled. All the beneficiaries hired the skilled labour, i.e., mason, carpenter, etc. However, more than 91.53 per cent of the beneficiary households participated in the construction work by contributing un-skilled labour. It was found that 73.54 per cent of the total un-skilled labour was contributed by members of beneficiary households from the unclean occupation, and 61.66 per cent of the total un-skilled labour was contributed by the Vimukat Jaties. Table 4.4. depicts the distribution of beneficiaries according to number of mandays spent by beneficiary households for construction work.

Table 4.4—No. of Beneficiary Households According to Mandays Spent(range-wise) in the form of unskilled labour

Mandays Spent (Range-wise)	No. of Beneficiaries Reporting				
	Unclean Occupation		Vimukat Jaties		
	No.	Percentage	No.	Percentage	
1	2	3	4	5	
Nil	10	8.47	4	6.78	
1—4	..	..	..	..
5—7	11	9.32	5	8.48	
8—14	53	44.92	34	57.63	
15—21	26	22.04	12	20.33	
22—28	4	3.39	3	5.08	
More than 28	14	11.86	1	1.70	
Total	118	100.00	59	100.00	
Per beneficiary	..	15.72	..	12.69	

Table 4.4. reveals that out of 118 households from the unclean occupation who constructed houses, 10 beneficiaries did not spend any time on construction, 11 spent 5 to 7 mandays, 53 spent 8 to 14 mandays each, 26 spent 15 to 20 mandays each, 4 spent 22 to 28 mandays each and 14 spent more than 28 mandays each. As regards Vimukat Jaties beneficiaries, out of 59 beneficiaries, 4 beneficiaries did not spend any time for the construction of the house, 5 spent 5 to 7 mandays each, 24 spent 8 to 14 mandays each, 12 spent 15 to 21 mandays each, 3 spent 22 to 28 mandays each and one spent more than 28 mandays.

The average number of mandays spent per household was 15.72 for the unclean occupation beneficiaries and 12.69 for the Vimukat Jaties beneficiaries.

Employment Created :

4.9. (b) The construction of houses for sweepers, scavengers, flayers and for Vimukat Jaties had created employment for skilled and un-skilled workers. Total 5,027 mandays were created by these households, out of these 31.54 per cent were for the skilled and 68.46 per cent were for the un-skilled workers.

Employment for the Un-skilled Workers :

4.10. As many as 2,309 mandays were hired by the unclean occupation beneficiaries and 1,132 were hired by the Vimukat Jaties beneficiaries. Distribution of households by number of un-skilled mandays hired is given in table 4.5.

Table 4.5—Range-wise Distribution of Beneficiaries According to Hired Unskilled Mandays Created.

Mandays spent (Range-wise)	No. of Beneficiaries Reporting				
	Unclean Occupations		Vimukat Jaties		
	No.	Percentage	No.	Percentage	
1	2	3	4	5	
Nil	..	78	66.10	34	57.63
1-4	..	2	1.69	—	—
5-7	..	5	4.24	3	5.09
8-14	..	14	11.87	7	11.86
15-21	..	16	13.56	10	16.95
22-28	..	—	—	2	3.39
More than 28	..	3	2.54	3	5.08
Total	..	118	100.00	59	100.00
Per beneficiary	..	9.08		17.76	

Table 4.5 reveals that out of 118 households from the unclean occupation, maximum, i.e., more than 28 mandays for the un-skilled labour were created by 3 households each, 10 to 21 mandays by 16 households each, 8 to 14 mandays, by 14 households each, 5 to 7 mandays by 5 households each, 1 to 4 mandays by 2 households each. It is interesting to note that 78 households did not create any employment for the un-skilled labour as all the un-skilled labour was provided by the members of the households.

As regards Vimukat Jaties, out of 59 households who had constructed the houses the maximum, i.e., 10 households had created 15 to 21 mandays each, 7 created 8 to 14 mandays each, 3 created 5 to 7 mandays each, 3 created more than 8 mandays each, 2 created 22 to 28 mandays each for the un-skilled labour.

Employment for the Skilled Labour :

4.11. As stated earlier, skilled labour was hired by the beneficiaries of both the schemes. As many as 1,071 mandays were created by the unclean occupation beneficiaries and 515 mandays were created by the Vimukat Jaties beneficiaries. Distribution of beneficiaries by number of skilled mandays created for both the schemes is given in the table 4.6.

Table 4.6—Range-wise Distribution of Beneficiaries According to Skilled Mandays Created.

Mandays spent (Range-wise)	No. of Beneficiaries Reporting				
	Unclean Occupation		Vimukat Jaties		
	No.	Percent- age	No.	Percent- age	
1	2	3	4	5	
Nil
1—4	..	10	8.48	4	6.78
5—7	..	31	26.27	21	35.59
8—14	..	61	51.69	24	40.68
15—21	..	16	13.56	7	11.86
22—28	3	5.09
More than 28
Total	..	118	100.00	59	100.00
Per Beneficiary	..	5.86		8.32	

Table 4.6 reveals, that out of 118 beneficiaries from the unclean occupation, 16 households had created 15 to 21 mandays each, 61 created 8 to 14 mandays each, 31 created 5 to 7 mandays each and 10 created 1 to 4 mandays each for the skilled labour.

As regards Vimukat Jaties beneficiaries, out of 59 beneficiaries who had constructed houses, 3 households had created 22 to 28 mandays each, 7 created 15 to 21 mandays each, 24 created 8 to 14 mandays each, 21 created 5 to 7 mandays each, and 4 created 1 to 4 mandays each for the skilled labour.

The average 5.85 skilled mandays was created by the unclean occupation beneficiaries and 8.32 mandays by the Vimukat Jaties beneficiaries.

Wages Paid for the Construction of Houses :

4.12. Average expenses on wages per beneficiary by the unclean occupation beneficiaries were Rs. 458, out of which Rs. 367 were for the skilled labour and Rs. 91 for the unskilled labour. For Vimukat Jaties beneficiaries, the average expenses on wages per beneficiary were Rs. 547, out of which Rs. 390 was for the skilled labour and Rs. 157 for the unskilled labour. The average wage paid per household was lower for the unskilled labour as compared to the skilled labour due to the reason that most of the beneficiary households participated in construction work and the wages for the skilled labour was more than three times as compared to unskilled labour. Distribution of beneficiaries according to the wages paid for the skilled labour and unskilled labour is given in table 4.7.

Table 4.7.—Range-wise Distribution of Beneficiaries according to wages paid to Skilled and Unskilled Labour.

Wages paid (Range-wise (Rs))	No. of Beneficiaries				
	Unclean Occupation		Vimukat Jaties		
	Skilled	Unskilled	Skilled	Unskilled	
1	2	3	4	5	
Upto 100	..	5	..	5	
100—200	..	16	12	3	5
200—300	..	30	9	20	1
300—400	..	35	10	20	4
400—500	..	22	3	9	6
More than 500	..	15	1	7	4
Total	..	118	40	59	25

Out of 118 beneficiaries from the unclean occupation, 16 beneficiaries had paid from Rs. 100 to Rs. 200 each, 30 from Rs. 200 to Rs. 300 each, 35 from Rs. 300 to Rs. 400 each, 22 from Rs. 400 to Rs. 500 each and 15 paid more than Rs. 500 each as wages to the skilled labour.

As regards the Vimukat Jaties, out of 59 beneficiaries, 3 beneficiaries had paid from Rs. 100 to Rs. 200 each, 20 from Rs. 200 to Rs. 300 each, another 20 from Rs. 300 to Rs. 400 each, 9 from Rs. 400 to Rs. 500 each and 7 paid more than Rs. 500 each as wages to the skilled labour.

The average wage for the skilled labour was Rs. 368 for the unclean occupation beneficiaries and Rs. 390 for the Vimukat Jaties beneficiaries.

Out of the 118 beneficiaries from the unclean occupation category, only 33.90 per cent beneficiaries hired the unskilled labour. The maximum wages paid to the unskilled labour, i.e., Rs. 500 and above was only by one household. This was followed by Rs. 400 to Rs. 500, Rs. 300 to Rs. 400, Rs. 200 to Rs. 300, Rs. 100 to Rs. 200 and less than Rs. 100 were paid as wages to unskilled labour by 3, 10, 9, 12 and 5 households respectively.

As regards Vimukat Jaties the maximum wages paid to unskilled labour i.e. Rs. 500 and above was paid by 4 beneficiaries each. This was followed by Rs. 400 to Rs. 500, Rs. 300 to Rs. 400, Rs. 200 to Rs. 300, Rs. 100 to Rs. 200 and Rs. 100 and below which were paid as wages by 6, 4, 1, 5 and 5 households respectively.

The average wages paid to the unskilled labour by the unclean occupation was Rs. 91 and Rs. 157 by the 'Vimukat Jaties' beneficiaries.

Cost of Construction :

4.13. With the help of the subsidy and the amount raised from other sources, beneficiaries of both the schemes had created an asset in the form of a house. The cost of houses were more than the amount spent by them on the purchase of building materials and wages paid to the skilled and the unskilled labour. The cost of the house has been taken at the prevailing current prices, if

it is sold as such: Distribution of beneficiaries according to the total cost of constructed houses is given in the table 4.8.

Table 4.8 Distribution of Beneficiaries According to the Total Cost of Newly Constructed houses including the Cost of the Site.

Total Cost of Construction. (Range-wise) Rs.	No. of Beneficiaries Reporting			
	Unclean Occupation		Vimukat Jaties	
	No.	Percent- age	No.	Percent- age
1	2	3	4	5
Upto 5,000 ..	17	14.41	4	6.78
5,000—10,000 ..	72	61.02	42	71.19
10,000—15,000 ..	19	16.10	13	22.03
15,000—20,000 ..	7	5.93	..	..
Above 20,000 ..	3	2.54	..	..
Total ..	118	100.00	59	100.00
Per beneficiary ..		9229		8818

Table 4.8 reveals that out of 118 houses constructed by the unclean occupation beneficiaries, maximum of 72(61.02 per cent) houses were in the range of Rs. 5,000 to 10,000 each. This was followed by 19, 17 and 7 houses where the cost of the houses was in the range of Rs. 10,000 to 15,000 each; upto Rs. 5,000 each and Rs. 15,000 to Rs. 20,000 each respectively. It is interesting to note that the cost of 3 houses was more than Rs. 20,000 each for the unclean occupation category.

As regards the Vimukat Jaties beneficiaries, out of 50 houses constructed, 42 (71.19 per cent) houses were in the range of Rs. 5,000 to Rs. 10,000. This was followed by 13 and 4 houses, with the cost of Rs. 10,000 to Rs. 15,000 each and upto Rs. 5,000 each respectively.

Average Cost of Constructed Houses :

4.14. The average cost of the constructed houses in respect of 177 houses taken together for both the schemes worked out to

Rs. 9148, out of which Rs. 3030 (33.12 per cent) was for the land and Rs. 6118 (66.88 per cent) for the building structure.

For the unclean occupation category, the average cost of the houses worked out to be Rs. 9279 out of which Rs. 3278 (35.33 per cent) was for the land, Rs. 6001 (64.67 per cent) was for the building structure.

As regards the Vimukat Jaties, the average value of the house was worked out to Rs. 8887 out of which Rs. 2534 (28.51 per cent) was for the land and Rs. 6353 (71.49 per cent) was for the building structure.

From the data given above a broad conclusion can be drawn that the grant of subsidy of Rs. 2000 had served as a stimulus for the construction of a dwelling house.

Visits by District Welfare Officer (D.W.O.) and Tehsil Welfare Officer (T.W.O.):

4.15. The most predominant reason for the misutilisation of the subsidy amount in both the schemes was that D.W.O./T.W.O. did not visit the site of construction in the remote villages. Out of 144 beneficiaries from the unclean occupation category, 90 (62.50 per cent) sites were visited by the T.W.O./D.W.O. and remaining 54 (37.50 per cent) sites were not at all visited by them.

The visits of D.W.O./T.W.O. were more in the case of Vimukat Jaties as out of 72 houses, 62 (86.11 per cent) houses were visited by D.W.O./T.W.O. and the remaining 10 (13.89 per cent) houses were not visited by D.W.O./T.W.O.

CHAPTER-V

IMPACT OF THE SCHEMES

5.1. The schemes, 'Construction of Houses for Sweepers, Scavengers, Flayers, and Tanners' and Houses for Vimukat Jaties' had made a considerable impact on the life and living conditions of the beneficiaries. The schemes had done a yeoman service for the down-trodden section of the society. To study the impact of the schemes, the living conditions of the beneficiaries were studied before and after construction of the houses.

Residential Houses :

5.2. An attempt was made to know the housing conditions of the beneficiaries before the construction of their new houses. Analysis of the data revealed that out of 144 beneficiaries from the unclean occupation, 113 (78.47 per cent) were living in katcha houses, 11 (7.64 per cent) were living in huts, 9 (6.26 per cent) were living in jhugies, 7 (4.86 per cent) were living in rented pacca houses, 3 (2.08 per cent) were living in semi-pacca houses and 1 (0.69 per cent) was living in a pacca house.

As regards Vimukat Jaties beneficiaries, out of 72 beneficiaries, 35 (48.61 per cent) were living in katcha houses, 26 (36.11 per cent) were living in jhugies, 2 (2.78 per cent) beneficiaries were living in huts, and 6 (8.33 per cent) were living in rented pacca houses and 3 (4.17 per cent) were living in pacca houses. After constructing the houses all the beneficiaries who had utilised the grant of subsidy properly started living in pacca houses.

To know the impact of the schemes thoroughly, the living conditions were studied before and after the construction of the houses with the grant of subsidy for the 118 beneficiaries from the unclean occupation and 59 beneficiaries from the Vimukat Jaties who had utilised the subsidy properly for the said purposes.

Area Covered :

5.3. The covered area of the houses of the beneficiaries of both the schemes had increased from 100 sq. feet to 200 sq. feet as a result of the construction of new houses. As many as 88.98 per cent of the unclean occupation beneficiaries started living in one

room pacca tenements, 8.48 per cent of beneficiaries in two room pacca tenements and 2.54 per cent started living in three room pacca tenements. As compared to 78.81 per cent who were living in katcha houses, 9.32 per cent in huts, 6.78 per cent in jhugies, 0.85 per cent in pacca houses and 4.24 per cent in pacca rented houses before constructing the new houses. In the case of Vimukat Jaties, 91.67 per cent beneficiaries started living in one room pacca tenements, 8.33 per cent beneficiaries started living in two room pacca tenements after utilising the subsidy as compared to 42.37 per cent who were living in jhugies, 3.39 per cent in huts, 49.16 per cent in katcha houses and 5.08 per cent in pacca rented houses before the construction of new houses.

Material used for Walls :

5.4. Out of the 118 beneficiaries from the unclean occupation, 98.30 per cent used pacca bricks and 1.70 per cent used katcha bricks for the construction of walls of their new houses. Before the construction of new houses, 93 (78.82 per cent) beneficiaries had houses of katcha bricks, 6 (5.08 per cent) beneficiaries had houses of pacca bricks and the remaining 19 (16.10 per cent) were living in huts/jhugies.

As regards Vimukat Jaties, after utilising the subsidy, all the beneficiaries used pacca bricks for construction of walls of their houses, as compared to 42.37 per cent who were living in jhugies and 3.39 per cent were living in huts and 49.16 per cent were using katcha bricks for the walls of their houses and 5.08 per cent were having pacca bricks on their rented houses before getting the subsidy.

Material used for Roofs :

5.5. As many as 92.38 per cent from the unclean occupation and 98.30 per cent from the Vimukat Jaties beneficiaries used girder, 'Bale' and Tiles in their houses as specified in the schemes and the remaining 7.62 per cent from the unclean occupation and 1.70 per cent from Vimukat Jaties were having thatched roof and they deviated from the specification i.e. girder and bales.

Condition of the Floor :

5.6. Due to the paucity of funds only 5.08 per cent of the unclean occupation beneficiaries could construct the pacca floor. As many

as 94.92 per cent of the unclean occupation beneficiaries and all the Vimukat Jaties beneficiaries were having katcha floor in their houses.

Facilities available in the House or near the House :

5.7. As stated earlier the beneficiaries of the schemes represented the poorest section of the society. They were not much concerned with the facilities i.e., kitchen/bathroom and latrine separately in their houses. Their living conditions were such that few beneficiaries could afford to have separate kitchen, bathroom and latrine. The room which they had constructed with subsidy was a multi-purpose one and even sometimes it was used as cattleshed during odd times. The major facility they were owning or would like to own was the source of drinking water and source of light. These two facilities were studied before and after the construction of the house.

Drinking Water :

5.8. As many as 72.88 per cent of the beneficiaries from unclean occupation and 81.36 per cent from the Vimukat Jaties were using hand pump as the source of drinking water. Out of these, 77.91 per cent of the unclean occupation beneficiaries and 62.50 per cent of Vimukat Jaties beneficiaries were having handpump within their house premises and the remaining were taking water for drinking purpose from a distance of 10 yards to 100 yards.

As many as 16.10 per cent of the beneficiaries from the unclean occupation and 8.47 per cent of the beneficiaries from Vimukat Jaties were taking water from wells for drinking purpose. The distance of the wells ranged between 10 yards to 200 yards.

As many as 11.02 per cent of the beneficiaries from unclean occupation and 10.17 per cent of the Vimukat Jaties were using tap water as the source of drinking water, 53.85 per cent of the unclean occupation beneficiaries and 33.33 per cent of Vimukat Jaties beneficiaries were having water tap within their house premises and the remaining were bringing water from the common tap from a distance of 10 yards to 200 yards.

Source of Light :

5.9. Before the construction of their houses, most of the beneficiaries from both the schemes were living in katcha houses, jughies

and huts and their main source of light was kerosene. As many as 11.02 per cent from the unclean occupation beneficiaries and 11.07 per cent from the Vimukat Jaties beneficiaries were using electricity as they were living in Semi-pucca houses or rented houses. After constructing the pucca houses with the grant of subsidy, 31.36 per cent of the unclean occupation beneficiaries and 13.56 per cent of the Vimukat Jaties beneficiaries started using electricity as a source of light and remaining 68.64 per cent beneficiaries from the unclean occupation and 86.44 per cent beneficiaries from the Vimukat Jaties were using kerosene as source of light.

Views of the Beneficiaries about the Impact of the Scheme(s) :

5.10. It was considered important to seek the views of the beneficiaries about the impact of the scheme(s). To get their views some basic questions were put to the beneficiaries regarding their living conditions which were supposed to have improved after constructing the houses with grant of subsidy. As the scheme(s) were meant to provide one of the basic necessities of life i.e., a dwelling house, all the beneficiaries appreciated the scheme(s). Consensus of the opinions was that the amount has acted as a stimulus to construct the house and the construction of the house had improved their way of living. Impact of the scheme on education, health, sanitation, working conditions and income were asked from the beneficiaries.

The distribution of households giving answer to such questions is given in the table 5.1.

Table 5.1. Beneficiaries According to Impact on Education, Health, Working Conditions, Sanitation and Income.

Item	Extent of Change									
	Unclean Occupation					Vimukat Jaties				
	No Change	Slight	To some extent	To a large extent	Total	No Change	slight	To some extent	To a large extent	Total
4	2	3	4	5	6	7	8	9	10	11
1. Education ..	72 (61·01)	29 (24·58)	16 (13·56)	1 (0·85)	118 (100·00)	41 (69·50)	9 (15·25)	9 (15·25)	..	59 (100·00)
2. Health ..	21 (17·80)	67 (56·77)	29 (24·58)	1 (0·85)	118 (100·00)	9 (15·25)	27 (45·77)	23 (38·98)	..	59 (100·00)
3. Working Conditions ..	63 (53·39)	28 (23·73)	20 (16·95)	7 (5·93)	118 (100·00)	17 (28·81)	20 (33·90)	18 (30·51)	4 (6·78)	59 (100·00)
4. Sanitation ..	19 (16·10)	65 (55·08)	28 (23·74)	6 (5·08)	118 (100·00)	7 (11·86)	29 (49·15)	22 (37·29)	1 (1·70)	59 (100·00)
5. Income* ..	63 (53·39)	28 (23·73)	20 (16·95)	7 (5·93)	118 (100·00)	17 (28·81)	20 (33·90)	18 (30·51)	4 (6·78)	59 (100·00)

*In the case of income, slight, to some extent and to a large extent is considered as a little increase in their income.

Education :

5.11. Table 5.1 reveals that from the unclean occupation beneficiaries, 61.01 per cent admitted no change, 24.58 per cent admitted slight change, 13.56 per cent to some extent and 0.85 per cent to a large extent change in education. Out of 59 beneficiaries from Vimukat Jaties, 69.50 per cent were of the view of no change, 15.25 per cent were of the view of slight change, 15.25 per cent were of the view of change to some extent on education.

Health :

5.12. Of the 118 beneficiaries from the unclean occupation beneficiaries, 17.80 per cent admitted no change, 56.77 per cent admitted slight change, 24.58 per cent admitted change to some extent, 0.85 per cent admitted change to a large extent in their health. No change was admitted by 15.25 per cent beneficiaries, slight change by 45.77 per cent beneficiaries and 38.98 per cent beneficiaries admitted change to some extent in the case of the beneficiaries from Vimukat Jaties.

Working Conditions :

5.13. Of the 118 beneficiaries from the unclean occupation, 53.39 per cent admitted no change, 23.73 per cent slight change, 16.95 per cent change to some extent and 5.93 per cent to a large extent in the working conditions. As many as 28.81 per cent admitted no change, 33.90 per cent slight change, 30.51 per cent change to some extent and 6.78 per cent admitted change to a large extent as regards the Vimukat Jaties beneficiaries.

Sanitation :

5.14. Of the 118 beneficiaries from unclean occupation, 16.10 per cent beneficiaries confirmed no change, 55.08 per cent slight change, 23.74 per cent change to some extent and 5.08 per cent change to a large extent on sanitation. As regards 'Vimukat Jaties' beneficiaries, as many as 11.86 per cent admitted no change, 49.15 slight change, 37.29 per cent to some extent and 1.70 per cent to a large extent on sanitation.

Income :

5.15. Though income had not been affected directly by the construction of a house, yet the activities like chhaj making, toy making, flower making were taken up by some beneficiaries in a better way under the shelter which in turn supplemented the income of the concerned beneficiaries. In addition, while living in the Jhughi/Hut all the members of the family were unable to go for work as one of them had to stay back and look after the belongings in the hut/jhughi. Now, with the construction of the houses, they could look the house and go for work without leaving any one behind to look after their belongings which might had not been possible while living in jhughies/huts. Of the 118 beneficiaries of the unclean occupation 53.39 per cent admitted no change, while 46.61 per cent reported a little increase in their income. Of the 59 beneficiaries, 28.81 per cent admitted no change, while 71.19 per cent reported a little increase in their income in the case of 'Vimukat Jaties'.

Social Status and Security :

5.16. In addition to the above as many as 13.56 per cent of the beneficiaries admitted enhancement in social status, 3.39 per cent in credit worthiness and 21.19 per cent of social security by the unclean occupation beneficiaries.

As regards Vimukat Jaties, 8.33 per cent beneficiaries, admitted enhancement in social status and 13.33 per cent in credit worthiness. One of the major feature of this community was the lack of security. Before the construction of the houses, they were being harrassed by anti-social elements and police as they were living in Jhughies/Huts without a permanent residence. With the construction of the houses, they had become permanent residents of the area and they were feeling more secure. This fact was admitted by almost all the beneficiaries who were living in jhughies before the construction of the houses.

Durable Assets Created after the Construction of the Houses :

5.17. Out of the 118 beneficiaries from the unclean occupation beneficiaries, 19 (16.10 per cent) had created one or other asset, i.e., by purchasing buffalows, bi-cycle, sewing machine, chaff cutter, electric fan etc. which amounted to Rs. 14,415. The average asset per beneficiary reporting worked out to Rs. 759.

As regards Vimukat Jaties, out of 59 beneficiaries, 8 (13.56 per cent) created household assets of the value of Rs. 4250. The average asset per beneficiary reporting was Rs. 531.

CHAPTER-VI

NON-BENEFICIARY

For the purpose of this survey, a non-beneficiary was a person who had applied for the grant of subsidy to Tehsil Welfare Officer (T.W.O.) up to 31st December, 1985 and could not get the grant and was available in the villages from where the schedules of beneficiaries were to be filled.

During the survey, 95 non-beneficiaries were contacted out of which, 76 were from the unclean occupation and 19 were from the Vimukat Jaties category.

One of the major reasons for not getting the subsidy was the scarcity of funds with the Department which was prevalent in all the years. Besides this, lack of uniformity in the selection procedure of beneficiaries was also responsible. In some Tehsils, the beneficiaries who did not get the grant in a year were not considered during the following year until they submitted fresh applications to the T.W.Os. Most of the non-beneficiaries were ignorant about the procedure and they were ignored in the following year and the new applicants registered after them during the year were considered for the grant of subsidy.

Caste and Occupation :

6.2. Out of 76 non-beneficiaries from the unclean occupation, 19(25.00 per cent) were Balmikis by caste, 20(26.32 per cent) were Ramdasias (25 32.89 per cent) were Mazhabi and the remaining 12 (15.79 per cent) were Ad-Dharimi, Bazigar, Mahasha. In the case of Vimukat Jaties, out of 19 non-beneficiaries, 8(42.11 per cent) were Barar, 7 (36.84 per cent) were Sansi, 4 (21.05 per cent) were Jogi/Bangala by caste.

Out of 76 non-beneficiaries from the unclean occupation, 19 (25.00 per cent) were sweepers, 4(5.27 per cent) were shoe-makers and remaining 53(69.74 per cent) were not pursuing the unclean occupation.

Average Family Size :

6.3. The average size of the household for the non-beneficiaries from both the schemes was 4.91 persons out of which 2.64 persons were males and 2.27 persons were females.

The average earner in the family per non-beneficiary from both the schemes was 1.68 persons. Out of which 1.27 persons were male and 0.41 persons were female.

Housing Conditions :

6.4. Housing conditions of the non-beneficiaries were almost the same when compared with the beneficiaries. Out of 95 non-beneficiaries from both the schemes, 70(73.68 per cent) were living in katcha houses, 6 (6.32 per cent) were in huts, 5 (5.26 per cent) were in jhughies, 3(3.61 per cent) were in semi-pacca and 11(11.58 per cent) were in pacca houses. As many as 81.05 per cent were living in one room tenements and 7.37 per cent were in two room tenements and the remaining 11.58 per cent were in jhughies/huts.

Out of 95 non-beneficiaries, 28(29.47 per cent) were using electricity as a source of light and 67(70.53 per cent) were using kerosene as source of light.

As many as 84.21 per cent of non-beneficiaries were using hand pump as a source of drinking water. Out of this, 63.75 per cent were having hand pump within their house premises and remaining 36.35 per cent were bringing water from a distance of 5 yards to 100 yards. As many as 10.53 per cent of non-beneficiaries were using common well as a source of drinking water. The distance of the common well varied from 10 yards to 200 yards. Only 5.26 per cent of non-beneficiaries were taking water from water tap. Out of this, 40.00 per cent were having water tap in their house premises and the remaining 60.00 per cent were taking water from common tap from a distance of 10 yards to 200 yards.

Problems :

6.5. Non-beneficiaries of these two schemes belonged to the most under-privileged segment of the society. Their problems were manifold. Whereas the non-beneficiaries belonging to the Vimukat Jaties were generally houseless/without any permanent residence and their major problem was permanent settlement, those belonging to the unclean occupation were living in slums in the towns and

in jhugies in the rural areas. Out of the total of 95 non-beneficiaries contacted during the course of the survey, 28.42 per cent of the non-beneficiaries were of the view that their houses were small enough to accommodate their families, 45.26 per cent reported that their houses were in a dilapidated condition and 37.89 per cent were living in jhugis/huts. They were feeling insecure there. Leakage in houses was reported by 29.47 per cent of the non-beneficiaries, 3.16 per cent wanted to live separately after marriage as the existing residential dwelling became too small for the additional members of the family.

ANNEXURE-I

District-wise progress of the Schemes for the construction of Houses for Sweepers, Scavengers, Players and Tanners and for Vimukat Jaties from 1975-76 to 1984-85.

Sr. No.	District	Unclean Occupation		Vimukat Jaties	
		Expenditure (Rs.)	Targets Achieved (No. of Houses)	Expenditure (Rs.)	Targets Achieved (No. of Houses)
1	2	3	4	5	6
1	Patiala	.. 22,08,000	989	9,48,000	426
2	Sangrur	.. 20,52,000	950	9,50,000	424
3	Bhatinda	.. 18,56,000	850	8,88,000	393
4	Faridkot	.. 24,28,000	1,135	10,14,000	476
5	Ferozepur	.. 20,73,400	892	11,86,000	485
6	Ropar	.. 16,98,000	733	7,42,000	338
7	Kapurthala	.. 15,16,000	758	7,12,000	293
8	Jalandhar	.. 26,90,000	1,137	13,40,000	628
9	Amritsar	.. 28,22,000	1,100	18,24,000	639
10	Gurdaspur	.. 29,06,000	1,100	14,96,000	512
11	Hoshiarpur	.. 20,86,000	1,043	9,36,000	361
12	Ludhiana	.. 24,30,000	1,235	13,24,000	648
Total		.. 2,67,65,400	11,992	1,33,60,000	5,623

ANNEXURE-II

Construction of Houses for Sweepers, Scavengers, Flayers, Tanners etc. and for Vimukat Jaties for the last 5 years

(Rs in lakhs)

Year	Unclean Occupation			Vimukat Jaties		
	Outlay	Expenditure	Target (No of Houses)	Outlay	Expenditure	Target (No of Houses)
1	2	3	4	5	6	7
1980-81	28.00	28.00	1,400	14.00	14.00	700
1981-82	28.00	28.00	1,400	14.00	14.00	700
1982-83	30.00	29.12	1,456	15.00	12.52	626
1983-84	40.00	40.00	2,000	24.00	24.00	1,200
1984-85	40.00	40.00	2,000	14.00	14.00	700

ANNEXURE-III

Tehsils Selected for the Survey

Serial No.	District	Name of the selected Tehsils
1.	Jalandhar	1. Jalandhar 2. Nakodar
2.	Amritsar	3. Amritsar 4. Ajnala
3.	Sangrur	5. Sangrur 6. Barnala
	Gurdaspur	7. Gurdaspur 8. Pathankot
5.	Ropar	9. Ropar 10. Anandpur Sahib
6.	Kapurthala	11. Kapurthala 12. Sultanpur Lodhi

ANNEXURE-IV

**Evaluation Study of the Scheme, 'Construction of Houses for Sweepers,
Scavengers, Flayers, Tanners and for Vimukat Jaties,**

**Schedule A.—Opinion Schedule of the District Welfare Officer (To be filled
from District Welfare Office)**

BLOCK-I

Identificaiton Particulars

- 1.1 Name
- 1.2 District
- 1.3 Educational Qualifications
- 1.4 Stay at the present place as DWO

BLOCK-II

Functioning of the Scheme

- 2.1 Is the information about the number of households of unclean population of the District being maintained ? If so, supply the list occupation-wise
- 2.2 Is the information about the number of households of Vimukat Jaties population of the district being maintained ? If so, supply the list caste-wise.
- 2.3 Please indicate the criterion for the allocation of funds from district to tehsil level
- 2.4 Is any priority being given to any of the castes mentioned in the scheme? Yes/No

If yes, please indicate

BLOCK-III

Provision of Funds

- 3.1 Are the funds provided for both the schemes sufficient keeping in view the number of households engaged in unclean occupations/Vimukat Jaties in your district Yes/No

3.2 Are the funds being released by the Govt. in time ? Yes/No

If no, give dates/months of the receipt of funds during the last 5 years

Year	Date	Month
1980-81		
1981-82		
1982-83		
1983-84		
1984-85		

3.3 Is the increased subsidy/from (Rs. 2000 to Rs 5000) sufficient for the construction of suitable houses ? Yes/No

If no, give your idea about the amount required to construct the house as per the plan being provided by the department

BLOCK IV

General

4.1 Is the amount of the subsidy sufficient to construct the house as per the specifications ? Yes/No

4.2 Have the newly constructed houses affected the living conditions of the beneficiaries ? Yes/No

If yes, give details

BLOCK-V

Involvement in the Scheme

5.1 Is any physical verification being carried out by you of the houses constructed under these schemes ? Yes/No

If yes, give details

(a) Unclean Occupations

(b) Vimukat Jaties

5.2 Is there any difficulty in the implementation of the the schemes ? Yes/No

If yes, give details

(a) Unclean Occupations

(b) Vimuk at Jaties

5.3 Suggestions for better implementation of the scheme(s) ?

(a) Unclean Occupations

(i) ..

(ii) ..

(iii) ..

(b) Vimukat Jaties

(i) ..

(ii) ..

PART-II—Record Proforma for District Welfare Office

(To be filled from District Welfare Office)

BLOCK-I

General Particulars

- 1.1 Name of the District
- 1.2 No. of Tehsils ..
- 1.3 No. of Villages ..
- 1.4 Total population (1981-Census) ..
- 1.5 Scheduled Caste population (1981) ..
- 1.6 Percentage of Scheduled Caste population ..
- 1.7 Total No. of Households engaged in unclean occupations categorywise ..
- (a) Unclean Occupations
- (i) Sweepers ..

(ii) Scavengers	..
(iii) Tanners	..
(iv) Flayers	..
(v) Shoe-makers	..
(iv) Collections of bones	..
Total	..
<hr/>	
(b) Vimukat Jaties	..
(i)	..
(ii)	..
(iii)	..
Total	..
<hr/>	

BLOCK-II**Progress of the Scheme****(a) Unclean Occupations****2. (i) Progress of the Scheme:—**

Year	Target		Achievements	
	Subsidy (Rs.)	Houses to be constructed (No.)	Subsidy distributed (Rs.)	Houses con- structed (No.)
1	2	3	4	5
1980-81	..			
1981-82	..			
1982-83	..			
1983-84	..			
1984-85	..			
Total	..			

2. (a) Details of the constructed houses—

Year	Houses (No.)		
	Constructed	Completion certificates issued (No.)	Occupied (No.)
1	2	3	4
Upto 1983	..		
1983-84	..		
1984-85	..		
Total	..		

2(a)(iii) Details of the RTRs (Remittance Treasury Receipts)

Year	RTRs No.		
	Issued	Pending	Returned
1	2	3	4
Upto 1983	..		
1983-84	..		
1984-85	..		
Total	..		

2. (a) (iv) Please explain the reasons for shortfall, if any, in the achievements of financial and physical targets

- (i) ..
- (ii) ..
- (iii) ..
- (iv) ..
- (v) ..

(b) Vimukat Jaties

2. b. (i) Progress of the scheme :

Year	Target		Achievements	
	Subsidy (Rs.)	Houses to be constructed (No.)	Subsidy distributed (Rs.)	Houses constructed (No.)
1	2	3	4	5
1980-81	..			
1981-82	..			
1982-83	..			
1983-84	..			
1984-85	..			
Total				

2. b. (ii) Details of the constructed houses:—

Year	Houses (No.)		
	Constructed	Completion certificates issued	Occupied
1	2	3	4
Upto 1983	..		
1983-84	..		
1984-85	..		
Total	..		

2. b. (iii) Details of the RTRs—

Year	RTRs (No.)		
	Issued	Pending	Returned
1	2	3	4
Upto 1983	..		
1983-84	..		
1984-85	..		
Total	..		

2 b. (iv) Please explain the reasons for shortfall if any, in the achievements of financial and physical targets.

- | | |
|-------|----|
| (i) | .. |
| (ii) | .. |
| (iii) | .. |

ANNEXURE-V

**Evaluation study of the Scheme, 'Construction of Houses for Sweep
Scavengers, Flayers, Tanners and for Vimukat Jaties.**

Schedule-B Sub-Divisional Officer (Civil)
(To be sent by mail)

BLOCK-I

Identification Particulars :

- 1-1 Name
- 1-2 Tehsil/Sub-Division :
- 1-3 Stay at the present place of posting:
- 1-4 District :

BLOCK-II

Functioning of the Scheme ;

- 2.1 Do the Tehsil Welfare Officers follow criteria laid down in the schemes while selecting the beneficiaries?
Yes/No
- 2.2 Did you notice any diviation in the selection from the norms as laid down in the schemes ? .. Yes/No
- 2.3 These schemes are wholly subsidy based, do you feel that loan component may be introduced so as to increase the amount meant for the construction of the house ? If no, why, .. Yes/No
- 2.4 As these schemes are meant for the poorest of the poor, don't you feel that construction material like cement and bricks be supplied to the beneficiaries on controlled rates ? .. Yes/No
If no, give reasons.
- 2.5 What are your views about functioning of the schemes as Chairman of the Subsidy Committee?
- 2.6 Give your sugeestions for better implementation of these schemes. ..

ANNEXURE-VI

Evaluation Study of 'Construction of Houses for Sweepers, Scavengers, Flayers, tanners and for Vimukat Jaties.'

**Schedule-C—Opinion Schedule Tehsil Welfare Officer
(To be filled from Tehsil Welfare Officer)**

BLOCK-I

General Particulars

1.1 Name of Tehsil:

1.2 Name of the Officer:

(i) Educational Qualifications:

(ii) Stay at the present place as T.W.O.:

1.3 No. of Villages:

1.4 Total Population (1981 Census)

1.5 Scheduled Caste Population (1981 Census)

1.6 Percentage of Scheduled Caste Population.

1.7 Total No. of Households engaged in unclean Occupations and V.J. Category-wise

(a) Unclean Occupations:

(i) Sweepers	..
(ii) Scavengers	..
(iii) Tanners	..
(iv) Flayers	..
(v) Shoe-makers	..
(vi) Collectors of bones	..
Total	..

(b) Vimukat Jaties :—

(i)	..
(ii)	..
(iii)	..
Total	..

BLOCK-II**Progress of the Scheme (Financial and Physical Aspect)**

2.1 How much funds were allocated for these schemes during the last 5 years

Year	Unclean Occupations	Vimukat Jaties
1980-81		
1981-82		
1982-83		
1983-84		
1984-85		

2.2 Is there any criterion for allocating funds from district to tehsil level ? If yes, give details .. Yes/No

2.3 While sanctioning funds to different categories of unclean occupations, do you give any priority to particular occupation (s) out of the occupations mentioned in the scheme?
If yes, give details .. Yes/No**BLOCK-III****Implementation of the scheme**3.1 Is the staff provided sufficient for the better implementation of the scheme ?
If no, give your requirements .. Yes/No

- 3.2 Do you maintain a register for recording the applications for these schemes ? If yes, whether the register is being maintained only for one year or it is of a continuous nature ? Yes/No
One year/Continuous only
- 3.3 Is there any criterion laid down for the selection of beneficiaries ? Yes/No
If yes, please explain
- 3.4 Can there be more than one beneficiary from a single household ? Yes/No.
- 3.5 Do you feel that the newly constructed houses have affected the living conditions of the beneficiaries Yes/No
If yes, give details.

BLOCK-IV

Progress of the Scheme

(a) Unclean Occupations:—

4. (a) (i) Details of the applications:

Year	No. of applications registered	No. of eligible applications	No. of applications sanctioned	Houses constructed	
				Own Land	Allotted Land
1	2	3	4	5	6
1980-81					
1981-82					
1982-83					
1983-84					
1984-85					
Total					

4 —c (ii) Targets and Achievements of the scheme during the last 5 years

Year	Targets		Achievements		Remarks
	Subsidy	Houses to be constructed	Subsidy distributed	Houses constructed	
	(Rs.)	(No.)	(Rs.)	(No.)	
1	2	3	4	5	6
1980-81					
1981-82					
1982-83					
1983-84					
1984-85					
Total					

4 a. (iii) Details of the constructed houses (No.)

Year	Houses		
	Constructed	Completion certificates issued	Occupied
1	2	3	4
Upto 1983			
1983-84			
1984-85			
Total			

4 a. (iv) Was there any shortfall in the physical/financial achievements of the scheme ? .. Yes/No

If yes, give details

(i) ..

(ii) ..

(iii) ..

(b) Vimukat Jaties

4 b. (i) Details of the applications

Year	No. of applications registered	No. of eligible applications	No. of applications sanctioned	Houses constructed	
				Own Land	Allotted Land
1	2	3	4	5	6
1980-81					
1981-82					
1982-83					
1983-84					
1984-85					
Total	..				

4 b. (ii) Targets and achievements of the scheme during the last 5 years

Year	Targets		Achievements		Remarks
	Subsidy (Rs.)	Houses to be constructed (No.)	Subsidy distributed (Rs.)	Houses constructed (No.)	
1	2	3	4	5	6
1980-81					
1981-82					
1982-83					
1983-84					
1984-85					
Total					

4 b. (iii) Details of the constructed houses (No.)

Year	Houses		
	Contracted	Completion Certificate issued	Occupied
1	2	3	4
upto 1983	..		
1983-84	..		
1984-85	..		
Total	..		

4. b. (iv) Was there any shortfall in the physical/financial achievements of the scheme ? .. Yes/No

If yes, give reasons

- (i) ..
- (ii) ..
- (iii) ..

BLOCK-V

Inspections

5.1 Is there any inspection schedule meant for the physical verification of these houses ? .. Yes/ No

If yes, give details ..

(a) Unclean Occupations—

- (i)
- (ii)
- (iii)

(b) Vimukat Jaties—

(i)

(ii)

BLOCK-VI

Difficulties and Suggestions

6.1 Do you feel any difficulty in the implementation of these schemes ? .. Yes/No

If yes, give details:

(a) Unclean Occupations—

(i)

(ii)

(iii)

(c) Vimukat Jaties—

(i)

(ii)

(iii)

6.2. What are your suggestions for the better implementation of the schemes ?

(a) Unclean Occupations—

(i)

(ii)

(iii)

(b) Vimukat Jaties—

(i)

(ii)

(iii)

ANNEXURE-VII

Evaluation Study of the Scheme, 'Construction of Houses for Sweepers, Scavengers, Flayers and Tanners and for Vimukat Jaties'.

Schedule-D—Beneficiary Schedule

(To be filled from the beneficiary Unclean/Vimukat Jati)

BLOCK-I

Identification Particulars

- 1.1 Name: District :
- 1.2 Father's Name : Tehsil :
- 1.3 Age: Village:
- 1.4 Educational status:
- 1.5 Caste:
- 1.6 Occupation—
- (i) Primary:
- (ii) Secondary:

BLOCK-II

General Particulars

- | | Male | Female | Total |
|-------------------------|------|--------|-------|
| 2.1 Size of the family: | | | |
| 2.2 No. of Earners: | | | |
| 2.5 Annual Earnings: | | | |

BLOCK-III

Housing Conditions (before construction of the house)

- 3.1 Where were you living before occupying this house?
(tick) ..
- (i) Katcha house
- (ii) Hut

- (iii) Jhugi
- (iv) Under a tree shade
- (v) Rented
- (vi) Others (specify)

3.2 Type of construction

- (i) Size of the house (sq. feet)
- (ii) Area covered (sq. feet)
- (iii) Separate Kitchen .. Yes/No
- (iv) No. of rooms
- (v) Type of walls (material used)
- (vi) Type of roof (material used)
- (vii) Type of floor (katcha/pucca/semi pucca)
- (viii) Separate cattleshed .. Yes/No

3.3 Facilities available

- (i) Drinking water facility (Source & distance)
- (ii) Latrine facility (Type with distance) ..
- (iii) Bathing facility (Type with distance) ..
- (iv) Light (Source) ..

3.4 What were your problems while residing there ?

- (i)
- (ii)
- (iii)

BLOCK-IV

General Information (about the scheme)

4.1 How did you come to know about the scheme ?

4.2 By whom you were motivated to adopt the scheme ?

- 4.3 How many mandays were spent?
- (i) While submitting the application
 - (ii) While getting the subsidy/grant sanctioned
 - (iii) Others ..
 - (iv) Total
- 4.4 How much amount was spent ?
- (i) On travel
 - (ii) On application
 - (iii) On Surety Bond
 - (iv) Others
 - (v) Total ..

BLOCK-V**Adequacy and Utilisation of Subsidy**

- 5.1 When did you submit your application for subsidy ? Month Year
- 5.2 When was the subsidy actually sanctioned ? .. Month/Year
- 5.3 When was the amount deposited in the Bank ? .. Month/Year
- 5.4 Did you receive the amount in two instalments ? Yes/No
If no, reasons thereof)
- 5.5 Was the amount received adequate? Yes/No
If not, give the amount required.
- 5.6 What was the total amount spent by you on the construction of the house? Rs.
- 5.7 From which source did you arrange the extra money needed for construction of the house ?
(give details as under):—

Source	Amount	Rate of interest	Nature of surety furnished	Amount repaid	Amount outstanding	Remarks
1	2	3	4	5	6	7
1. Own Savings						
2. Friends and Relatives						
3. Money Lender						
4. Banks						
5.						
<hr/>						
Total						
<hr/>						

5.8 Is any loan required in addition to the subsidy ? Yes/No

If yes, give the amount of the loan which you would like to have and which you be able to pay in easy monthly/yearly instalments, If no, why ?

5.9 Did you produce the Vouchers in respect of every item of expenditure ? .. Yes/No

If yes, give date/month

5.10 How many mandays were spent in the construction work ? Give the details as under:—

Category	Skilled (No.)	Unskilled (No.)	Wages paid (Rs.)
1	2	3	4
Household	..		
Hired	..		
Total	..		

5.11 What is the present value of the newly constructed house (approx)

House site Structure Total

Rs.

5.12 Did the DWO/TWO visit your construction site during after the completion of the house ? Yes/No

BLOCK-VI

Construction of the House

6.1 Did you have a plot of your own ? .. Yes/No
If yes, what was its size (sq. feet)

6.2 What was your source of acquiring the plot ?

(i) Inherited

(ii) Allotted free

(iii) Purchased

(iv) Others (specify) ..

If purchased, please give following information

(i) Year of purchase;

(ii) Price paid:

(iii) Size:

6.3 Did you complete the construction of your house within six months from the receipt of 1st Instalment ? If no, why? .. Yes/ No

6.4 Were you provided any design for the construction of the house ? If yes, did you adhere to the design ? .. Yes/No
If no, why ? .. Yes/No

BLOCK-VII

Housing Conditions (after the construction of the house)

7.1 Nature of construction

- (i) Size of the house (sq. feet) ..
- (ii) Area covered (sq. feet) ..
- (iii) No. of rooms ..
- (iv) Type of walls (material used) ..
- (v) Type of roof (material used) ..
- (vi) Type of floor (katcha/pucca/semi-pucca) ..
- (vii) Separate Kitchen .. Yes/No
- (viii) Separate cattleshed .. Yes/No

7.2 Facilities available

- (i) Drinking water facility (Source & distance)..
- (ii) Latrine facility (Type & distance) ..
- (iii) Bathing facility (Type & distance) ..
- (iv) Light (Source) ..

BLOCK VIII**Impact of the Scheme (Please elaborate)**

- 8.1 How the newly constructed house has affected your living conditions as under (tick)
- (i) Education (No change/slightly/some extent/large extent.
 - (ii) Health (No change/slightly/some extent/large extent.
 - (iii) Sanitation (No change/slightly/some extent/large extent.
 - (iv) Working conditions (No change/slightly/some extent/large extent.
 - (v) Income (No change/slightly/some extent/large extent.
 - (vi) Others (Some extent/large extent.)
- 8.2 What other benefits have accrued to you after occupation of the newly constructed house ? (please elaborate)

BLOCK-IX**Increase in the capital Assets of the household (after constructing the house)**

9.1 (a) Purchase of land if any	Unit/No.	Value
(b) Construction of additional Building	..	
(c) Cattle	..	
(d) Goat/Sheep	..	
(e) Cycle	..	
(f) Sewing Machine	..	
(g) Transistor/Radio	..	
(h) Electric Fan	..	
(i) Others specify		
(i)	..	
(ii)	..	
(iii)	..	

BLOCK-X**Difficulties and Suggestions ..****10.1 What difficulties did you face ?****(a) While submitting the application****(b) for getting the subsidy—****(i) ..****(ii) ..****(iii) ..****(c) In construction of house—****(i) ..****(ii) ..****(iii) ..****10.2 Give your suggestions for the better implmentation of the scheme—****(i) ..****(ii) ..****(iii) ..****BLOCK-XI****Observations of the Investigator****(i) Social Status:****(ii) Adequacy of Subsidy:****(iii) Utilisation of subsidy:****(iv) ..****(v) ..**

ANNEXURE-VIII

**Evaluation Study of the Scheme, 'Construction of Houses for Sweepers,
Scavengers, Flayers, Tanners and for Vimukat Jaties'**

Schedule -E—Non-beneficiary Schedule

(A person registered with T.W.O. upto 31st December, 1985)

BLOCK-I

Identification Particulars

- | | |
|-------------------|----------|
| 1.1 Name | District |
| 1.2 Father's Name | Tehsil |
| 1.3 Age | Village |
| 1.4 Caste | |
| 1.5 Occupation | |

BLOCK-II

General Particulars

- | | Male | Female | Total |
|---------------------|------|--------|-------|
| 2.1 Size of family | | | |
| 2.2 No. of Earners | | | |
| 2.3 Annual Earnings | | | |

BLOCK-III

Awareness about the Scheme

- 3.1 How did you come to know about the scheme ?
- 3.2 By whom were you motivated to adopt the scheme ?
- 3.3 When did you submit your application ? .. Month/Year
- 3.4 Have you contacted the offices of DWO/TWO in this connection ? If yes, how many times ? .. Yes/No
- 3.5 What are the reasons for not getting the subsidy ?
- 3.6 What are the difficulties being faced ?

BLOCK -IV**Housing****4.1 What type of house you are occupying now ? (Tick)**

- (i) Katcha house ..
- (ii) Hut ..
- (iii) Tent ..
- (iv) Jhugi ..
- (v) Others (specify) ..

4.2 Nature of Construction—

- (i) Size of the house ..
- (ii) Area covered (sq. ft.) ..
- (iii) No. of rooms ..
- (iv) Separate kitchen ..
- (v) Type of walls ..
- (vi) Type of roof (katcha/pucca/semi-pucca)
- (vii) Type of floor (katcha/pucca/semi-pucca)

4.3. Facilities available—

- (i) Drinking Water facility .. (Source & distance)
- (ii) Latrine facility .. (Type & distance)
- (iii) Bathing facility .. (Type & distance)
- (iv) Light (source) ..

4.4 What are your Housing problems ?**BLOCK-V****Observations of the Investigator**

- (i) Social Status ..
- (ii) Financial condition ..
- (iii) ..

ANNEXURE-IX

Names of the officer and staff members who conducted the survey

Sr. No.	Name	Designation
1.	Shri Kulmohan Sood	.. Research Officer
2.	Shri K.C. Jindal	.. Technical Assistant
3.	Shri Yog Raj Joshi	.. Technical Assistant
4.	Shri Harnek Singh	.. Technical Assistant
5.	Shri Resham Chand Birah	.. Technical Assistant
