



RURAL MANPOWER PROGRAMME
(PONDICHERRY BLOCK)

An
Evaluation Study

ISSUED BY :

BUREAU OF STATISTICS & EVALUATION
GOVERNMENT OF PONDICHERRY

INTRODUCTION

The Evaluation Report on "Rural Manpower Programme" is the fifteenth issue in the evaluation series of the Bureau of Statistics and Evaluation, Pondicherry.

The object of this study is to make an assessment of the results obtained in implementing the Rural Manpower Programme in Pondicherry Block. The co-operation extended by the Project Executive Officer, Villianur in furnishing the required data for this study, is gratefully acknowledged.

It is hoped that this publication will be useful to those who are concerned in the evaluation of Plan Schemes.

Pondicherry,
13th August 1971.

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EVALUATION REPORT ON "RURAL MANPOWER PROGRAMME—PONDICHERRY BLOCK"

India being predominantly an agricultural country and its economy being essentially rural, the bulk of the unemployed and the under employed is found in the villages. In the present condition of the rural economy, no adequate opportunities are there for continuous work throughout the year for a large number of unskilled workers. During the agricultural slack seasons most of the villagers remain unemployed as the scope for non-agricultural employment is inadequate in the rural areas. The Government of India, therefore, started the rural Manpower Programme during the Third Five Year Plan for the benefit of the agricultural workers in the areas where seasonal unemployment and underemployment largely prevail. The main object of the programme is to provide additional employment in the rural areas for about 100 days in a year, especially during the slack season, in supplementary works like minor irrigation, soil conservation, land reclamation, road construction, etc. The idea behind the programme is not only to provide additional employment but also to create community assets which will help step up agricultural production and will, in turn, give continuing employment for a larger number of people in subsequent years.

Pondicherry Administration started the "Rural Manpower Programme" in Villianur C.D. Block in the year 1967-68. This envisaged provision of additional employment opportunities to agricultural workers during the slack season, especially in areas exposed to pronounced seasonal unemployment and underemployment. The cost of a scheme was not to exceed Rs. 50,000 and wages should account for at least 60% of the cost of the scheme. Minor irrigation, soil conservation, land reclamation, drainage, flood control, anti-water-logging and other agricultural production programmes organised on the basis of community efforts were to be given priority in the selection of schemes under the programme. The labourers employed under this programme were to be paid the prevailing local slack season rates.

Economic background of the Block :

The Villianur Block is a double block which is, at present, in the Post Stage II—It covers an area of 287.5 sq. kms. with a population of 2,06,799 (1961 census). It consists of the entire Pondicherry region excluding Pondicherry town. The cultivable area of the Block is 28,298 hectares and the net area sown is 20,107 hectares.

Of the total population of 2,06,799 persons in the Block, 85,136 (or 41%) are workers and 1,21,663 (or 59%) are non-workers. Agriculture being the most important economic activity of the people, has engaged 44,747 workers as cultivators and agricultural labourers as revealed by the 1961 population census. Thus, the agricultural workers constitute 52.5% of the total working force in the Block.

The number of unemployed persons in the Block was 1,627 according to 1961 census. In other words, 0.78% of the total population or 1.33% of the non-workers in the Block were unemployed.

A statement showing the population of the Block (1961 census) classified into workers and non-workers is given below :—

Workers :

Agricultural	44,747
Non-agricultural	40,389
Total ..	85,136
Non-workers	1,21,663
Total population	2,06,799

The percentage distribution of workers engaged in various non-agricultural activities is shown in the following table :—

Sl. No.	Particulars	Number	Percentage to total
(1)	(2)	(3)	(4)
1.	Household industry	4,265	10.6
2.	Manufacturing	11,616	28.8
3.	Construction	2,194	5.4
4.	Trade and Commerce	5,436	13.5
5.	Transport, storage and communication	1,438	3.6
6.	Livestock, fishing etc.	4,845	11.9
7.	Other services	10,595	26.2
	Total (Non-agricultural workers) ..	40,389	100.0

It is clear that manufacturing is the most important non-agricultural activity, engaging 28.8% of non-agricultural workers.

Period of slack season :

The agricultural busy season in the Block is reported as November to January. The period April—May may be considered as the slack season.

Economic background of the Rural Manpower Programme Villages :

Out of 267 villages in Pondicherry Block the following eight were covered under the Rural Manpower programme.

Sl. No.	Name of Village	Name of Commune	Population of village (1961 census)
(1)	(2)	(3)	(4)
1.	Ariankuppam	Ariankuppam ..	5,330
2.	Manavelly	" ..	1,606
3.	Seliamedu	Bahur ..	827
4.	Aranganur	" ..	555
5.	Arasur †	Villianur ..	221
6.	Odiampet	" ..	794
7.	Ananthapuram	" ..	323
8.	Kanuvapet	" ..	2,482
		Total ..	<u>12,138</u>

Out of 12,138 persons in the villages covered by the Rural Manpower programme, 4,240 (or 35%) are workers and 7,898 (or 65%) are non-workers. Out of 4,240 workers 1,705 (or 40%) were dependent on agriculture and 2,535 (or 60%) on non-agricultural occupations. These particulars are given in detail in the appendix.

The occupational pattern of the people in the Block and in the Rural Manpower programme villages is given below for purposes of comparison.

(Figures in percentages)

	Pondicherry Block	Rural Manpower Programme Villages
Workers	41	35
Non-workers	59	65
Agricultural workers	52.5	40
Non-agricultural workers	47.5	60

It may be seen that the percentage of workers engaged in agriculture in the Rural Manpower programme villages is only 40% whereas the corresponding percentage in the Block is 52.5%.

Rural Manpower Programme :

The amounts provided for Rural Manpower programme in the budget of the Union Territory are as follows :

	Rs.
1967-68	10,000
1968-69	30,000
1969-70	10,000
1970-71	40,000

The details of works taken up under the programme during the years 1967-68 and 1968-69 are given below :

Name of work (1)	Amount sanctioned (2) Rs.	Amount spent (3) Rs.
1. Soling the streets of Ariankuppam and Manavelly	18,000	11,740.25
2. Desilting of Seliamedu channel	7,500	4,876.39
3. Desilting of Arasurpet channel	6,650	3,104.93

(1)	(2) Rs.	(3) Rs.
4. Desilting of Aranganur channel	3,920	1,688.14
5. Desilting of Odiampet channel	2,000	1,898.75
6. Desilting of tank at Ananthapuram	4,000	1,395.00
7. Desilting of Odiampet thangal	6,000	5,271.50
8. Desilting of Kanuvapet kuttai	2,000	353.50
Total ..	50,070	30,328.46

Nearly one third of the total expenditure i.e. Rs. 10,000 was incurred during 1967-68 and the balance during 1968-69. No work was taken up during 1969-70 and 1970-71. The difficulty in employing labourers at low wages (Rs. 2.50) compared to the prevailing higher rate was reported to be the main reason for not implementing the scheme. However, it may be pointed out that the Department, instead of surrendering the funds on the plea of non-availability of labour, could have made some efforts to select some other areas and villages where there were heavy pressure of population, high percentage of agricultural workers and idle manpower resources in the agricultural slack seasons, for implementing the Rural Manpower programme. As mentioned earlier, the percentage of agricultural workers to total workers was only 40% in the villages covered by the Rural Manpower programme whereas it was 52.5% in the Block.

Dates of starting and completing the works :

The dates of starting and completing the works and the number of days in which the works were in progress, are given in the following table.

Name of work	Date of starting	Date of completing	Number of days work was in progress
(1)	(2)	(3)	(4)
1. Soling the streets of Ariankup—pam—Manavelly	12-3-69	29-8-69	171
2. Desilting of Seliamedu channel.	6-11-68	16-12-68	41
3. Desilting of Arasurpet channel.	26-10-68	1-12-68	37

	(1)	(2)	(3)	(4)
4. Desilting of Aranganur channel.	6-11-68	9-12-68		34
5. Desilting of Odiampet channel.	24-2-69	28-3-69		33
6. Desilting of Tank at Ananthapuram	18-2-69	6-3-69		17
7. Desilting of Odiampet thangal.	20-2-69	10-4-69		50
8. Desilting of Kanuvapet Kuttai.	11-3-69	27-3-69		17

It may be seen from the above table that most of works were not carried out during the agricultural slack season which was reported to be April-May. Hence, the very purpose of the scheme to provide employment to the persons who were unemployed/underemployed during the slack season, was defeated.

Schemes included in the Programme :

Two types of schemes namely communications and irrigation works were included in the Rural works Programme. Soling the streets and desilting of tanks were the specific works taken up under the programme

Persons benefited :

It was reported by the Block authorities that the number of labourers employed per day under the Rural Manpower programme varied from 10 to 100, depending upon the tempo of work and the availability of labour. The following table shows the number of man-days of work created by the implementation of various schemes under the programme :

Scheme	Number of Man-days
1. Soling the streets of Ariankuppam—Manavelly	4,570
2. Desilting of Seliamedu channel	1,900
3. Desilting of Arasurpet channel	1,600
4. Desilting of Aranganur channel	60
5. Desilting of Odiampet channel	720

6. Desilting of Tank at Ananthapuram	530
7. Desilting of Odiampet Thangal	2,000
8. Desilting of Kanuvapet kuttai	140
Total ..	<u>11,520</u>

Wages paid :

The total expenditure incurred under the Rural Manpower programme was Rs. 30,328.46. The entire amount was spent on wages. The workers (all male) were paid at the rate of Rs. 2.50 per day (skilled workers slightly more). No woman and child workers were engaged under the Rural Manpower programme. The Public Works Department scheduled rate for similar work in slack season was reported to be Rs. 2.75 for a male worker and Rs. 1.75 for a female worker. The following table gives the amount of wages paid and the employment generated for the two types of schemes under the Rural Manpower programme.

Scheme (1)	Wages paid (Rs.) (2)	Employment generated (Man-days) (3)
1. Soling the streets of Ariankuppam— Manavely	11,740.25	4,570
2. Desilting of tanks and channels	18,588.21	6,950
Total ..	<u>30,328.46</u>	<u>11,520</u>

Manpower shortage :

It was reported by the Block authorities that it was difficult to obtain labourers required for the Rural Manpower programme at lower wages than, Rs. 2.50 per day. As pointed out earlier, this difficulty might not have been experienced if the villages were properly selected and the schemes implemented during agricultural slack season.

Community assets :

The main objective of the Rural Works Programme is to create community assets in the rural areas. These will help step up agricultural production and will in turn give continuing employment for a large number of people in subsequent years. The achievements under the programme are given below :

- (i) The streets of Ariankuppam and Manavelly covering a distance of nearly one mile were soled. The number of labourers benefited by the scheme was 4,570 and the amount spent on wages was 11,740.
- (ii) An additional area of 60 acres is benefited by irrigation due to desilting of the channels and tanks. The expenditure incurred on the schemes was Rs. 18,500 and the number of labourers benefited was 6,950.

The details of areas irrigated by the channels and tanks before and after desilting are shown in the following table :

Scheme	Area irrigated (acres)	
	Before desilting	After desilting
(1)	(2)	(3)
1. Seliamedu channel.. .. .	40	50
2. Arasurpet channel	35	50
3. Aranganur channel	30	40
4. Odiampet channel	30	35
5. Tank at Ananthapuram	10	15
6. Odiampet Thangal	30	40
7. Kanavapet kuttai	5	10
Total	180	240

APPENDIX

Occupational pattern in Rural Manpower Programme Villages (as per 1961 Census)

Name of Villages	Total Population	Total workers	A-I	A-II	A-III	A-IV	A-V	A-VI	A-VII	A-VIII	A-IX	Non-Workers
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
1. Ariankuppam ..	5,330	1,647	139	272	46	19	600	114	167	41	249	3,683
2. Manavelly	1,606	641	72	295	17	9	111	19	66	15	37	965
3. Seliamedu ..	827	261	123	35	4	22	22	4	14	1	36	566
4. Aranganur ..	555	232	99	34	25	—	6	2	9	—	57	323
5. Arasur	221	122	10	85	12	—	3	2	2	2	6	99
6. Odiampet ..	794	361	29	21	20	61	23	1	18	2	186	433
7. Ananthapuram ..	323	122	70	49	—	—	2	—	—	—	1	201
8. Kanuvapet ..	2,482	854	183	189	21	169	50	17	104	7	114	1,628
Total ..	12,138	4,240	725	980	145	280	817	159	380	68	686	7,898

Note :— A-I Cultivator.
 A-II Agricultural Labour.
 A-III Workers in mining, Quarrying, Livestock, Forestry, Fishing and Plantations, Orchards and allied activities.
 A-IV Workers at Household Industry.

A-V Workers in Manufacturing other than Household Industry.
 A-VI Workers in construction.
 A-VII Workers in Trade and Commerce.
 A-VIII Workers in Transport, Storage and Communications.
 A-IX Workers in other Services.