

Final Report

Impact Assessment of MsDP in India

Submitted to



Ministry of Minority Affairs

Government of India

New Delhi

Prepared By



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Acknowledgements

At the outset we would like to appreciate our gratitude to the Ministry of Minority Affairs (MoMA), Government of India, for sponsoring the study. We were extremely benefitted with the discussions we had with several key officials of the Ministry. Shri Anurag Bajpai, Director (NMFDC, Research & Media, and Leadership) for finalization of the proposal and ensuring financial assistance for the same. The MsDP division, particularly its then Director Shri Devendra Yadav, was helpful in identifying an exhaustive list of the MCBs & MCTs (minority concentration blocks and towns) selected from as many as 21 states in the country.

We would like to acknowledge the help and cooperation we received from the states of UP, Bihar, Jharkhand, West Bengal, Assam, Odisha, Sikkim, Arunachal Pradesh, Tripura, Manipur, Delhi, Jammu and Kashmir, Uttarakhand, Haryana, Punjab, Rajasthan, Madhya Pradesh, Telangana, Kerala, Karnataka and Maharashtra. The hospitality extended by the state of Tripura deserves special mentioning.

In course of this study, a very large number of officials, activists and scholars alike helped us in some way or other. Naming all those enlightened persons wouldn't be possible but we wish to express our gratitude to all those unnamed individuals. A few names, however, we would like to mention who were generous in sparing time either to discuss the subject matter or making our field trip hassle free or in facilitating this study otherwise. They are: Shri Vyas Ji, IAS (Retd; now Vice Chairman, Bihar State Disaster Management Authority, Patna), Janab G. H. Obaidur Rahman (Special Secretary, Minority Affairs & Madrasa Education Department, Govt. of West Bengal), Prof A. T. Khan (Vice Chancellor, Alliah University, Kolkata), Shri S. M. Das (Additional Secretary, Minority Welfare, Govt. of Tripura, Agartala), Dr. A. A. A. Faizi (Controller of Examinations, Jamia Millia Islamia, N. Delhi), Janab. Arshad Ajmal (Vice President, Sahulat Microfinance Society, Patna) Dr Faisal Isri (District Sadar Hospital, Biharsharif) and Shri R.P. Singh (then DMO Rampur, now Dy Director, Minority Welfare department, Govt. of Uttar Pradesh).

A large number of Research Investigators worked hard to collect data from the selected MCBs and MCTs under the supervision of Dr Arijit Das, Dr Rajesh Chatterji, Dr Partha Das, Shri Ashwinin Kumar Jha, Shri Tashi Chota, Dr. Konchak Paldan, Sheikh Ajij Kureshi, Shri

David respectively from all the 21 states named above. We sincerely acknowledge their contribution. The entire data processing work was handled by Shri Gagan Parida and his team members. We wish to thankfully acknowledge their contribution too.

We owe a word of special appreciation to Dr. T. Chatterjee, IAS (Retd.), Director IIPA for his support and guidance; also, to Professor Dolly Arora, our faculty colleague who in her capacity as Coordinator (Research & Consultancy) was always available for sorting out contentious issues. Last but not the least, we are most thankful to Shri Amitabh Ranjan and Shri Mithun Barua, IIPA Registrar and Dy Registrar respectively for sorting out procedural hurdles we faced in course of our work.

Finally, we wish to put on record that an interim report based on the data collected from 15 states was earlier submitted to the sponsoring Ministry, especially to Shri K. C. Samria, IAS, Jt. Secretary to whom the report was initially presented. We are thankful to him for sparing time to interact with us. We are most grateful to Shri Ameising Luikham, IAS, Secretary, MoMA who sat through the presentation of semi-final report. Not only he quickly grasped the underlying problems brought to the fore and discussed at length some finer points of our findings but also appreciated our hard work.

Girish Kumar
Sujit Kumar Pruseth
Pradip p Kumar Pareda

Contents

Chapter	Page No.
1. Introduction	1
2. Profile of Study Areas: States/MCBs/MCTs	20
3. MsDP and the People	44
4. Measuring MsDP Impact on Social Sector (Health, Drinking water and Education)	65
5. Opportunities, Impediments & Constraints	86
6. Conclusions and Recommendations	102

Dr Girish Kumar
Associate Professor & Chief Project Coordinator

September 6, 2017

Sub: Final Report of MsDP Impact Assessment Study

Dear Sir,

You may be aware that IIPA was engaged by the Ministry of Minority Affairs to study, "Impact Assessment of MsDP in 21 States". An interim report based on the data collected from 15 states was submitted earlier and also presented before the Secretary, MoMA. May I also add that the analysis and the major findings of the report were approved by the Honourable Secretary.

In continuation, therefore, we are happy to submit seven copies, as required, of the final report covering all the 21 states.

A line in acknowledgement would be highly appreciated.

Thanking you & with regards
Sincerely

(Girish Kumar)

Shri Siddharth K. Dev Verman, IAS
Addl. Secretary
Ministry of Minority Affairs, GOI
New Delhi

Encl: Seven copies of MsDP Study Report

Chapter - 1

Introduction

For centuries, India had been a host to outsiders subscribing to other faiths and belief systems. Included amongst them were: Victims of persecution in their own homeland; those who arrived here, searching for peaceful living conditions; even who came as invaders but eventually settled in some corner of this vast land. Irrespective of their quest/ intent, India remained a generous host practically to all of them. So much so that at the dawn of twentieth century India was enthusiastically described as a melting pot that embraced every newcomer and eventually, subsumed them in her folds. With the passage of time, India got a new identity as it was likened with a *Salad bowl* where communities maintain their distinct identities but live peacefully side by side with others, respecting its social and religious diversity. No wonder, issues pertaining to safeguard of minority's right and their protection were attentively deliberated in the Constituent Assembly and resultantly, found substantial space in the Republican Constitution of India. This is notwithstanding bitter legacy of partition in post- Independent India. Leave aside isolated outbursts, the minority question remained subdued in the first two decades or so as the dominant spell of largely liberal, secular leadership held the sway over illiberal organizations cultivating thoughts against Muslims who had stayed in India despite creation of Muslim's own homeland.

It was only during the mid-1970s Emergency period that Muslims became victim of unchecked demographic prejudices leading to their forced sterilization. Not surprisingly, the demand for rights of Muslims arose perhaps for the first time in post-Emergency period. The Minorities Commission was set up in 1978. Although it was and still today remained an advisory body, it offered a forum to voice the Muslim's concern. Close on its heels came the famous Shah Bano verdict in 1985 which was stoutly opposed by Mullahs; under pressure the then Rajiv Gandhi government succumbed and reversed the verdict through an amendment, denting the secular characteristics of the state. The demolition of Babri Mosque in 1992 turned out to be watershed, bringing the Muslim question to the fore. Against this backdrop came the National Commission for the Minorities Act, 1992. The Muslims, Sikhs, Christians, Parsis and later Jains have been notified as religious minorities under Section 2(c) of the National Commission for the Minorities Act, 1992.

Spread across the country, the minority communities comprise 20.20 % of total population as per the latest 2011. Muslims happen to be the biggest minority, comprising 14.80 % of total population. With 180 million counts, India has the third biggest Muslim population in the world – out of every seven Indian one is a Muslim – only next to Indonesia and Pakistan, the two biggest Islamic countries in Asia.

Constitutional Safeguards

The United Nations reiterates in its very important declaration on various minorities (Declaration of 18 December 1992) stating that "States shall protect the existence of the National or Ethnic, Cultural, Religious and Linguistic identity of minorities within their respective territories and encourage conditions for the promotion of that identity."¹ Long before this declaration, the Constitution of India had provided a broad set of rights both 'individual', 'collective' or 'group' rights towards the protection of the minorities and other marginalized groups in the society. This included right (i) to 'conserve' 'distinct language, script or culture' (Article 29(1) & Article 347); (ii) to establish and administer educational institutions of their choice and receiving aid from state (Article 30(1) & Article 30(2); and (iii), provision for facilities for instruction in mother-tongue at primary stage (Article 350 A) etc. In continuation, the Constitution affirms that the state will take every endeavor to protect the right of each and every citizen, which will lead them to live 'a life with dignity' in a civilized society.

Notwithstanding these Constitutional safeguards and accompanying assurances of the successive governments, minorities, Muslims particularly stand neglected today. In fact, they have been victim of both appeasement and neglect. Over the years, the political rhetoric professing security, development and safeguard to their religious practices and according minority status to their institutions have brought out a marginal difference in their living conditions. Contrarily however, they are seen as a favoured community among minorities largely due to their electoral strength and being (wrongly) counted as vote bank. Devoid of any substance these perceptions are far removed from the reality. That they (Muslims) face many disadvantages while accessing crucial determinants of dignified and meaningful life, such as education, health care, safe drinking water, employment and security in social environment is just brushed aside. Yet what persist are the stereo types of images of Muslims. The lack of religion based data had also contributed to the myth making. No doubt,

¹ http://ncm.nic.in/un_declaration.html

there are poor households within the majority Hindu fold, too, but in relative terms Muslims are worse off. Measured in terms of social sector indicators of under development– illiteracy, high infant and maternal mortality rates, lack of skill, massive underemployment and joblessness as well as disproportionate representation at higher level in bureaucracy, police, judiciary, even in army – a huge proportion of Muslims are forced to live miserable life. Above all, the Islamophobia and growing violent acts against them have added to their insecurity and alienation.

As Amartya Sen rightly says, "Human beings differ from each other in many different ways. We have different external characteristics and circumstances. We begin life with different endowments of inherited wealth and liabilities. We live in different natural environments-some more hostile than others. The societies and the communities to which we belong offer very different opportunities as to what we can or cannot do. The epidemiological factors in the region in which we live can profoundly affect our health and well-being."²

In this context, views of Dr Ambedkar, the father of Indian Constitution, is extremely pertinent: 'Social discrimination constitutes the real test of determining whether a social group is or is not a minority.'³ True, minorities in their day-to-day life do not face social discrimination but they, especially Muslims are subjected to deprivation on several fronts, including their access to public institutions governing social sector and employment opportunities etc. Literally, discrimination and deprivation are different terms but in their larger connotations they go hand-in-hand as deprivation is nothing else than discrimination but of a different type. Put differently, a community feels discriminated if it is deprived of certain basic facilities.

Recommendations of Recent Committees and Initiatives

The National Commission for Religious & Linguistic Minorities (NCRLM) headed by late Justice Ranganth Mishra (2007) argued that the minorities are eligible for reservations in terms of their pre-conversion caste origin. Such backward castes and religious communities have been included in OBC quotas. However, listing non-Hindu religious communities as SC has remained problematic. The Dalit Sikhs (in 1956), and neo-Buddhists (in 1990) were scheduled, as the Constitution defines them as Hindus by default. The NCRLM recommended further extensions of the Scheduled Caste list, as demanded by Muslims and

² Sen, Amartya, *Inequality Reexamined* (New Delhi: Oxford University Press, 1997), pp. 19-20.

³ *Baba Saheb Ambedkar: Writings and Speeches* (Dr. Ambedkar at the Round Table Conferences), (Education Department, Govt. of Maharashtra : 1979)Vol. 2, p. 533.

Christians; particularly, the Dalit Christians and Dalit Muslims, who were lately converted from Dalit community of Hindu fold.

Justice Sachhar Report (High Level Committee on the Social, Economic and Educational Status of the Muslim Community of India) highlighted the fact that India's largest minority group, the Muslim numbering over 138 million (13.83 Crore), appears to have been left out of the development trajectory and within this group Muslim women are doubly disadvantaged. The report also indicated that often people belonging to minority Communities face problems in availing the benefits of various programmes initiated by the Government of India.

In its report, the Sachar Committee argues and suggests that 'the policies to deal with the relative deprivation of the Muslims in the country should sharply focus on inclusive development and 'mainstreaming' of the Community while respecting diversity.... The need for equity and inclusion in a pluralistic society can never be overemphasized. But the mechanisms to ensure equity and equality of opportunity to bring about inclusion should be such that diversity is achieved and at the same time the perception of discrimination is eliminated. This is only possible when the importance of Muslims as an intrinsic part of the diverse Indian social mosaic is squarely recognized'.⁴

Further, the Sachar committee recommended that 'there is a need to revise the coverage of districts under the Prime Minister's 15 Point Programme based on the Census 2001 data. The Committee recommends that all 58 districts with more than 25 % Muslim population should be brought under the 15 Point Programme. A special assistance package for the development of these districts should be launched. The same principle might be applied to units of taluka/block with similar concentration of Muslims'.⁵

Another committee headed by Professor Kundu (2013) looked into the 'development deficit' aspects. The Kundu committee emphatically argued that founders of modern India, who gave the policy of affirmative action a decisive shape, had adopted two approaches to social justice. One was the principle of "equality in law" whereby the State should not deny any person equality before the law. The second was the principle of "equality in fact" which gives the State an affirmative duty to remedy existing inequalities. True equality can be

⁴ Recommendations contained in the *Report of the High Level Committee on Social, Economic and Educational Status of the Muslim Community of India* headed by Justice Rajindar Sachar (Retd.), Chapter – 12, Para - 1.3, pp 237- 238

⁵ Ibid;p250

achieved only if the state maintains an integrated society but adopts unequal beneficial measures to help those historically disadvantaged.⁶

The Kundu committee found that the share of minorities in employment opportunities created by the Government remain at a low level and recommended government led planned and targeted recruitment drives in a time bound manner. The Kundu committee also called for enactment of an anti-discrimination legislation. Significantly, it also argued for promotion of diversity to achieve social justice. It strongly advocated that to root out the wide spread and systematic discrimination, diversity index and anti-discrimination legislation must be put in place. They will help build a more equitable society with inclusiveness.

The strategy

Looking critically into the backwardness and marginalization of the minority communities, the Government of India identified 90 Minority Concentration Districts (MCDs) which were relatively backward and lagging behind the national average in terms of socio-economic and basic amenities indicators like health, education, provision of safe drinking water etc.

The religion-specific socio-economic indicators are literacy rate; female literacy rate; work participation rate; and female work participation rate. The basic amenities indicators are percentage of households with pucca walls; safe drinking water; electricity and sanitation facility like water closet latrines etc. These 90 districts have a substantial minority population and are backward, with unacceptably low levels of socio-economic or basic amenities indicators, requiring focused attention and specific programme intervention. The three criteria adopted for identification of minority concentration districts are outlined in Graph 1.1, provided below. Accordingly, the Government of India launched a flagship programme named Multi-sectoral Development Programme (MsDP) in 2008-09 under the 11th five year plan.

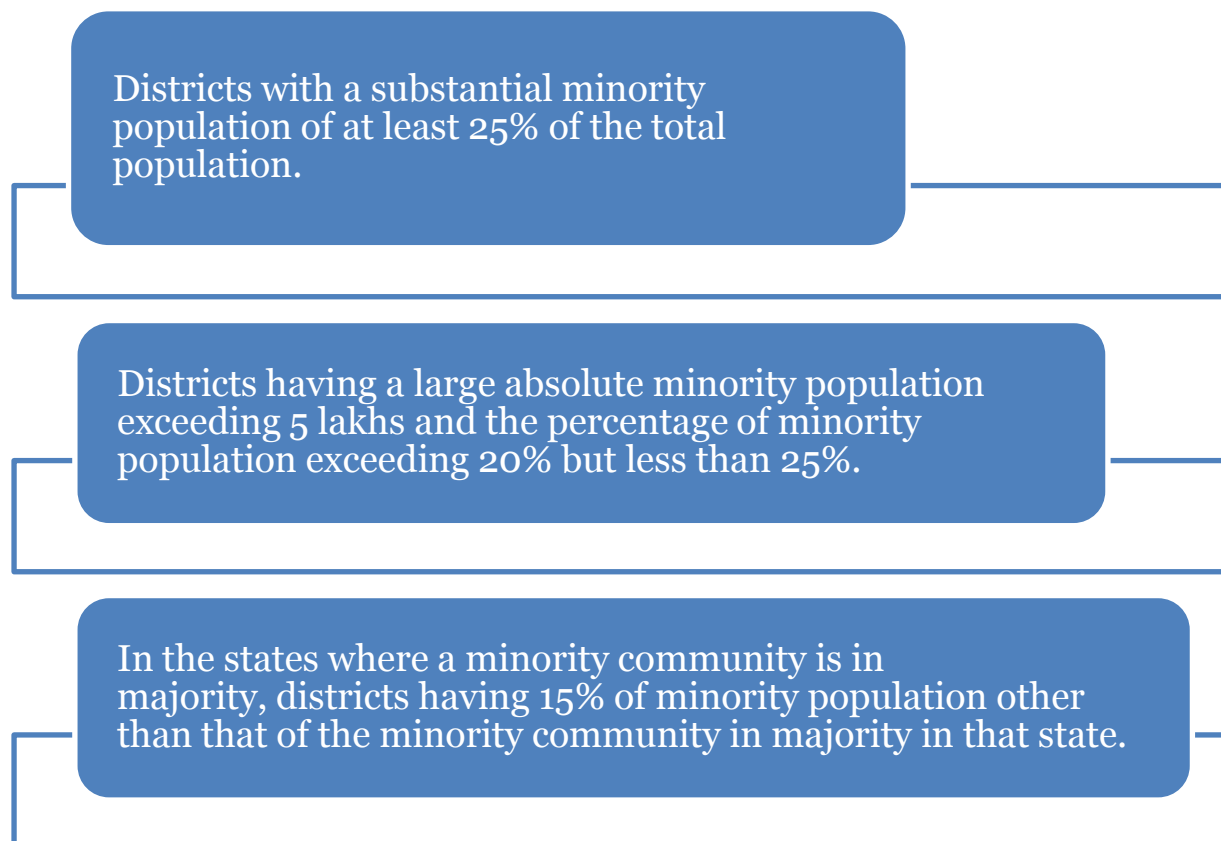
MsDP: New Initiatives

The MsDP was launched with the collaborative arrangements between the Centre and the States and Union Territories to help the identified districts to catch up in the process of development. The arrangement was that the Government of India will bear major share of funding and the states will contribute comparatively low funding. The method was on provision of additional resources in the existing schemes of Government of India. In order to

⁶ *Report of the Expert Group on Diversity Index*, (Kundu committee), pp 11-12.

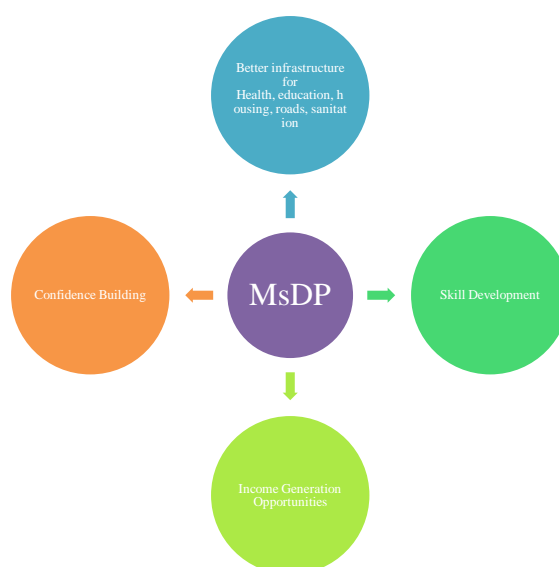
accelerate development with an inclusive approach, the MsDP was put in place. Its stated objectives are given in Graph 1.2 below:

Graph 1.1: Criteria for identification of Minority concentration districts



Source: Compiled from *Guidelines for implementation of Restructured MsDP, 12th FYP, MoMA*

Graph 1.2: Objectives of MsDP



Source: *Guidelines for implementation of Restructured MsDP during 12th FYP, MoMA, GOI*

As explained above, district was the unit for execution of MsDP projects. A quick appraisal of development initiatives undertaken in MCDs however revealed that if the benefits were not reaching at their intended beneficiaries, it was due to the territorial expanse of district, perhaps. This realization led to a strategic change, from districts to blocks for implementation of schemes under the MsDP. Eventually, the MsDP made its presence felt in 710 identified Minority Concentration Blocks (MCBs) and 66 Minority Concentration Towns (MCTs) spread in 90 districts across the country. This was based on 2001 Census. Here, the villages having higher minority population are accorded priority for creation of village level infrastructures. It came into effect under the 12th five year plan.

On an ‘area development’ approach, the Multi-Sectoral Development Programme (MsDP) was a special initiative as a Central Sector Scheme (CSS). The development interventions have been made in multiple sectors like creation and improvement of social sector infrastructure, basic amenities like drinking water, sanitation, electricity and improving capacity of minority communities for employment through skill development.

Objectives of the study:

The study aims at critically assessing the reach and impact of the Multi-Sectoral Development Programme (MsDP), initiated by the Ministry of Minority Affairs, Government of India. The programme intends to provide development works in almost every aspect of development, including infrastructure and strengthening capacity of individual as well as communities in sectors of health, safe drinking water, education and skill development etc. Accordingly, the objectives were framed in order to capture the reach and impact of the programme.

The stated objectives of the study are as follows:

- To critically evaluate the improvement of quality of life of beneficiary families through the MsDP
- To identify the bottlenecks, if at all any in MsDP
- To assess the impact of development initiatives through MsDP on the lives of the Minorities and the general public in terms of a) children enrolment, attendance in schools, *Anganwadi* centers in general and girl students in specific, b) improvement in access to secondary and higher education through provision of hostel c) improvement in the availability in safe drinking water, d) improvement

in accessibility to health care facilities e) enhancement in the prospect of employability through skill education

- To assess the awareness of the programme and its aims and objectives among the community
- To analyse the opinions, perceptions of the officials providing the service and the beneficiaries about the quality aspect of infrastructure created through MsDP
- To analyse the reflections, opinions and views of all stakeholders regarding the process of preparation, approval and implementation of MsDP
- To elicit the opinions of the stakeholders regarding the possibilities and means of improvement of the process involved in MsDP
- To analyse the process of flow of fund, organizational structure, monitoring mechanism in the implementation of MsDP
- To assess the impact of Cyber Gram in terms of improving the cyber awareness, socio-economic aspect among the school going children of West Bengal and Tripura.
- To judge the impact of bicycle provided to the girl students in terms of dropout rates and higher education
- To evaluate the socio-economic impact of skill development training in the day to day life of the beneficiaries
- To identify the means and scope for improvements and modifications in MsDP

Methodological Approaches, Sampling Design & Size

From the perspective of the sponsoring Ministry, as reflected in its twelve-point stated objectives, it was apparent that the data would be collected from multiple stakeholders of MsDP. This would mean all those involved in preparation, approval, and implementation as well as monitoring of block level plan; service providers and assets managers, local level people's representatives and the beneficiaries, that is people in general and minority in particular. This was also evident that data would be collected at multiple locations: Directorates in concerned state capitals, minority welfare departments at district headquarters, development officer along with concerned block level agency head responsible for implementation of MsDP projects and at the village and town level relevant offices and finally, individual households, whose life is impacted directly or indirectly following the execution of MsDP projects at local level or elsewhere, at the district headquarters or even far away at capital city of states.

True, all the above stakeholders have contributed towards accomplishment of MsDP and the report has taken note of this fact by measuring their role performance. But the study is grounded on the perception of households, key stakeholder of this project. For them a structured schedule / questionnaire was developed. The schedule has five components: (A) Household profile, including amenities and financial assets, income and liabilities; (B) Extent of awareness about the MsDP; (C) Benefits accrued to individual household and community/locality; (D) Accessing health care, safe drinking water, educational institutions facilities before and after MsDP and impact on life quality; (E) Meeting aspirations of young population by skill formation and raising employment prospects; and (F) Perception on indirect/ extended benefits such as gaining self confidence and improving overall quality of life and giving hope for a better future; and finally, (G) Bottlenecks in design and accessing MsDP products and recommendations, if any, for improvements.

For recording perceptions of the rest of stakeholders checklists were developed (Checklist and questionnaires are appended in the end). There were certain common issues covered in each checklist prepared separately for stakeholders of different categories, (service providers/ assets managers, executives, elected leaders etc.) but it also contains subject specific concerns. Through this exercise, viewpoints and experiences of stakeholders of village and block level locations were recorded. At the district and directorate levels, data were collected in two ways: first, open-ended interaction with the executives, service providers and in sample-intensive states more than twice such sessions were conducted. First of all, to elicit the required information and again for verification of certain noticed facts and also after perusing secondary data, including details of MsDP linked documents, circulars, progress reports sent to directorates and from directorates to MMA. At the directorate level rare insights were gained through discussions on other development programmes for minority, beyond MsDP.

While conducting pilot survey in Haryana and Uttarakhand, we noticed, complete lack of awareness about MsDP. Discussions with executives and perusal of ministerial circulars revealed that since MSDP was designed to abridge/ cover the development deficit, it didn't have its own identity, hence lack of knowledge about MsDP. It needs mentioning here that under the broad rubric of MsDP, the MoMA releases funds to execute the same social sector development programmes which the concerned governmental agencies of several ministries/departments had already undertaken but somehow not paid adequate attention to areas heavily populated by minority communities. Put simply, all these programme have been

in circulation for quite long, naturally, people had identified them with their singular name – Indira Aawas Yojna (IAY), Anganwadi etc. – not as a basket social sector project or for that matter which ministry had financed them. To overcome this constraint, it was decided to follow the tools of proxy indicators. That is, asking respondents to assess the impact of services delivered with reference to national rural health mission (NRHM, now NHM), sarva siksha abhiyan (SSA), instead of those MsDP sponsored. This served the purpose but only partially since the time lag was too short to measure the impact in terms of before (execution of schemes) and after. This indeed remained an unresolved aspect of the survey.

Study Universe

The study in hand – Impact study of MsDP – has a huge territorial expanse. It entails survey in villages and towns under selected 74 MCBs and 6 MCTs, located in 36 districts which are spread over as many as 21 states. Traversing from high altitudes of Leh (J & K) in the north to the deep south in Malappuram (Kerala) and likewise, from the extreme eastern flank of icy-cold Tawang (Arunachal Pradesh) to hot and sandy west in Tonk (Rajasthan), it passes practically through the entire length and breadth of our continent-size country. Then, except for a single common factor, that is, respondents are from minority (Muslim) communities (Buddhist as exception in Arunachal, Sikkim and Ladakh and Christians in Odisha and Sikkim etc), the rest happen to be diverse and heterogeneous; not only culturally, but also in terms of climate, language and degree of economic development. Above all, the ‘governance’ factor, impacting hugely in implementation of MsDP schemes and driven by assorted political regimes are characteristically at variance.

All these variables cannot be captured with quantitative data alone; no matter howsoever large is the size of respondents. As a matter of fact, without taking recourse to qualitative data, the study would have given a lopsided picture, not matching with the ground realities. In order to do justice to the work, it entailed a proper blending of both quantitative and qualitative data drawn from the study areas. Qualitative data were generated from other stakeholders, including block monitoring committee members and service providers, such as functionaries of health centres/ hospitals, Anganwadi Workers, Teachers (at many places schools were closed), NGOs and media representatives.

Sampling Framework & Sample Size Determination

As mentioned above, both quantitative and qualitative research methods were used for data collection. The study was carried out in 74 MCBs and six MCTs. where various programs/

schemes of the ministry have been implemented.

Schemes and programs of the ministry impact the life of minorities in multiple spheres. No single indicator, therefore, can justify the impact assessment of these schemes/programs. Therefore, the sample size of target beneficiaries covered in the study is calculated by using a proxy indicator (i.e. percentage of Muslim (Minority) Literate Population as per 2011 census) state-wise. The sample size has been calculated statistically based on the following formula of sample size of proportion.

$$n = [\text{DEFF} * Np(1-p)] / [(d^2 / Z_{1-\alpha/2}^2 * (N-1) + p * (1-p)]$$

Here, n= required sample size,

N= population size is number of Target Beneficiary Families (given for each District, Table 1)

p= % of Muslim (Minority) Literate Population (given for each District (Table 1)

d= Confidence limits as % of 100 (absolute +/- %) 5% margin of error

DEFF = Appropriate design effect has been taken in correspondence with demography, topography and concentration of minorities population in study areas.

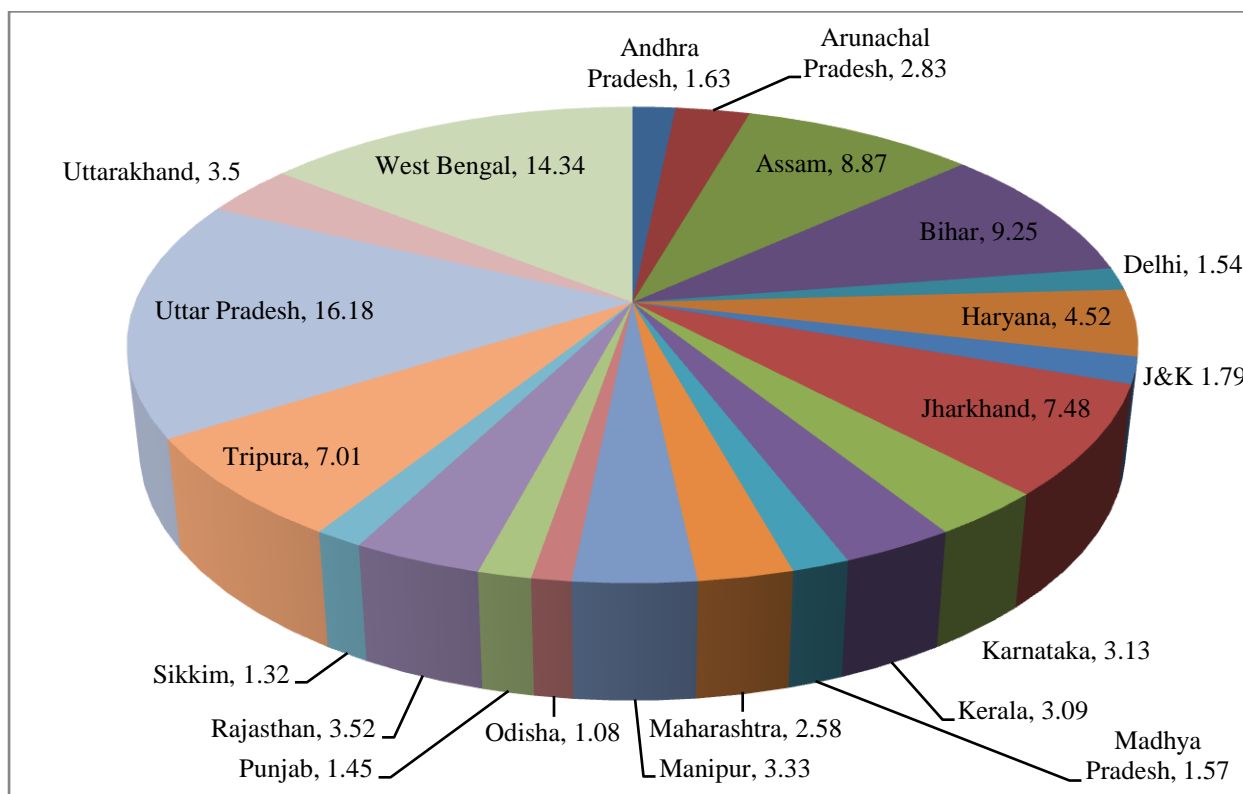
A total of 12769 sample size is calculated by using above formula, which on an average comes around 160 per MCBs/ MCTs. Details of each state sample size is given below in Table 1.1 and in Graph 1.3 showing proportion of identified state-wise sample size.

Table 1.1: Muslims literacy and sample size

Sr. No	Selected States	% of Literacy -Muslim	Sample Size
1	Andhra Pradesh	73.6	208
2	Arunachal Pradesh	62.5	361
3	Assam	61.9	1132
4	Bihar	56.3	1181
5	Delhi	75.6	197
6	Haryana	53.4	574
7	Jammu and Kashmir	68.8	229
8	Jharkhand	66.2	955
9	Karnataka	78.9	400
10	Kerala	93.4	395
11	Madhya Pradesh	74.9	201
12	Maharashtra	83.6	330
13	Manipur	72.6	425
14	Odisha	64.5	138
15	Punjab	61.9	185
16	Rajasthan	62.7	450
17	Sikkim	80.4	169
18	Tripura	83.2	895
19	Uttar Pradesh	58.8	2066
20	Uttarakhand	63.2	447

21	West Bengal	68.8	1831
Total			12769

Graph 1.3: State-wise sample size (In %)



Logistics for survey

Let us now look at the questionnaire, spread in 6 pages. In three states, additionally two more pages are added to evaluate the performance of Cyber gram. Handling a number of activities, such as locating heads of households preferably, explaining the purpose of survey, showing them questionnaires, posing questions, reading options, giving them further clues etc, a team of research investigators struggled hard to cover the given number of respondents, around 160 in each MCB/MCT.

In due appreciation of constraints (time, financial resources, topography and energy), data collection was partially decentralised. For instance, in association with an NGO based in Delhi, we started with a big team of research investigators and supervisors. In order to sensitize them with the imperatives of the study at hand, including constraints mentioned above, one-day orientation programme was conducted for them. This team covered Delhi, UP (having largest, 14 out of total 80 sampled MCBs & MCTs) and Uttarakhand. This is not to deny that there were dropouts from the original team as well as entry of new ones in course of

the work. Another team was set up in Bihar that also worked in Jharkhand and later in Rajasthan as some of them had firsthand experience of data collection from both the rural and urban locations in this north-western state. Both in Bengal and Tripura, we sought collaboration from young but experienced faculty of G. B. University Malda and Central University, Agartala who took charge of supervision and monitoring of data collected by research scholars of their respective departments. It must be emphasized here that prior to administering questionnaires to respondents, the IIPA faculty held extensive interactions not only with the Secretary, additional secretary cum Director in MSDP directorate but also with District collectors, BDOs, Block panchayat elected heads and few members as well as visited skill formation centres and also health centres, not to speak of village Pradhans and villagers at large. There was hardly any NGO worth the name or college either at Lumla, not even at Tawang district headquarters (Arunachal Pradesh). Eventually, we took recourse to block and cluster resource coordinators (of education department) who mobilised school teachers to get the survey done. This is nearly true of Bordumsa - Diyun blocks of Changlang, yet another district in Arunachal Pradesh. For the rest of the states, local teams were separately raised. And practically at all locations orientations programmes were conducted for team of research investigators and supervisors.

Conceptual Frame

Impact Assessment of large scale development programmes calls for application of innovative tools. It becomes almost indispensable perhaps when the programmes are rooted in multiple sectors and spread across length and breadth of a country with sub-continental dimension. Crucially, this gets further entwined by the diverse administrative and development attributes of states/ provinces where programmes are implemented. For successful implementation of a programme like MsDP, pro- active role of state leadership is a *sin-qua-non*. How sensitive are they towards the deprivation faced by the minorities, Muslims in particular? Have their concern been expressed in deeds, in terms of running supplementary and complementary programmes in the state? Equally important would be to take stock of associated factors like departmental strength and extent of field staff. After all, these development programmes are implemented in both the villages and towns located far away from the state capitals. Therefore, a lot would depend on how well the line department of minority welfare development is organised at the district level. Above all, ranking of the states in terms of their output, that is, the number of projects implemented in states would be

misleading. For, available indicators could be used only to measure progress over fixed timeline against set targets and so on.

Development initiatives can be measured in many ways. For example, counting outputs i.e. number of projects implemented in a given geographical location is perhaps the easiest. This, however, is akin to counting hardware alone of a computer. But, as is well known, without taking into account working of its software, its efficacy cannot be assessed. To put differently, use of qualitative indicators is as useful, if not more, as that of quantitative ones. These quantitative indicators can be used to measure progress over fixed timeline, against set target and so on. Translated into the domain of MsDP, this becomes all the more problematic. For, taking MsDP projects to their logical conclusion is not the handiwork of a single minority welfare department across the states. By its nature it calls for joint efforts of multiple agencies. Thus, if a programme is successful, there would be many claimants but none would take ownership for failed or delayed projects. It can be aptly explained by quoting an old adage – success has many fathers but failure has none.

Notwithstanding the above constraints, we have tried to measure impact of MsDP with a broad framework, as given below, discussed later in the fifth chapter.

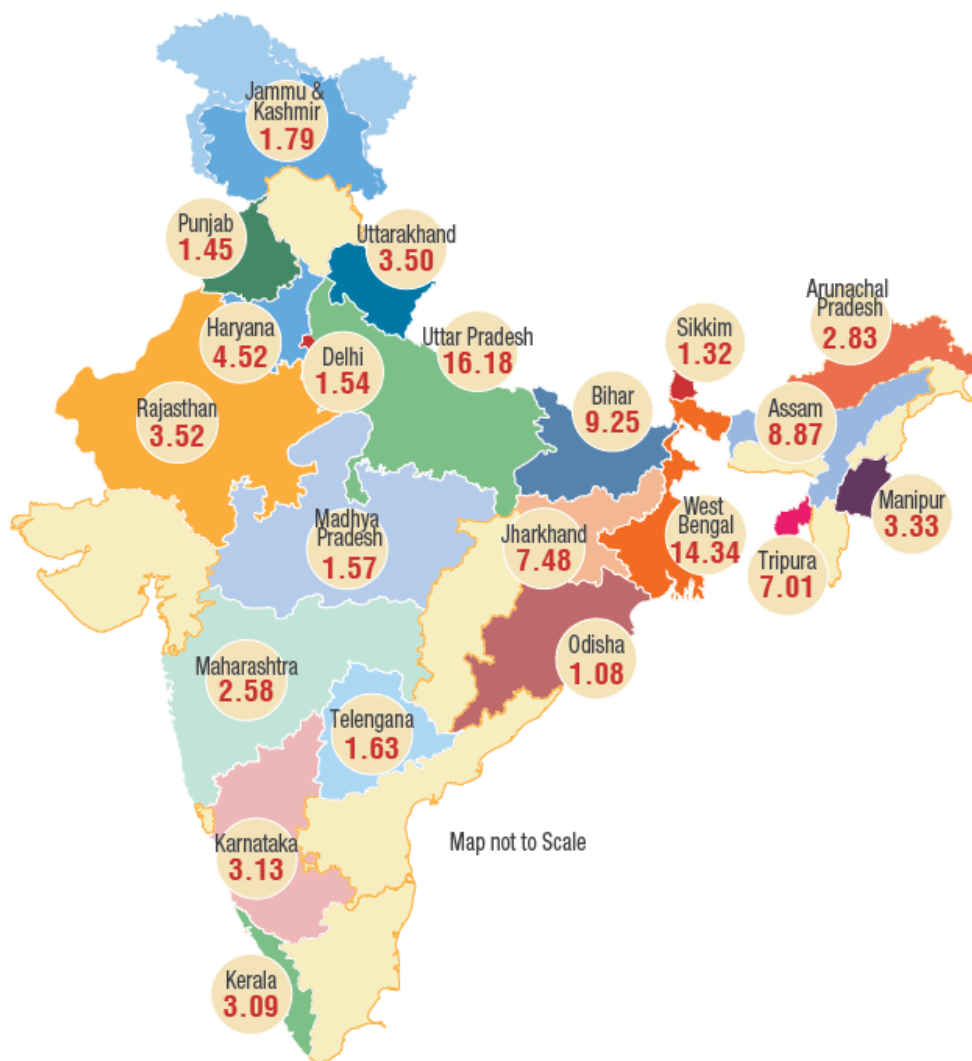
➤	Planning and design
➤	Resources (finances) and capacity (of staff, including their numerical strength)
➤	Effective & sensitive political leadership
➤	Transparency, accountability and participation

Grouping of States

Of all the 21 states covered under the study, four groups can be formed by clubbing them on the following parameters: one, regional location of the states covered under the study; two, concentration of minority population; and finally, compatible size of sampled MCBs/MCTs in the given states (see Table 1.1 and also Map 1.1). Accordingly, Group – I comprises the states belonging to eastern, north-eastern and northern regions: UP, Bihar, Jharkhand, West Bengal, Assam & Tripura. The states located in north-west such as Delhi, Haryana, Uttarakhand, Punjab, Rajasthan along with a centrally located Madhya Pradesh (MP) are placed in Group-II. All the three southern states – Telanagana, Karnataka, and Kerala – along with a lone western state Maharashtra are lumped together to form Group - III. Finally, Group-IV contains the remaining

five north-eastern, northern, and eastern states: Arunachal Pradesh, Manipur, Sikkim, Odisha and

Map 1.1: Sample distribution across the States



Jammu & Kashmir. This may also be noted that unlike in other three groups, there is preponderance of Buddhist population in Arunachal, Sikkim and Jammu & Kashmir and practically, every state in this group is having a small proportion of sampled MCBs.

Table 1.2: MsDP Study Areas

Group –I: East, North-East and Northern States				
States	% of Minority population (2011)	% of literacy – Muslims (2011)	% Literacy in general (2011)	% of Sample

Uttar Pradesh	19.26	63.3	67.68	16.77
Bihar	16.87	62.3	61.8	9.89
Jharkhand	14.53	73.2	66.41	7.08
West Bengal	27.01	74.6	76.26	14.25
Tripura	8.6	77.4	87.22	7.37
Assam	34.22	84.6	72.19	8.62
Total				63.98
Group –II: North-West / Central States				
Delhi	12.86	74.2	86.21	1.73
Haryana	7.03	75.4	75.55	3.35
Punjab	1.93	53.0	75.84	1.50
Madhya Pradesh	6.57	74.9	69.32	1.40
Rajasthan	9.07	70.7	66.11	3.74
Uttarakhand	13.95	72.5	79.63	3.60
Total				15.32
Group -III : South and West States				
Telangana (A. P.)	9.56	78.4	67.02	1.53
Karnataka	12.92	80.9	75.36	2.85
Kerala	26.56	93.8	94	3.00
Maharashtra	11.54	82.7	82.34	2.58
Total				9.96
Group -IV: East, North-East / North States				
Arunachal Pradesh	1.95	93.1	65.38	3.09
Sikkim	1.62	85	81.42	1.53
Odisha	2.17	71.6	72.87	1.23
Manipur	8.4	76.7	79.21	3.22
Jammu & Kashmir	68.31	74.5	67.16	1.71
Total				10.78
All India	14.23	59.1	73	100

The proportion of the minority population is the largest (ranging from 15 to 34%) and not surprisingly, MsDP projects are thickly concentrated in these six states (see, Group- I in Table-2.1) where around two- thirds (64%) of our sampled MCBs and MCTs are also located. Although Uttar Pradesh is geographically situated in the north, culturally, central and eastern zones of this state are closer to its eastern neighbor Bihar in more than one way and also substantial sampled MCBs and MCTs fall under these two zones alone. A set of another six states are also placed in Group – II. They are different in many ways from those in the first group. Not only is the proportion of minority population is much lower in this group but also the number of MCBs/ MCTs covered in this study. And the sample size has progressively gone down further in the case of group- III and IV bound states. That apart, placed in the group III is three states where minority identified the districts, including those covered under the study. Leh is a unique case where Buddhists comprise two-thirds of total population but it

is a part of Jammu & Kashmir state where Muslims alone make up for two-thirds of minority population.

Report Structure

The Final report, based on the data collected from all the 21 states and their analysis along with supporting evidences is organised in six chapters. Apart from offering introductory outlines, underlying Constitutional provisions and protective legislations, this chapter also contains genesis of MsDP, its strategy, along with details of methodology, sampling design & size embedded in statistical frame as well as a brief discussion on the conceptual underpinnings of the report. It also carries a note on rationale for clubbing all the 21 states in four groups, represented in tabular form as well as in visually soothing diagram.

The second chapter contains the profile of study areas spread across all the 21 states. In view of their large number, they are discussed briefly but with a proper blend of both macro data and local level observations. What lay in the next chapter that is, the third in continuation, is the real substance of this study. For, it is the first ever report that reflects on the living conditions of nearly 13 thousand households. This is based on purposive sampling and focussed largely on resource poor Muslim families settled in villages, identified from MCBs and small towns (MCTs). By taking into account of their family size, occupational profile, bare amenities like provisions for drinking water, toilet facilities, access to banking, public institutions like schools, health centres/hospitals and ever been beneficiary of any governmental developmental or welfare programmes, this chapter constructs their life profile.

Are they aware of MsDP? If yes, what is the extent of awareness? Measured in terms of their (children's) access to educational and health care facilities, including reach and impact of immunization as well as institutional delivery and how these facilities are impacting their day to day life is all captured in the fourth chapter. This is again based on both primary data collected through survey of households and observed in the field such as access to approach roads to the villages surveyed, extent of cleanness or otherwise, transport facilities available to them, all observed firsthand from close quarters.

Chapter fifth looks into both opportunities created by MsDP and impediments it faced along the way while it began unfolding and underlying constraints both external and those embedded in the operational design of MsDP. Centrally sponsored schemes are always faced with numerous road blocks, most importantly in terms of their timeline or lag, this is true of MSdP also. Nevertheless, it explains as how the opportunities are expanded and constraints

minimised or overcome ingeniously in certain states and why others could not. Can one learn something from the experiences of these states?

Finally, the report ends with conclusions and recommendations which are presented in the sixth chapter.

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Chapter -2

Profile of Study Areas: States/MCBs/MCTs

Of all the states covered in this study, Muslims have the lowest literacy rate in both Bihar and UP being less than 65%. But this is by and large true of general population, including Hindus in these two states. In the remaining three in Group-I states, Jharkhand, Bengal and Tripura, the corresponding average figures are little more than 10 percentage points higher. In terms of literacy attainments, Punjabi Muslims are at the bottom with just 55%. Now consider, rural and urban divide and men women as separate categories, Muslim women in both Bihar and UP would appear the most backward. A very large number of them happen to be illiterate or at the most semi - literate, belonging to the lowest social strata. . A large majority of Muslim women are burdened with low literacy and left behind to fend for themselves with meagre earnings for months. Their men folk, comprising largely landless and unskilled labour seasonally migrate to big cities like Delhi-NCR. The plight of Muslim women is further depressed with a large number of children..Poverty, illiteracy and religion make them indifferent, if not hostile to family planning in the first place. Some women seem to be open to follow family planning practices but are hamstrung by scarcity of contraceptives and other options at the local level.

A large number of our respondents from villages located in three out of four MCBs in Darbhanga district and likewise, two of the three MCBs in Kishanganj district, both in Bihar, testified to this fact. It is indeed the failings of the NRHM programme, not MsDP alone, which could not create required physical infrastructure in the first place in those areas. Paradoxically, several health centres are planned under MsDP in these districts but practically all are under varying stages of construction, thus keeping this problem unresolved.

Uttar Pradesh

Uttar Pradesh is India's most populous state. As per the 2011 Census, its population is close to 200 million, where Hindus are 79.69%, followed by Muslims 19.25 %, Sikhs 0.3 %, Jains 0.11%, Buddhists 0.1%, Christians 0.18%, and others are 0.3% of the total population. Muslims form the largest religious minority in Uttar Pradesh. The literacy rate of the state is 70.69%, below the national average of 74.04 %. The corresponding figure for Muslims is 63.2%. Most people in UP speak a dialect of Hindustani, a mix of Urdu and Hindi.

Majority of Muslims in UP live in urban areas – a distinct feature as compared to other states where Muslim families are settled mostly in villages. According to 2011 Census, among the entire rural population in UP, Hindus represent 83%, where Muslims consist of 15.55%. Likewise, among the urban population, Hindus consist of 66%, but Muslims comprise about one-third at 32%. But specifically among the Muslim community alone, nearly two fifths (59.31%) happen to be urban dwellers. This in itself is significant, as it reflects on their economic activities and livelihood patterns which are not primarily dependent upon agriculture. Incidentally, among all minority communities, Muslims are prominently visible in UP's polity. In the Assembly election of 2012, Muslims won in 67 constituencies out of total 403 in the state assembly. Indeed in the state Assembly elections in 2012, they obtained for the first time a near proportionate representation across entire political spectrum, 17% of the total seats, as their share of total population is 19.25%. This however does not mean that the higher the political representation of minorities, the better their accessibility to welfare schemes.

As per the Planning Commission report of 2011, over 55% of total population of Muslims along with SC and STs live in the poorest Human Development Index (HDI) scoring states including Uttar Pradesh. India's HDI showed an impressive gain of 21% between 1999-2000 and 2007-08, with the Muslims and the backward castes catching up with others on socio-economic ladders, though the gap was still very large. Out of 90 districts of the state, 15 districts of UP are still below the national parameter of socio-economic and basic amenities of civic life. Against this backdrop, MsDP projects have been implemented in 44 blocks of 46 districts (previously 41). For our study purpose, the districts identified are: Muzafarnagar, Rampur, Baharaich having four MCBs in each district and single MCT each in Ambedkar Nagar and Unnao.

Due to infrastructure created under this programme and other Central Sponsored Schemes (CSS), i.e. school building, additional class rooms, ITIs, hostels, inter and degree colleges, change is coming slowly. However the impact will be more noticeable in the near future. In terms of income generation activities, youths from minority community are more or less confined to vocations based on traditional skills as key makers, carpenter, black smith, automobile mechanic, carpet weavers, bangle maker, tailor, which they learn traditionally from their elders and community members.

UP is one of the few states, where there is a separate Department of Minority Welfare, headed by a Cabinet rank Minister, assisted by Principal Secretary and Director of Minority

Welfare. The District Minority Welfare Officer drawn from the state civil service is in charge of implementation of the minority welfare programmes in three districts: Rampur, Baharaich and Muzzafarnagar. Whereas in Unnao and Amedkar Nagar minority welfare programmes are looked after by the district social welfare officer. They implement the minority welfare programmes with the help of line departments. The block level facilitators (BLFs) have been appointed in most of the districts. Formations of committees have taken place at all levels and their periodic meetings take place on routine basis. There is active involvement of civil society, NGOs in implementing the '15 point programme', 'Nai (?) Roshni' in many places, i.e. Rampur, Baharaich, Lucknow etc, we were told.

The awareness regarding MsDP among the Muslim intelligentsia, academician, community leaders, political and social activist is really impressive. In many places, girls trained under 'Nai Roshni' scheme, have achieved considerable amount of confidence in articulating at public places apart from showing leadership qualities. Significantly, the present UP government has allowed for setting up mini ITIs at Madrasas by providing them some financial help and according recognition of the certificates. This has helped young Muslim boys to get jobs as fitter, mechanic, welder etc. wherever skilled and semi-skilled personnel are required, earning decent wages. This innovative strategy of promoting mini ITIs at local level, with reasonably less cost and infrastructure, has led to the availability of skilled manpower at the local level, catering to the needs of the local and outside labour market.

Bihar

The Muslims in Bihar comprise about 17% of its total population. They are spread all through the state but mainly in its northern part and their heaviest concentration lies in its north eastern districts, including Kishanganj where proportionate Muslim population is the highest (68%). Altogether, the study area in Bihar encompasses seven MCBs and a lone MCT located in three

districts - Darbhanga, Kishanganj and Nalanda⁷. The MCT is Bihar Sharif which is the administrative headquarters of Nalanda district, located around 90 kilometers away from

⁷ The MsDP schemes started with just three districts in Bihar – Araria, Darbhanga and Katihar in 2008-09. In next financial year (2009-10), it went up to five with coverage extended to four new districts, Kishanganj, Purnia, Sitamarhi and West Champaran, while Araria remaining intact. The number of districts rose further to seven. By 2014-15, as many as fourteen districts (nine in 2013-14) brought under the coverage of MsDP with several new districts – Bhagalpur, Banka, Madhubani, Vaishali, E. Champaran, (Siwan, Nalanda and Sitamarhi were already brought to the MsDP fold in 2013-14) appearing on the list. The number of projects sanctioned also increased from mere three to 25. With ever increasing number of districts brought under MSDP coverage,

Patna, the state capital. The Bihar Sharif town looks forlorn, highly congested with substantial Muslim population (one-third of the total) and it is close to the ancient Monastic Nalanda university site of 6 A.D. era. Today, it is known largely for its agricultural produce and wholesale vegetable market. Two indicators of Muslim presence are significant: : a large number of cold storage and graveyards. The chain of cold storage are meant to store potato, a cash crop cultivated in abundance in surrounding villages, It has led to viable business opportunities contributing to rising prosperity for a few in the area. On the other hand, a large numbers of graveyards make land scarce causing simmering tension between two communities. This has earlier led to communal riots⁸ which mercifully have not erupted during the last two decades. The Muslim households based in this town, inhabited largely by landless families from nearby villages, belong to overwhelmingly lower middle and lower classes which draw their sustenance from *beedi* (indigenous cigarette made of *Tendu* leave and tobacco) making and weaving, mostly on handloom. As MCT, it was identified in 2015-16 only. As many as seven *mohallas* (localities) from this town were covered during the survey.

Taken together, 32 villages from seven MCBs located in the Darbhanga and Kishanganj districts were covered. Darbhanga is flood prone district in northern Bihar and is considered to be one of the most backward districts. In terms of physical infrastructure, Kishanganj is better endowed than Darbhanga but its HDI is highly skewed. Its border joins Uttar Dinajpur in northern Bengal. Concentration of Muslims among the districts in Bihar is the highest in Kishanganj, over two-thirds of the total which is a trait it shares with another north Bengal district, Murshidabad, also covered under the study. Muslim households in both these districts are considered very poor. That apart, households in most of the villages lack drainage, hence their entire neighbourhoods bear a dirty look. Houses are electrified but live electricity connection remains available for not more than 8-10 hours, though this denotes major improvement. Likewise, hand pumps have been installed but due to ground water contamination, drinking water is not potable and people are forced to drink impure water. And most of the houses also lacked toilet facilities.

the identification and monitoring of projects under implementation became a major problem. The Bihar Sharif MCT, for instance, was added only in 2015, therefore it didn't have a MsDP project worth its name; at least, till late January 2016 when the IIPA team reached there for survey.

8:- For details, see, Engineer, Ashgar Ali (1981), Bihar Sharif Carnage: A field Report, EPW, May 16, pp 887-9.

West Bengal

From Bengal 12 MCBs, four each from the following three districts were identified: Uttar Dinajpur, Malda and Murshidabad. All these three districts are located in the northern part of Bengal and are relatively backward on socio-economic parameters as compared to the southern districts of this state. Of these three, Uttar Dinajpur is considered to be the poorest and had already figured as one of the most backward 250 districts, identified by the Union Ministry of Rural Development in 2005/6. A decade has gone by but along with 11 districts in Bengal, it still receives additional budgetary support earmarked for backward region grant fund (BRGF) linked programmes. A large number of the minorities' householders are unskilled labourers, usually earning their livelihood as migrant labour in cities like Bangaluru, Chennai etc. It may be noted that Raiganj, the district town of U. Dinajpur was not even connected with rail network till 2004. People had to come all the way to Malda to move elsewhere in the country. Out of the total nine CD blocks, the survey was conducted in the following four blocks: Hemtabad (Muslim population is 50.24%), Chopra (62.34%), Islampur (71.08) and Raiganj (32.37). Muslims as a whole comprise little more than one-fourth (27%) of the total state population.

In terms of rail connectivity, Murshidabad's territorial location is all the more worse. Even Behrampur, the district headquarter, is yet to figure on the rail network. This town is connected with the rest of Bengal through highways, both national and state. Literacy rate of this district is equal to the Bihar average, 10 percentage point less than that of Bengal. *Beedi* (indigenous cigarette) rolling is the thriving cottage industry here, providing sustenance to a very large number of minority population, comprising more than two-thirds of the total. The rural female literacy rate is woefully short, bringing it closer to Kishanganj in Bihar. Many features of both these districts, situated close but governed under different political persuasions, are identical, illustrating pitiable living conditions of Muslim families: very high minority population, low level of literacy, located in backyards, devoid of connectivity, glued to traditional occupations due to lack of livelihood opportunities and tied with deplorable economic conditions. Murshidabad has 26 blocks of which four have been covered in this study: Jalangi, Khargram, Domkal, and Jiaganj.

Likewise, the following four MCBs are covered from Malda, the gateway of north Bengal. These are: Chanchal-I, Ratua, English Bazar and Old Malda. Of these four blocks, English Bazar is proximate to the municipal body bearing the same name. Yet it is miles apart in terms of physical infrastructure – broken roads, dilapidated houses and public

institution buildings, and unreliable health services, forcing people from villages to approach private practitioners /nursing homes. A health sub centre has been set up recently and so is an *Anganwadi*. It also has a number of *Sarkari* primary schools and a high school. The rural market does provide some scope for tailors, drivers, electricians but a majority migrate to bigger cities. This block is located by the side of state highway and villages are connected by a network of pucca roads, but lacks adequate transport facilities. People do talk of receiving Old age and Widow Pensions but express deep frustration over fewer number of water taps causing scarcity of water and also what is available is highly polluted, contaminated with iron. The villages within the jurisdiction of this block are dotted with mango orchards.

This is almost true of villages covered under Old Malda block. For, it is close to the industrial belt of Malda (Narayanpur) and just on the outskirts of old Malda Municipality, yet the villages lack any backward linkages with these modern working sites. Inhabited by very poor Muslim households, being in great majority and placed in BPL category, the villagers suffer enormously on account of water scarcity. People eke their living largely as agricultural labour. High schooling facility is unsatisfactory. This is true of primary schooling also that suffers from added problem of teacher absenteeism. Nobody from these villages has ever heard of popular minority welfare programme like stipend for Muslim students, skill development/ training programme for educated unemployed etc.. Transport facilities are bad or non-existent largely because of bad road conditions, though the block headquarter is located by the sides of NH 34.

The remaining two blocks – Ratua I and Chanchal I – are relatively more backward, practically on all parameters. This includes roads condition, largely kachha or mixed, though villages are encircled by tar roads, inside, the villages, link roads are all kachha. Transport and drinking water facilities are equally unsatisfactory. Most of the houses are also kachha in the villages covered under the survey. People are literally poor with hardly any livelihood opportunity available other than working as farm labour.. All the surveyed villages had at least one primary school and Anganwadi centre. The living conditions in the villages under Chanchal I block are by and large the same: comprising largely unskilled farm hands, large proportion of kachha houses, lack of basic facilities such as drinking water, toilet etc. In terms of primary schools and Madrassas, however, the villages surveyed seem to be well endowed.

Jharkhand

Located in the backyard of Bihar and the state remained largely neglected for about a century, before its separation as independent state a decade and half ago. Jharkhand in many respects still stand as replica of its older twin. Muslims population in the state is about 15 % of the total, far more than another prominent minority category- Christians comprising 4.3 % of the total. They are largely located in south Chhotanagpur and Santhal Pargana divisions. The MsDP schemes have been taken up in 4 districts: Ranchi, Simdega, Pakur and Sahibganj.

Traditionally, Pakur is known for Beedi making, referred to as its household industry for poorer households. Its economy is predominantly agriculture based. But developments are seen mostly in terms of loss or gain for Santhals and Pahadias – two indigenous communities; though STs as a whole comprise less than 30 % of the total population. Later, its black stone chips gained prominence. With several hundred stone crushers and mines employing tens of thousands population, it is today considered to be a major revenue source for the state government. This however has come at a big price, destroying its dense forest cover.

Of the total 6 blocks in Pakur, three were in the identified list where survey was conducted: Maheshpur, Litipara and Hiranpur. Muslims in all these three blocks comprise around one-third of the total, much bigger than the state average. Their economy is largely traditional, agriculture based. It may also be noted that a great majority of Muslim households do not own land; they happen to be unskilled agriculture/ wage labour. Households from six villages, two each located in three identified blocks – Barhait, Mandro, Udhwa – from Sahibganj district, were also covered. Half of the villages had approximately 50% Muslim population. They are engaged largely as agricultural labour, nearly one-fourth also double up as marginal farmer. Since farming is primarily rain fed, it is uncertain, therefore, out migration is rampant. Some of the villages in North Piyarpur panchayat fall in flood prone area hence people are constrained to live in temporary dwelling units. For, they are displaced practically every year. Women here are engaged in Beedi making, earning around Rs. 100-150 a day. For women in villages under Mandro block it is silk clothes weaving which is their traditional occupation. It is not that much remunerative as they are placed at the lowest end of multi-chain silk industry.

The concentration of Muslim population is as high as 90% in some of the panchayats like Kadma under Barhait block. Very few have their own land thus nine out of 10 households in the surveyed village under this panchayat earn their livelihood as agricultural

labour. The daily wage is still here in the range of 100-150 rupees. Above all, wages to women labour are still paid not in cash but in kind, around three kg of food grains. The village has a middle school but high school is located in Kusma, across the river, difficult for children to access during rainy season. Likewise, hospital is eight km away, a long distance difficult to trudge for pregnant women. Therefore, until it turns out to be too complicated, child delivery takes place at home. For drinking water, a hand pump is available in the government Madrassa but quite often it is found locked, putting pressure on other hand pump belonging to village Madrassa.

Practically, the entire villages surveyed lacked drainage. Leave aside those which are flood prone, the villages in general are connected with pucca roads but inner lanes were either completely kacha or mixed but either way, dirty. Even where drainage systems are laid down, nobody ever cares for their upkeep. In people's perception, maintaining cleanliness is a governmental function therefore they do not bother. This is not an isolated phenomenon; it is more or less common and seen everywhere.

Tripura

With 3.7 million (Census-2011) people, Tripura is the second highest populous state in the North-eastern region. It holds 18th position in terms of population density (350 persons per sq. km) at all India (324) level and the sex ratio is 961(per 1000 males), showing improvement from 948 in 2001. The literacy rate for Tripura in 2011 works out to 87.22 %, third highest after Kerala and Mizoram in 2011. The literacy rate for Muslims in Tripura however is 10 percentage points lower than that of state average. The Minorities population in the state is 8.6 % which is near equal to that of Manipur but much less than corresponding figure (34%) for Assam- another two NE states covered in the study. As per recent study conducted by the Indian Statistical Institute (ISI), Kolkata, the literacy rate stands at 95.16 percent in 2013.

In popular parlance Tripura is a tribal state which it is not as STs comprise just one-third of the population. But the perception conjures an image of a society inhabited largely by poor, downtrodden, deprived lot. This is again not true. The tribal population is lagging behind in terms of educational attainment but they are catching up fast with the general population. The Census-2011 data reveals that the overall ST literacy rate reached to 79.05 percent and it is in this respect they are closer to the Muslim population. With 89.45 percent

literacy, SCs have an edge over both STs and Muslims. These are no mean achievements considering the remoteness of this tiny state.

In Tripura, about 74 percent of the State's population inhabit the countryside of whom, 74% have no access to banking services, 37% do not have access to electricity facility and almost the same proportion of households have no access to safe drinking water. That apart, over four fifths of the population (85%) lives in *kachha* houses, nine out of 10 households (90%) have no access to toilet facilities. Economy of the State is basically agrarian with vast forest coverage. Over two-fifths (42% precisely) of its population is dependent on agriculture and allied activities. In the non-agriculture segment, maximum number of workers are engaged in retail trade, followed by manufacturing, public administration, education, and other community and personal services.

The State is entirely dependent on its roadways for basic transport. The Assam–Agartala National Highway 44 (NH-44), constructed after Independence, is still the only road link with the rest of India. The road network within the State is very poor. Of the total road length, as much as 57 per cent is covered by an earthen surface. The proportion of surfaced road length to total road length in Tripura is the second lowest after Assam among the North Eastern States. Further, safety on the highways is a severe constraint on the normal flow of vehicular traffic, adding to the costs of transporting people and goods⁹ and greatly inconveniencing travellers.

The left front government in Tripura has over the years launched exclusive development and welfare programmes for minorities. It had established a separate directorate for executing minorities development programmes way back in 1999 itself. There are as many as 124 minority concentrated villages and 24 wards under several nagar panchayats. They fall under administrative jurisdiction of 12 MCBs in Tripura, spread across three districts. Of them following six MCBs are covered in the study: Melaghar, Kathalia and Boxanagar (West Tripura district), Kadamtala, Pencharthal and Dasda (North Tripura). Apart from Bengal, it was only in Tripura where awareness about MsDP even among common masses in some of the villages was noticeable.

⁹ The distance from Kolkata to Agartala is 1,700 km which was less than 350 km before the Partition. The costs of transport are disproportionately high: a 9-ton truck from Guwahati to Kolkata, covering a distance of 1,100 km, charges Rs 20,000, while the same truck charges Rs 16,000 for a 1,600–km distance from Kolkata to Chennai (Sarma 2005).

Punjab

Punjab is one of the most prosperous states of the country. Sikhs are the majority community in this state, constituting 58% of the population, though in the national context Sikhs happen to be a minority community. They are followed by Hindus (38.5%), Buddhists (0.12%) and Jains (0.16%). Approximately two-thirds (66%) of the population lives in rural areas of the state, Muslims are mostly settled in rural areas. They work as marginal farmer and labourers in allied sector. The state's average literacy rate is 67.5%, but corresponding figure for Muslims is 52.83% only, below the state average.

MsDP is implemented in Malerkotla of Sangrur district in Punjab. It is a small town which used to be a princely state during British regime. When this state was reorganized in 1956, it became a part of Punjab. It has Muslim majority with mixed population: Muslims - 68.5%, Hindus - 20.7%, Sikhs - 9.5%, Jains- 1.1%, Others-0.2%. Since independence till date, this place has not witnessed any major communal riots, a unique feature of this place. The literacy rate of this district is 70.25%. However, the female literacy among the Muslims is not encouraging except from the elite strata. Apart from studying in Madrassa, a large number of Muslims boys and girls opt for general education in schools and colleges. Being a Muslim majority area, Urdu is taught alongside Punjabi in local schools. The place has a government College having facilities up to Post Graduate (PG) level and some professional courses and also located are a private degree college, an ITI and Government Senior Secondary school etc. The quality of infrastructure, i.e. roads, houses in villages, school buildings, anganwadi centres, panchayat offices, reflects the material prosperity which the district has achieved. Contrarily, however, majority of Muslim households at Malerkotla struggle for their day to day existence, primarily working as marginal farmers and labourers in villages and nearby business centres, subzi mandi etc. Approximately, 90% of them work in unorganized sectors.

In general, Punjab is facing a crisis in terms of employment. The problem of educated unemployment or underemployment is also visible at Malerkotla, particularly among women. More women go for higher education than men in Punjab across the board. At Malerkotla, the educated unemployed girls from minority community are engaged as anganwadi workers, even as helper, despite having Masters degree to their credit. The share of Muslims among the total workforce is only 1.92% which is exactly same as their share to total population (1.93%). Majority of Muslims are primarily under working class category. However the trade and commerce of this place is also managed by Muslims. Most

importantly, Sikhs and Hindus are seen working here as employees of business enterprises or industries, managed by Muslims.

In rural areas, Muslim women are known as hard working, taking care of entire farming operations, apart from attending household chores. The men go to the market to sell the vegetables and agricultural products. Even women run the bullock-driven carts used for agriculture and other purpose. Their contribution to family earning is significant. Distress among the minority community in rural Punjab is visible due to lack of gainful employment generation activities. Some of them are engaged in MNREGA led schemes, others in industries and service sectors located in nearby cities, such as Patiala, Jalandhar, Chandigarh etc. Though the villages are clean and houses look neat, lack of safe drinking water and drainage facilities make the health and hygiene conditions a matter of some concern.

Social welfare department of the state is looking after minority welfare activities. This department was established along with the creation of the state. At the district level, District Development Officer is in-charge of this department. MsDP and other minority welfare programmes are implemented under the guidance of Block Development Officer with the help of Block Level Facilitators (BLF), appointed in all the MCBs. There is a lack of proper office space and adequate manpower, affecting proper implementation of this programme.

Odisha

In Odisha, Hindus are 93.63% of the total population of the state followed by Christians 2.77%, Muslims 2.17%, Sikhs 0.05%, Buddhists 0.03%, and Jains 0.02%, as per the 2011 Census. Christians outnumbered the Muslims during the period 1971-2011. The Buddhist population has grown by 40.44% in the state, which is the highest according 2011 Census, followed by Christians at 29.39%. The growth rates of Muslims and Christian populations have shown increasing trend in the state.

In the Gajapati district of Odisha, Christians happen to be the minority community. This is basically a tribal dominated district of Odisha. It borders Andhra Pradesh and is one of the Maoist affected districts which was identified as one of the country's 250 most backward districts in 2006 by the Government of India. It is one of the 19 districts of Odisha, currently receiving the Backward Regions Grant Fund (BRGF). According to the Census of 2011, Gajapati district has population of 57.58 lakhs and has a sex ratio of 1042 females per 1000 males, more than the state average (978) but its literacy rate, 54.29% is less than the

state average of 73.45%. In this district, 90.03% of the total population lives in rural areas, where as the corresponding state average is 83.32% only.

At Gajapati, the largest minority community (Christians) constitutes 33.47% and among them the literacy rate is quite high, including female literacy. This is largely due to the presence of Christian Missionaries run educational institutions in the district for quite long. Not surprisingly, in many tribal belts of Odisha, the literacy rate among the tribals and converted Christians are relatively higher than minority communities across the board. But in terms of income, employment generation activities, land holdings, assets, pucca houses, the scenario is not encouraging. On an average, the family size is large, 5 to 7 members per family.

In Odisha minority welfare programmes are administered by the Social Welfare department which also takes care of SC, ST and OBC welfare. Being a tribal dominated district, the implementation of MsDP rests with the integrated tribal development agency (ITDA). Down below, the Block Social Welfare Officer looks after the minority welfare activities. There are four MCBs in Gajapati district; of which Mohana Block was identified for the study purpose.

The major sources of livelihood here are: agriculture, petty business, forest based products, largely NTFP, remittances sent by the migrant labourers working outside of the state. The labourers usually opt for seasonal migration, going too far off places like Visakhapatnam, Hyderabad, Mumbai, Surat and Delhi etc. Water is a scarce commodity in the villages under Mohana Block. There is a lack of adequate amount of land for construction of community assets like Anganwadi, school building, health sub-centre. To cap it all, the minority community is pitted against the majority (Hindu) community over sharing of natural resources, NTFP, pond for drinking water and bathing purpose. There is a dearth even of a cremation ground. Due to lack of grazing land, minority households cannot even rear cattle as supplementary source of earning. The practice of untouchability is acute in this district and its worst victims are those Christians who earlier belonged to the Scheduled Castes.

Sikkim

With hilly terrain, abundant natural resources and excellent climatic conditions, Sikkim is totally different from the rest of the country. Its flora, fauna, shrubs, bamboo species etc, are unique, including over 400 medicinal plants. It is the only recognised organic state in the

country. Buddhists happen to be the minority community who believe in simple living and spirituality. Their day to day life and livelihood revolves around nature and religious activities. It has the third smallest GDP among all the states of the country. Its economy to a large extent is dependent upon tourism

Sikkim is the least populous state with total population of 607,688 as per 2011 Census. Area wise, it is also the second smallest state. Likewise, with only 86 people per square kilometer, it is also the least densely populated Indian state. Lately, it has registered a high population growth rate, averaging 12.36% between 2001 and 2011. The sex ratio is 889 females per 1000 males, less than the national average. There are 10% Christians also. Muslims of Bihari origin and Jains are of approximately 1% each of the total population. Migrant Biharis, Marwaris and Bengalis control the local trade, and commerce. In the state, the literacy rate is 81.5% among the total population and among the Buddhist it is 80.50%.

For the implementation of MsDP, Mangan and Chung Thang block of North Sikkim District of Sikkim are identified. The following assets have been created under MsDP: new school buildings, hostels for boys & girls, ACRs, IAY houses, primary health centers, ANM quarters, anganwadi centers, construction of earthquake resistant houses, library building and toilets in schools. The cost of construction material is high due to lack of availability of raw materials and their transport to the high altitude. In fact, the approved cost of a unit of IAY for instance, is not sufficient to construct a house there. Consequently, IAY houses remain incomplete, at least to those who can't mobilize additional resources.

The literacy rate of Buddhists is high; they lag behind in higher and professional education. This is due to lack of opportunities for higher education for minorities in places like Mangan. The Sikkim Central University, established lately, is located near Gangtok which all minority community students cannot afford to attend, except their elite strata. For drinking water, people as a whole are dependent upon the streams. Interestingly, water is tapped and stored in large tanks or similar container, then chlorinated and supplied to each household. Employment opportunities, income generation activities, access to higher education and unavailability of transportation and communication facilities are some of the critical issues encountered by the people at large, including the minority community here.

Delhi

With a heterogeneous social composition, Delhi's total population is 1.67 crore (Census, 2011). Of which Hindus comprise 81.68%, followed by Muslims (12.86%), Sikhs (3.4%),

Jains (0.09%), Christians (0.87%) and others (0.12%). Little over half of Delhi population (52%) live in unauthorized colonies, including slums without proper access to basic services like water, electricity, sanitation, sewage system and proper housing.

MsDP programme is implemented in Nand Nagari, falling under the jurisdiction of minority concentrated N-E district of Delhi. Area wise, this is the only block which has overlapping boundaries in two districts of Delhi. Accordingly, programmes are also implemented in these two districts. In the N-E district of Delhi, total population is around 23 lakh and the literacy rate is 83.09%. The human development indicators of the minority community in this locality are comparatively low, though it is significantly not different from other Muslim concentrated areas located around Old Delhi, Jamia Nagar and Okhla etc. In all these places, the conditions of lower strata of Muslim community are almost the same. Majority of Muslims households settled at Nand Nagari at some point of time came as migrant labour primarily from UP and Bihar. The problems of minorities here are multiple. The health and hygienic conditions are deplorable. There is lack of proper drinking water supply, of drainage and garbage collection system, of adequate space between houses, lined in narrow congested lanes and half built houses, where outside plastering of wall was never done. Open defecation is also rampant here. However, this is a common feature of slums and unauthorized settlements.

Average family size is relatively large, generally 5-7 and sometimes even more among the Muslims settled here. In spite of availability of schools with relatively good infrastructure, thanks to MsDP, the regular attendance of children in schools never crosses 50%, girls' education is lower. Many children of nearby schools in this locality happen to be first generation learners. Financial constraints happen to be the greatest impediment for survival of majority of households. Hence, parents remain more worried about raising family income rather than thinking of their ward's education. Most of them work in unorganized sectors as cart puller, vegetable vendor, auto driver and rickshaw puller, petty businessman, working as salesman in small shops and in small scale industries, lying on the outskirts of Delhi, bordering Ghaziabad, Nand Nagari (???) is also prone to crime.

Created under MsDP, the ITI for girls is functioning very well at Nand Nagari. With running courses on textile designing, dress making, computer operations etc. a majority of students enrolled are from Muslim community. Most importantly, all the concerned – teachers, parents and students – are optimistic of finding gainful employment after completing these courses. The very presence of ITI for vocational training has triggered the

demand for learning skills and craving for higher earning is noticeable among young boys and girls. It may be noted that the Muslim children are more attracted towards vocational education. Hence the establishment of this ITI has incentivized girls' education in this locality, as it is close to their home, safe and secure, parents eagerly send their children to this institution. There is no lack of entrepreneurial skills among the minority communities but what restricts them from moving forward is the lack of opportunities. Awareness among the minority community regarding MsDP or any other government schemes and welfare programmes is almost nil except for local activists and petty political workers.

Haryana

According to the 2011 Census, Haryana has a total population of 2.77 crore. Of them Hindus are in majority (87.45%), followed by Muslims (7.03%, mainly Mewatis) and Sikhs (4.91%). Muslims in Haryana are primarily concentrated in Mewat and Yamuna Nagar districts. Haryana is one of the economically advanced states of India where agriculture, animal husbandry and manufacturing have registered sustained growth since the 1970s. But Mewat lags far behind in terms of all the development indicators in comparison to other districts of the state. Its literacy rate is 56.1%, lowest in Haryana and less than the state average (76.64%). Incidentally, sex ratio of this district is 906 which is above the state average (903). Approximately 95% people in this district live in rural areas. The main source of income is agriculture and allied activities, which is totally dependent upon rainfall. Animal husbandry and dairy are the other livelihood sources for those who live close to Aravali hill range. Milk production is not low, but due to indebtedness most of the farmers are forced to sell milk to (who are these lenders ??????) at lower than normal market prices. The living conditions of Muslims, particularly those who do not have agriculture land or financial capacity to do small business, are really pathetic. This is almost true of non-Muslim households of this locality.

MsDP is being implemented in Nuh, Jhirkaha, Nagina, and Punhana blocks of Mewat district. Of these, only Nuh and Nagina blocks are covered under this study. Prior to MsDP, a number of programmes were implemented for the welfare of minorities here. International Fund for Agriculture and Development (IFAD) was roped in for development activities in 1980s and 1990s, though it could hardly bring any noticeable change on ground. Now the Mewat Development Authority (MDA), the nodal agency for implementing minority welfare programmes, also handles the programmes of department of social justice and welfare for the entire district.

In general, the minority community is highly conservative and do not appreciate speaking or hearing of a single word against the plight of their own community. For instance, they treat 'child birth' as a gift of God (*Khuda ki Nemat*), hence, do not wish to use any contraceptive for birth control. Thus, the number of children is relatively more and the family size is 8 to 10 on an average. Not surprisingly, women are marked with low health indicators, showing greater prevalence of anaemia, sickle sick cases. With the presence of NRHM enabled ASHA, now basic health facilities are available at local level. Recently, state government has established a medical college at Nuh. It has good building and infrastructure, but lacks sufficient Doctors and para-medicos. Similarly at the level of CHC, despite all attempts of the district administration, no lady doctor is willing to join it, we learnt from the District Collector during our fieldwork. It deserves mentioning that Mewat district headquarters is only 50 kms away from modern Gurugram , the glittering new millennium city. For drinking water purpose, the people of this area are totally dependent upon sources like- tube well, dug well etc. The quality of drinking water is not good. Lack of proper drainage system, cleanliness at the district head quarter level was apparent.

Approximately 50 percent of children happen to be first generation learners from this community. Through the MDA eight schools are running, in which about 400 staff are employed to cater to the needs of a large number of students, ranging from 200 to 1000, depending on the size of the school. The residential girl's school and the Mewat model schools have brought some change in the attitude of the people – a fact we observed following our interaction with the children, parents and school teachers. They consider these children as harbinger of change. Free accommodation, food, uniform, study material and above all, a highly conducive environment for learning have encouraged parents to send their ward for school education. Many of them are aspiring to go for higher education. A government girls' degree college has also come up at the district town where a building has been constructed but lying non-functional without posting of regular teachers. It is against these odds that the young educated generation, slowly but gradually, have started moving outside from depressing rural social environment of Mewat to Gurugram , Delhi etc.

Uttarakhand

The total population of Hardwar district is about 2 million of which 70% lives in rural areas. Minorities comprise 34.7% of the district population, overwhelmingly represented by the Muslim community. Their share is much higher at 37.7 per cent in rural areas of the district. Its population density is 817 and literacy rate is 74.62%, less than the state average, 79.63%.

Agriculturally, this region is prosperous - thanks to its fertile soil and canal irrigation network, 'Gang Nahar' in this district. It also has some big industries, such as Hindustan Anti Biotic Limited (HABL), Bharat Heavy Electrical Limited (BHEL) etc. Now with the coming of big private industries here, the state government has declared Shivalik Nagar area at the outskirts of Hardwar as 'Industrial Development Zone' (SIDCUL). All these have offered enhanced employment opportunities to local population, across all religions. Regular visits of a large number of tourists to Hardwar for pilgrimage purpose or otherwise also contribute to the local economy.

MsDP has been implemented in three blocks, namely Luskar, Bhagwanpur and Narsan of Hardwar district. More than half of the population of Luskar is Muslims. Approximately 10 percent of Muslims are self - employed, we were told by officials, another 10 percent have their own farm land and almost equal proportion of them are daily wage labourers, engaged in factory, shops, business establishments, small industries etc. The rest of the population is either unemployed or underemployed. On an average family size is 5 to 7.

Uttarakhand became relatively developed and prosperous after gaining separate statehood. Its infrastructure, transportation and communication have improved substantially and the land price has also increased significantly. In Bhagwanpur block, a large number of small and medium industries are located. In fact, approximately 1000 industries of various scales are dotted in and around Hardwar. It has given reasonable amount of skilled and semi-skilled employment to local people including minorities.

The minority welfare administration is administered by the District Minority Welfare Officer. As it is a newly created state, the minority welfare department is carved out from the existing social welfare department. This department however lacks required supporting staffs for programme implementation. Hence, they are dependent upon various line departments of state government. Recently, the minority welfare department of the state government has demarcated land for 53 cemeteries in this district, out of which at 13 locations, boundary wall have already been constructed.

The health indicators for Muslims are very low. No Primary Health Centre (PHC) has proper health care personnel or facilities required for child delivery, whatever exists is not fully functional.

Notwithstanding these unhealthy signs, demand for formal education seems to be increasing among Muslim households. In urban areas it is more visible. Even girl's enrolment in schools has also gone up. From the state government side, a new programme has been launched for the development of Madrasas in this area. It is named as 'Sponsored Programme on Quality Education of Madrasas' (SPQEM). From class 1st to 8th, students are receiving scholarship by the state government through the school. Similarly, from class 9th to 12th standard, students are getting scholarship by the government. The scholarship amount is directly deposited in their accounts. In some villages, we were told people from minority community are occupying high positions in civil services and higher judiciary though they too had started their early education from Madrasas. In Hardwar district, very few people are aware about MsDP.

Manipur

The Minorities in Manipur have added significantly to the multi-ethnic, multi-religious and multi-cultural identity of the State. As the state has been facing problems related to insurgencies, the development process has not been able to reach the door steps of the needy people in the way it should have. However, with the support of the both central and state government the process of development has picked up recently through schemes like MsDP for the Minorities. Initially, this central scheme for the Welfare and development of Minorities was undertaken in six MCDs (Churachandpur, Tamenglong, Senapati, Ukhrul, Chandel, Thoubal), later in MCB of Imphal East District of the State.

The Imphal East district has also witnessed the rise of *Meirapaibi* (torch bearer) movement among other districts. This is a new women's movement that exemplifies another collective women's power in Manipur. It began in the 1980s and got momentum for a considerable period of time. The womenfolk of Manipur launched the movement to save people from the clutches of liquor and drugs. Many respondents from the minority community argued for strengthening of the movement during the field study.

The Moirangpurel village where the MsDP work has been undertaken remains one of the neglected areas despite its proximity to the state capital. Surrounded by hills and agricultural lands, Moirangpurel is connected by roads and is accessible round the year. The village has water connections for sizeable sections of total population and comes across as comparatively clean in terms of sanitation. The village lacks the smooth access to health care facilities. The MsDP's intervention by creation of health centre is certainly commendable.

The existence of high schools for boys and girls provide the education to the students coming from villages surrounding Moirangpurel. Despite not getting regular salary and other required support, the schools have been providing quality education with residential facilities. Similarly, Khsetrigaon and Keithalmandi are relative more backward and agrarian. The access to education and especially health has made the villagers more cautious to health problems but prone to spending more on medical expenditure by rushing to Imphal. In terms of sanitation, both the villages came across as clean ones. Provision of safe drinking water has been an issue with the villagers.

Churachandpur has been at the receiving end of the impact of insurgency. It is apparent from the fact that the entire district administration operates from the campus of Assam Rifles. The hill-valley discrimination issue and ethnic clashes have adversely affected the development process¹⁰. In addition, the geographical distance and lack of proper infrastructure has added to the backwardness of the districts and the minorities in the district as well. One remarkable feature towards socio-economic development has been the *Marup* in Churachandpur. It represents a cooperative structure for the villagers involving minorities, females, tribals etc for production and selling of handloom, handicrafts, preparation of different sweet items, fruit and vegetable preservation etc. The *Marup* (cooperatives) emerge as the best vehicles for empowerment of women in Manipur as evident from Churachandpur which may be utilized for the empowerment of minorities.

The Thanlon block does not have smooth access round the year as it is situated in a geographically distant location and in hilly terrain. In comparison to it, the block Henglep is relatively better endowed with communication facilities. The villages are scattered in various hills. Kokodan khullan, Lamdan Kuki, Phiren villages have remained outside the development purview for a long time. The existing educational infrastructures at the villages speak of the sorry state of affairs before the implementation of MsDP. Significantly, the nearby church in the village provides necessary space for teaching. People face the biggest impediment in accessing health care facilities. The difficult geographical terrain makes the access to health services a daunting task in case of emergency.

The interventions in health, education infrastructure in an insurgency hit area have been one of the remarkable achievements through MsDP.

¹⁰ See, 'Churachandpur on boil' *The Hindu*, September 03, 2015, for details.

Telangana

The issue of minority development has been a priority for various governments in undivided Andhra Pradesh and even after the creation of Telangana. The districts of Kadapa, Kurnool, Medak and Nizamabad, Adilabad, Rangareddy, Guntur, Anantapur were selected for implementation of the MsDP in undivided Andhra Pradesh. After bifurcation of the state, Medak came under Telangana. Medak represents 3.59% of population of undivided Andhra Pradesh with literacy rate of 61%. The proportion of minority communities in Medak district as per the 2011 Census is as follows: Muslim (11.29%), Christian (1.13%), Sikh (0.04%) and Buddhist and Jain (0.02%).

The MsDP schemes have been executed in three mandals: Kohir, Nyalkal and Zahirabad. Zahirabad is a Muslim dominated block which also happens to be home to a sizeable section of Christian community. Zahirabad Mandal comes across as a huge settlement having the largest area of 410.38 Sq. Kms among all mandals and at the same time, it has the distinction of having the largest rural area of 354.47 Sq. Kms. The presence of Christian community has added to the multi religious characteristics of the area. The existence of a beautiful church in the heart of Zahirabad itself affirms the peaceful co-existence of two prominent minority communities in Medak.

Zahirabad's economy is badly affected by its dry land, causing major deficiencies in its agriculture production and crop failure. This has caused tremendous development deficit and the problem aggravated over the years due to poor economic conditions of the inhabitants. Despite initiation of many development activities in terms of provision of water, the scarcity of safe drinking water has remained a severe problem in Zahirabad and surrounding villages. During the field study it was known that the Deccan Development Society had extended support in the form of *Sangam* the local women to tide over poor financial conditions and food security in the area. This is also well documented.¹¹

The proposed Urdu Medium College in Zahirabad itself will extend a boost to the spread of education through the existing college. The mobile health van facility to various villages has been a positive step in the block. Asadganj, a minority dominated village has the necessary infrastructure for basic health facility and the villagers have been benefitted by the mobile health van touring the village in regular interval. However, villages like Satawar,

¹¹ The Energy and Resources Institute (2011). *Environment Chronicles: The Best of Tera Garden*, TERI Press

Chinna-Hyderabad lag behind in terms of health care facilities. The case of Shaikhpora has been same and the villagers rely on Zahirabad health centre in case emergency.

Zahirabad offers a contrasting picture on development. On one hand it has a chilling plant and big corporate house like Mahindra & Mahindra and on the other hand due to lack of education and skilled training the youngsters face unemployment leading to backwardness.

With the establishment of IIT, Hyderabad campus in the Medak, the district has come into prominence. It has also created a ray of hope in terms of quality higher education for the inhabitants of the district. The district has the presence of industrial giants like Dr Reddy's laboratory, MRF Limited, Mahindra & Mahindra, Asian Paints etc having a rich potential for employment opportunities for trained industrial young personnel.

(Washim) Maharashtra

India's third largest and second most populous state of India Maharashtra encompasses almost all minorities and its multi-culturalism has been the outstanding feature of the state. The total population of Maharashtra is around 112 million, as per 2011 census. Of them, Hindus comprised 77.8% of the total, followed by Muslims, accounting for 13.5%, Budhists 5.8% of the total population. Sikhs, Christians and Jains are thinly present constituting 0.2%, 1.0%, and 1.2% of the population respectively.

Another prominent member of the minority communities in Maharashtra has been the Parsis. One of the most significant features of the community has been the decline in population. The main reasons for the dwindling parsi population are childlessness and migration.¹² Demographic trends project that by the year 2020 the Parsis will number only 23,000. The Government of India has launched a programme '*Jiyo Parsi*' to stem the fast declining rate of Parsi population in collaboration with Parzor Foundation, the Bombay Parsi Panchayat.¹³

Minority population is spread in as many districts but MsDP projects have been taken up in the following four districts: Washim, Buldhana, Hingoli and Parbani. Of these four districts Washim was identified for the present study. Located in the Vidarbha region of the

¹² (Roy, T.K.; Unisa, S.; Bhatt, M. *Growth of the Parsi population in India*, Mumbai: National Commission for Minorities 2004, pp. 8, 21)

¹³ 'Parsis and Jews: Two Communities and a battle for survival', *Hindustan Times*, December 11,

state, Washim is a relatively most backward district in Maharashtra. It lacks both direct air and rail links. The nearest airport is little over 200 kms at Aurangabad. For all practical purposes, Nagpur is treated as the closest hub, though it is 300 kms away from Washim town. State highways are full of pot holes, making journey more time consuming from Aurangabad than approaching from Nagpur side. Besides, very few flights are available from Aurangabad airport. Thus, Washim terribly suffer from infrastructure under-development. Although urbanization rate is one of the highest in Maharashtra, Washim still has nearly four-fifths of population (82 %) living in rural areas.

In Washim, near 23.19% of the total population represent minority communities. Of these, Muslims constitute 6.49%, and Buddhists 16.16%. The tehsil-wise minority community representation in Washim shows that Karanja is the largest minority concentrated tehsil with 31.23% of the total population from minority communities, and Karanja tehsil has the highest Muslim population in Washim. Manora tehsil has the lowest minority-concentration. Mangrulpir has the highest Buddhist concentration and except Manora, the rest of the tehsils have more than 14% of the total population as Buddhist population. Household survey was conducted in Manglurpir and Karanja.

With dominant agrarian economy, an overwhelming 90 % of the workforce is dependent on agriculture. In the absence of canal irrigation system, farming is rain fed but rainfall is sufficient in this area, though mostly coarse food grain like Bajra and Millet are grown here. Most of the villages lack transport connectivity. In terms of banking, health and education, the achievements of Washim is very modest.

Bidar (Karnataka)

Situated in the northernmost part of the state of Karnataka, Bidar is primarily a rural district. Being perpetually drought prone it is predominantly a backward district. It has borders with Medak district and is close to Hyderabad which serves practically all the purposes of Residents of Bidar. Prior to independence, Bidar was a part of Hyderabad princely state. Thereafter, whether for higher education, better health care or modern employment avenues, it is Hyderabad that people in Bidar think of, not the state capital of Bangaluru which is far away. Nearly one-fifth (20%) of the total population is represented by minorities, Muslims, as compared to the state average of 13 per cent. Christians account for around 4%. The SC population is also substantial, 20% in Bidar, followed by STs at 12% of the total.

The literacy rate for rural areas is 56% which is below the state average of 59%. And more than half of the women folk happen to be illiterate. Bidar also suffers from shortage of health care and drinking water facilities. And it doesn't have higher education facilities either. The economy has an agrarian base and mostly produces dry cereals. However, it is noted that Bidar has the distinction of realizing the importance of providing safe water to inhabitants way back in the 15th century through the *Karez* system and this has become an important feature of the MsDP programme. Bidar, once a vibrant place of for cottage industries, like cotton and oil-ginning industries, now has very limited industries.

Administratively, the Bidar district is composed of five talukas: Aurad, Basavakalyan, Humnabad, Bhalki and Bidar. Of these, Bidar and Humnabad talukas were identified for the study purpose. Lack of sanitation, drinking water and health care facilities were more or less deficient in practically all the villages where household survey was conducted.

Notwithstanding these deficiencies, the Karnataka government deserves appreciation for supporting development programme for minorities, Muslims particularly. Humnabad taluka headquarters is more than 50 kms away from Bidar district headquarters but it has polytechnic and an ITI for women. This taluka town also has a functional girl's hostel, besides that for boys, too, which was quite unlike in many other states covered under the study. For, MsDP funds are meant for creating infrastructure only. Consequently, in many states, the IIPA team came across empty hostel buildings which have not become functional hostels in the absence of the downstream provisioning including furniture, functional kitchen, staff etc which are to be provided by the concerned state minority department. The district has an independent minority development department, headed by a district officer for minority affairs. With facilities available, there is craving for professional education among minority households.

As noted above, Bidar has substantial Dalit population, though there are many who also happen to be Christians. The overall living conditions of SCs are far better than that of minorities and tribal population in the district.

ASSAM

Known as the gateway to the north-eastern region of the country, the state of Assam has the distinction of the proportionate highest concentration of Muslim population. This accounts for around one-third (34%) of the total population of Assam. It is hardly surprising that out of 13 minority concentration districts (MCDs) initially identified for implementation of MsDP

schemes, except one all were Muslim concentrated districts. The remaining one MCD was a Christian one, the North Cachar Hill district. The population distribution on religious lines is as follows: 61.47% Hindus, 34.22% Muslims, 3.7% Christians etc. The Scheduled Tribe population in Assam is around 13% in which Bodos alone account for 40%.

Muslims are spread practically everywhere in Assam except for the five upper Assam districts: Sibsagar, Golaghat, Jorhat, Dibrugarh and Tinsukia. They are predominantly settled in the rest of the Brahmaputra river valley districts. And their concentration is the heaviest in the lower and central Assam of the Brahmaputra valley. Out of 32 districts of Assam, nine are Muslim majority as per the 2011 census: Dhubri, Goalpara, Barpeta, Morigaon, Nagaon, Karimganj, Hailakandi, Darrang and Bongaigaon. These minority concentrated districts recorded population growth rates ranging from 20 per cent to 24 per cent during the last decade. The literacy rate has gone up in Assam, including in Muslim majority areas. For instance, the rate in Hailakandi, which, as per the 2001 Census, has the third highest Muslim population at 57.6 per cent in the state, increased from 59.6% in 2001 to 75.3% in 2011. Goalpara is included among half a dozen Muslim majority districts identified for the study. The share of Muslims population in Nagaon - another district selected for the study is almost equal to the Hindu population. Undoubtedly, Muslim population is thickly spread out in the districts bordering with Bangladesh. It is worth mentioning, however, that the Muslim households in Assam are demographically different from their counterpart in Bihar and UP having relatively smaller family size. And this is true for both Hindu and Muslim communities. But literacy attainments are different: it is almost 10 percentage points higher among Hindus than Muslims.

Again, unlike Bihar and UP, there is absolutely no landlessness among either of the communities in Goalpara district, which is in contrast to Cachar where about three-fourths of both Hindu and Muslim households do not own any piece of land at all. In fact, in terms of land ownership, there is very marginal difference between both the communities, except in a few districts including Nagaon where landlessness is at a higher level among the Hindus than Muslims. And both communities are dependent largely on agriculture and allied sector like plantation (tea, rubber etc) for their survival.

Being perennially ravaged by floods, the roads, drinking water, electricity and health care facilities are deficient almost all through the state, more so in lower Brahmaputra districts. Sanitation is also a major problem. **Kerala**

Christened as ‘God’s own country’, Kerala tops the list of Indian states in terms of human development. Kerala is home to 2.76% of India's people as per the 2011 Census. Three major religions constitute the Kerala society, namely Hindu (54.7%), Muslim (26.6%) and Christianity (18.4%) and a very small section of Jews. The integration of minority communities into the mainstream of India is best showcased in Kerala. It has the oldest Church of India. Kerala ranks highest in India with respect to social development indices such as elimination of poverty, primary education and healthcare and is the only state to have more females per 1000 males. In terms of emigration in 2011, Muslim (45%) and Christians (37.5%) constitute the large chunk. This is quite remarkable as the minorities in Kerala contribute a large share of remittances from abroad. However, due to large scale emigration, old age care has emerged as one of the prime demographic concern. The provision of palliative care for the aged people in Kerala has been hailed as an innovative development initiative. The socio-economic dynamics of Muslims in Kerala have been entirely different from their counterpart in northern Indian states. By virtue of being well established community for ages, they have equal access to education, including their own Madrassa system as well as health care. Waynad and Mallapuram are two districts identified for the study.

The district of Wayanad is hilly and is overwhelming rural (96%). It is thickly dotted with plantations of coffee, rubber, tea, pepper etc. The minority communities account for half the total population of Waynad –Muslims, 27% and Christians, 23% -and the remaining half is represented by the majority community, Hindus, including 18 % ST population, concentrated heavily in this district. The presence of SCs is very thin being a mere 4% of the total. Almost every household across all the communities have some amount of land. Another district covered in the study from this state is Mallapuram. In contrast to Waynad, Muslims account for more than two thirds of the population (70.24%) of this district followed by Christians (1.98%), Sikhs, Buddhists and Jains are almost negligible.

Two minority concentration blocks (MCBs) namely, Panamaram and Kalpetta from Waynad district and a lone minority concentration town (MCT) Ponnani from Mallapuram, have been identified for implementation of MsDP in Kerala.

Arunachal Pradesh

Located in the remotest north-eastern part of the country, Arunachal Pradesh is a tiny state, population wise (less than a million) but is huge in terms of territorial spread. Much of its inhabitations are distant, isolated and virtually lying out-of-the-way with a population density

of 13 per sq.km. It has over one thousand kilometres of international borders with China, Bhutan and Myanmar. It also represents a mosaic of cultural and ethnic diversity. In terms of numerical strength Christians, Hindus are roughly equal, each one comprising 30 % of total population, followed by Indigenous (25%), Buddhists (12%), Muslim (2%) population. Sikhs and Janis are also there but numerically they are in thinnest minority, 0.2% each. And they are oddly distributed. Buddhists for instance are in majority in Tawang and Changlang districts only. The former is tucked in the remotest corner, at a distance of two-day drive from Guwahati, the nearest available airport having regular flight services from the capital city of India. Tawnag doesn't have rail connection. Lumla block headquarters, the study area is 45 kms further away. It has borders with both Bhutan and China (Tibetan part). Bordumsa block headquarters, another MCB from this Himalayan state, also doesn't have rail connectivity. The nearest airport is at Dibrugarh, 130 kms away from this tiny block town belonging to Changlang district. This is a plain area, or topographically situated at the foot hills. Diyun is another MCB, though MoMA treats both as one by conjoining them as Bordumsa-Diyun. It has borders with Myanmar.

The people are dependent largely on farming and allied activities; many have entered into government jobs and also work as contractor as well as labourers. Villages on hills particularly, are sparsely populated. Water is fetched through pipes laid to streams. Electricity supply is erratic. On the whole, the area is marked with low income inequality and people seem contended.

Leh (Ladakh)

The state of Jammu & Kashmir has three distinct regions which are different in every respect: topography, ethnic composition, language, climate, food habits etc. The capital, Srinagar is essentially a valley, Jammu has both hilly and plain areas but Ladakh is rugged, known as cold desert and is located at a very high altitude. Muslims are in great majority in the valley while Hindus are in majority in Jammu region and Buddhist dominate Ladakh, particularly Leh, comprising nearly three-fourths (73%) of the total population of Leh district. They are followed by the Muslims accounting for 14% and Hindus at little less than one-tenth (9%) of the total. But Buddhists also carry ST identity. In fact, STs account for more than four-fifths (82%) of the total. In view of their preponderance and also to usher them into a decentralized system of governance Leh Hill Development Council under the Ladakh Autonomous Hill Development Council Act 1995, was created nearly two decades ago.

Notwithstanding its remoteness, the educational attainment of Leh at 65 % is higher than the state average, 50%. Since it is sparsely populated, practically, each and every village has a primary school, though the number of students is dwindling fast in Leh and other small towns in Leh district. Over the years and with increasing contact with the outside world, parents have started shifting their children to English medium schools. Literacy among Muslims is high at 79% in comparison to Buddhists, 74%. It is reverse in case of sex ratio which is higher in case of Buddhists (1012) than Muslims (972). Despite their remote locations, electricity connections are better. But only around two-third of households have access to drinking water facility. In terms of immunization, institutional child delivery, the district records are better. This is not to deny however that increasingly people have started shifting to town area to avail this facility and also for other health care needs.

The land is not fertile as is the case with desert areas but both communities own sufficient amount of land as the degree of landlessness is very small in Leh. As agriculture cannot sustain large number of households, the government happens to be the biggest employer. Approximately, half of the total workforce is engaged with government offices. A large number of households are linked directly or indirectly with tourism, drawing their sustenance. People in general are still very simple and innocent in their conduct and outlook, maintaining a somewhat harmonious life with the nature and keeping alive cooperative life style based on mutual help and trust.

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MsDP and the People

The MsDP projects are being executed since 11th plan period. During the last eight years or so, one would assume, it must have touched upon the lives of people directly or obliquely in its catchment areas. Implicit in this assumption was that benefits flowing from the MsDP may not have accrued to the community at large everywhere but certainly to a section of the people at least in those designated localities. The surest way to ascertain this fact was to ask directly the people in the study areas. The average sample size of the people surveyed in this study was 160 in each MCB and MCT. Their responses form the core of the primary data which are quantified and presented here and also in the next two chapters. The data presented in this chapter could be roughly clubbed into four categories. The first set is focused on demographic profile of the respondents, followed by their socio-economic profile. Data pertaining to their awareness of MsDP and benefits accrued to them or not are arranged as the third and fourth sets respectively. The sample size shown in Graph 3.1 represents the total number of households in minority concentrated localities surveyed in each state.

Graph 3.1: Sample Size

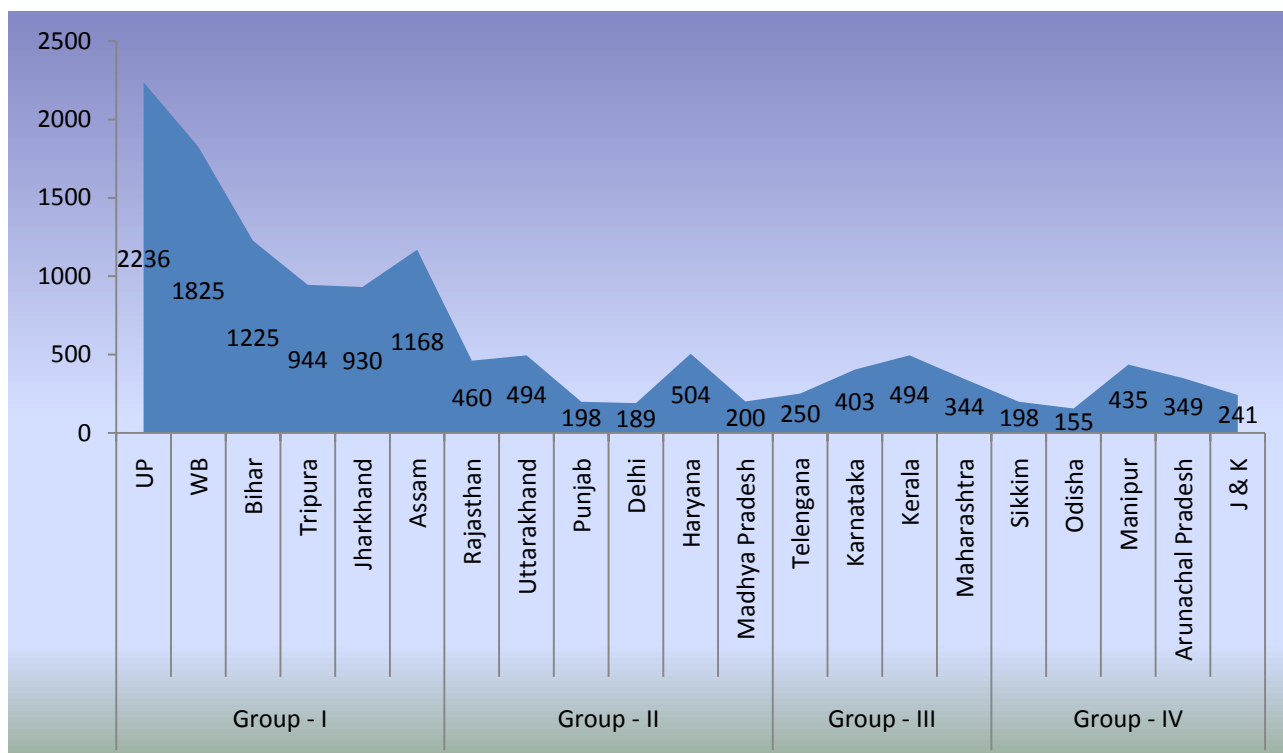


Table 3.1: Respondent's age groups (% Years)

Groups	Age Groups/State	Upto 18 Yrs	19 to 25 Yrs	26 to 35 Yrs	36 to 45 Yrs	Above 45 Yrs	Average
Group I	UP	1	11	28	28	32	41
	WB	1	6	26	30	37	43
	Bihar	2	16	29	24	29	39
	Tripura	4	12	24	24	36	42
	Jharkhand	0	10	31	29	30	40
	Assam	1	5	24	28	41	44
Group II	Rajasthan	0	10	22	40	28	40
	Uttarakhand	0	12	31	28	29	40
	Punjab	2	11	26	30	31	42
	Delhi	0	8	29	29	34	42
	Haryana	2	11	27	30	30	42
	Madhya Pradesh	0	13	22	37	29	39
Group III	Telengana	0	9	32	30	29	42
	Karnataka	1	8	33	31	28	41
	Kerala	0	8	31	30	32	41
	Maharashtra	1	5	31	27	37	42
Group IV	Sikkim	1	9	29	34	27	40
	Odisha	0	7	23	30	41	44
	Manipur	6	23	36	14	21	35
	Arunachal Pradesh	0	4	24	37	34	43
	J & K	0	9	29	30	32	41

And the highest number of the respondents are from Group- I states. The figures presented in the table 3.1 are self-explanatory. Yet certain explanations would be in order; age group, for instance. The response of people belonging to mature age group 36-45 years seems more credible. For, people in this group still remain youthful and energetic as young ones but unlike the old ones retaining their hope for the future. From this perspective, Rajasthan tops the figure with 40 % in terms of respondents in this age group where as Sikkim scores at 34 % in the same category. Tripura stands at a high 36 % in the category of above 45 years age group. The lowest corresponding figures have come from Manipur (14%) in Group- IV.

Table 3.2: Gender Composition (In %)

Groups	Gender/ States	Male	Female
Group - I	UP	75	25
	WB	74	26
	Bihar	34	66
	Tripura	72	28
	Jharkhand	29	71
	Assam	78	22
Group - II	Rajasthan	72	28
	Uttarakhand	47	53
	Punjab	59	41
	Delhi	38	62
	Haryana	60	40
	Madhya Pradesh	75	25
Group - III	Telangana	59	41
	Karnataka	51	49
	Kerala	63	37
	Maharashtra	64	36
Group - IV	Sikkim	66	34
	Odisha	27	73
	Manipur	47	53
	Arunachal Pradesh	81	19
	J & K	46	54

Considering the gender composition and specifically female among them, Jharkhand and Odisha score above 70 %. States like Delhi and Bihar score above 60% (Table 3.2). The states which have scored around 50 % are Manipur, Jammu & Kashmir, Uttarakhand and Karnataka. The rest of the states in all the four groups have scores at less than one-third of the total except in three more states having ten percentage point more representation (40-41%) of women in sample. These states are: Telangana, Haryana and Punjab. The sampling was purposive as far as the household was concerned but the choice of actual respondent was not ours. It was influenced by the circumstantial factors. First, it depended upon the person from selected household at that point of time willing to talk with research investigators. Second, it was also determined by the gender of the investigators. We had tried to maintain a fair balance of male and female investigators but it was not favourable everywhere. The choice was also influenced by the weight of prevailing veil system among women in general and Muslim women in particular. Likewise, given the remote locations of the study areas in states like Arunachal Pradesh and Tripura, we were constrained to rely largely on local male investigators. On the balance, however, women have outnumbered men in our sample, notwithstanding all the limitations. And a very high proportion of our respondents belong to

the category of married persons (Table 3.3) rather it is overwhelming from states like Rajasthan, Telangana, Uttarakhand, Delhi and Jharkhand.

Table 3.3: Marital Status (In %)

Groups	States/Marital status	Married	Unmarried	Separated	Widow	Widower
Group - I	UP	89	7	0	4	1
	WB	88	4	0	7	1
	Bihar	84	7	0	7	2
	Tripura	83	10	1	4	1
	Jharkhand	91	0	0	6	2
	Assam	89	3	0	7	1
Group - II	Rajasthan	94	5	0	0	1
	Uttarakhand	92	2	1	5	0
	Punjab	77	17	1	6	0
	Delhi	90	6	0	4	1
	Haryana	77	17	1	5	0
	Madhya Pradesh	93	7	0	1	0
Group - III	Telangana	91	2	0	7	0
	Karnataka	90	2	0	8	0
	Kerala	94	1	0	4	0
	Maharashtra	83	7	1	8	1
Group - IV	Sikkim	67	29	1	2	1
	Odisha	86	5	0	9	0
	Manipur	57	38	0	5	0
	Arunachal Pradesh	82	8	0	9	1
	J & K	89	7	0	3	0

Table 3.4: Religious Composition (In %)

	State/Religious	Muslim	Sikh	Christian	Jain	Buddhist	Others
Group - I	UP	81	3	1	1	0	14
	WB	100	0	0	0	0	0
	Bihar	99	1	1	0	0	0
	Tripura	99	1	0	1	0	0
	Jharkhand	98	0	2	0	0	0
	Assam	100	0	0	0	0	0
Group - II	Rajasthan	96	4	0	0	0	0
	Uttarakhand	100	0	0	0	0	0
	Punjab	63	35	1	1	0	0
	Delhi	99	1	0	0	0	1
	Haryana	65	33	1	1	0	1
	Madhya	96	5	0	0	0	0

	Pradesh						
Group - III	Telangana	42	0	26	0	0	32
	Karnataka	43	0	27	0	0	30
	Kerala	82	0	0	0	0	18
	Maharashtra	99	0	0	1	0	0
Group - IV	Sikkim	5	4	24	5	60	3
	Odisha	0	2	98	0	0	0
	Manipur	51	1	48	0	0	0
	Arunachal Pradesh	0	1	24	0	63	12
	J & K	32	0	0	0	67	1

This is almost equally true of religious background of the respondents as Muslims form overwhelming proportion, in the range of 80 to 90% in most of the states (Table 3.4). As another minority community, Christians are represented in the sample of Arunachal Pradesh, Sikkim, Manipur and Telangana (24 to 48%) and 98% in Odisha. Likewise, Buddhists form 67% in Leh (Jammu & Kashmir), 63 % in Arunachal Pradesh and 60 % in Sikkim. The Sikhs, yet other minority community covered in this survey constitute 35 % in Punjab, and almost negligible proportion (1to 4%) in Sikkim, Odisha, Bihar and Tripura.

Graph 3.2: Caste composition (In %)

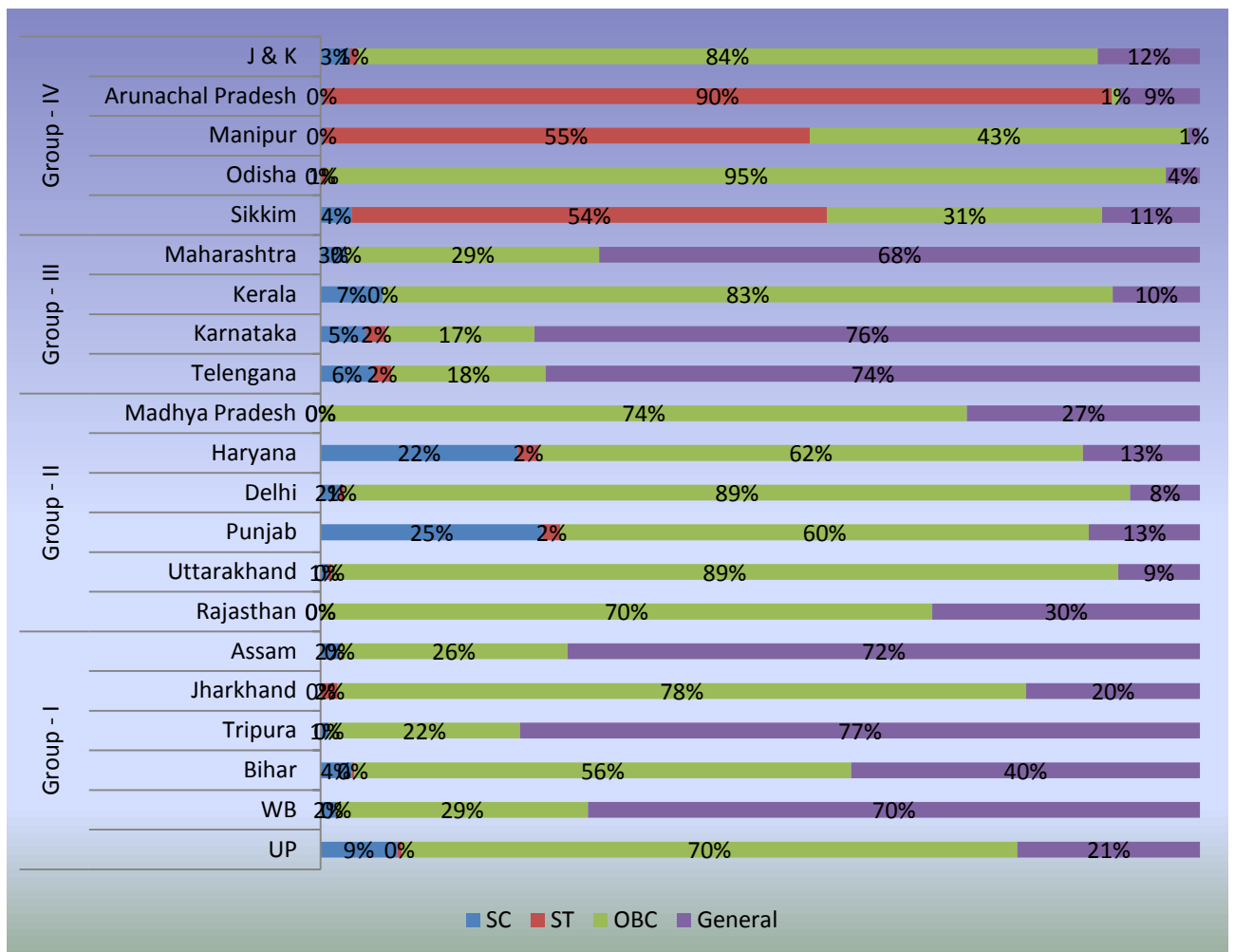


Table 3.5: Caste composition (In %)

	State/Caste	SC	ST	OBC	General
Group - I	UP	9	0	70	21
	WB	2	0	29	70
	Bihar	4	0	56	40
	Tripura	1	0	22	77
	Jharkhand	0	2	78	20
	Assam	2	0	26	72
Group - II	Rajasthan	0	0	70	30
	Uttarakhand	1	0	89	9
	Punjab	25	2	60	13
	Delhi	2	1	89	8
	Haryana	22	2	62	13
	Madhya Pradesh	0	0	74	27
Group - III	Telangana	6	2	18	74
	Karnataka	5	2	17	76
	Kerala	7	0	83	10
	Maharashtra	3	0	29	68
Group - IV	Sikkim	4	54	31	11
	Odisha	0	1	95	4
	Manipur	0	55	43	1
	Arunachal Pradesh	0	90	1	9
	J & K	3	1	84	12

As the caste constitute an important identity and its role in ensuring high status and vice versa in society draw attention, the facts are presented in the table 3.5. In Manipur, Rajasthan Odisha and Tripura the scheduled social category, SC score nil where as respondents seem to be drawn heavily from OBC category (Table 3.5), confirming social stratifications among minority communities covered in the study. This is not to deny, however, that respondents belonging to general category have found very high representation from West Bengal, Tripura, Assam, Telangana, Karnataka and Maharashtra.

Table 3.6: Household Size (In %)

	State/Total Household Size	Upto 3 Members	4 to 6 Members	7 to 10 Members	Above 10 Members	Average
Group - I	UP	14	45	35	7	6
	WB	16	58	22	4	6
	Bihar	5	32	40	22	8
	Tripura	15	58	24	3	6
	Jharkhand	5	39	38	18	7
	Assam	13	51	30	6	6
Group - II	Rajasthan	3	53	42	2	6
	Uttarakhand	9	44	40	7	7
	Punjab	35	57	7	1	4
	Delhi	8	50	34	8	7
	Haryana	35	58	6	1	4
	Madhya Pradesh	2	38	59	2	7
Group - III	Telengana	8	32	50	10	7
	Karnataka	8	30	52	10	7
	Kerala	12	48	33	7	6
	Maharashtra	17	49	28	7	6
Group - IV	Sikkim	22	62	16	1	5
	Odisha	14	42	33	12	7
	Manipur	2	55	41	3	7
	Arunachal Pradesh	18	55	25	2	5
	J & K	7	49	36	8	7

Table 3.7: Adult members (In %)

Group	States	Upto 2 Adults	3 to 4 Adults	Above 4 Adults	Average
Group - I	UP	50	25	26	3
	WB	42	42	15	3
	Bihar	45	37	18	3
	Tripura	44	34	22	3
	Jharkhand	30	40	31	4
	Assam	38	42	20	3
Group - II	Rajasthan	26	54	20	4
	Uttarakhand	49	30	21	3
	Punjab	63	24	13	3
	Delhi	49	27	24	3
	Haryana	62	25	13	3
	Madhya Pradesh	20	56	25	4
Group - III	Telangana	25	48	27	4
	Karnataka	31	47	22	4
	Kerala	27	49	24	3
	Maharashtra	32	47	21	3
Group - IV	Sikkim	57	26	17	3
	Odisha	12	25	64	5
	Manipur	37	50	12	3
	Arunachal Pradesh	44	33	23	3
	J & K	48	27	26	3

Household sizes among the Minorities also play a crucial role in their overall development. Family size ranging from 4 to 6 and 7 to 10 members dominate all across the states covered in the study. With the family size of 4 to 6 members, Sikkim has the highest at 62 % followed by Punjab and West Bengal each at 58 %; Manipur and Arunachal Pradesh each at 55%. In the next category of family size of 7 to 10 members, Madhya Pradesh has the highest (59%), followed by Karnataka and Telangana (50-52%) and about ten percentage point less (42 to 40%) in Rajasthan, Manipur, Bihar and Uttarakhand. It is only in Bihar where family size of above 10 members comprise little over one-fifth of total respondents, closely followed by Jharkhand (Table 3.6). The corresponding figure for Punjab is merely one percent, counting almost negligible.

The households with four and more adults indicate existence of joint family structure. Such households comprise around half of the sample in UP, Bihar, Bengal, Jharkhand, Delhi, Uttarakhand etc. (Table 3.7). Interestingly, Odisha takes the lead in this category (64%), and distantly followed by Jharkhand (31%).

Table 3.8: Children below 5 yrs age (In %)

Group	States	Upto 2 Children	3 to 4 Children	Above 4 Children	Average
Group - I	UP	82	15	3	2
	WB	85	14	1	2
	Bihar	54	39	8	3
	Tripura	92	7	1	2
	Jharkhand	89	10	1	2
	Assam	79	19	2	2
Group - II	Rajasthan	96	3	1	1
	Uttarakhand	84	15	1	2
	Punjab	86	14	0	2
	Delhi	79	21	0	2
	Haryana	85	15	0	2
	Madhya Pradesh	97	3	0	1
Group - III	Telangana	63	30	7	2
	Karnataka	64	30	6	2
	Kerala	86	13	1	2
	Maharashtra	74	23	3	2
Group - IV	Sikkim	96	4	0	1
	Odisha	96	4	0	1
	Manipur	94	6	0	2
	Arunachal Pradesh	94	6	0	1
	J & K	81	19	0	2

Given the ideal family size with just two children, as many as 15 out of 21 states with 80 to 90 % households seem to be confirming this norm (Table 3.8), closely followed by Assam, Delhi and Maharashtra (74 -79%). Conversely, in the category of more than four children in the age group of 5-18 yrs, Bihar ranks first (see Group- I, Table 3.9), followed by Odisha.

Table 3.9: Children between 5-18 yrs (In %)

Group	States	Upto 2 Children	3 to 4 Children	Above 4 Children	Average
Group - I	UP	47	35	18	3
	WB	75	22	3	2
	Bihar	50	29	22	3
	Tripura	65	31	5	2
	Jharkhand	62	32	6	2
	Assam	67	28	5	2
Group - II	Rajasthan	69	28	3	2
	Uttarakhand	49	34	17	3
	Punjab	59	34	7	2
	Delhi	50	32	18	3
	Haryana	59	34	7	2
	Madhya Pradesh	59	37	4	2
Group - III	Telangana	51	39	10	3
	Karnataka	48	42	10	3
	Kerala	47	35	18	3
	Maharashtra	76	22	3	2
Group - IV	Sikkim	67	29	4	2
	Odisha	47	31	21	3
	Manipur	60	35	5	2
	Arunachal Pradesh	68	30	2	2
	J & K	50	34	16	3

Graph 3.3: Type of beneficiaries (In %)

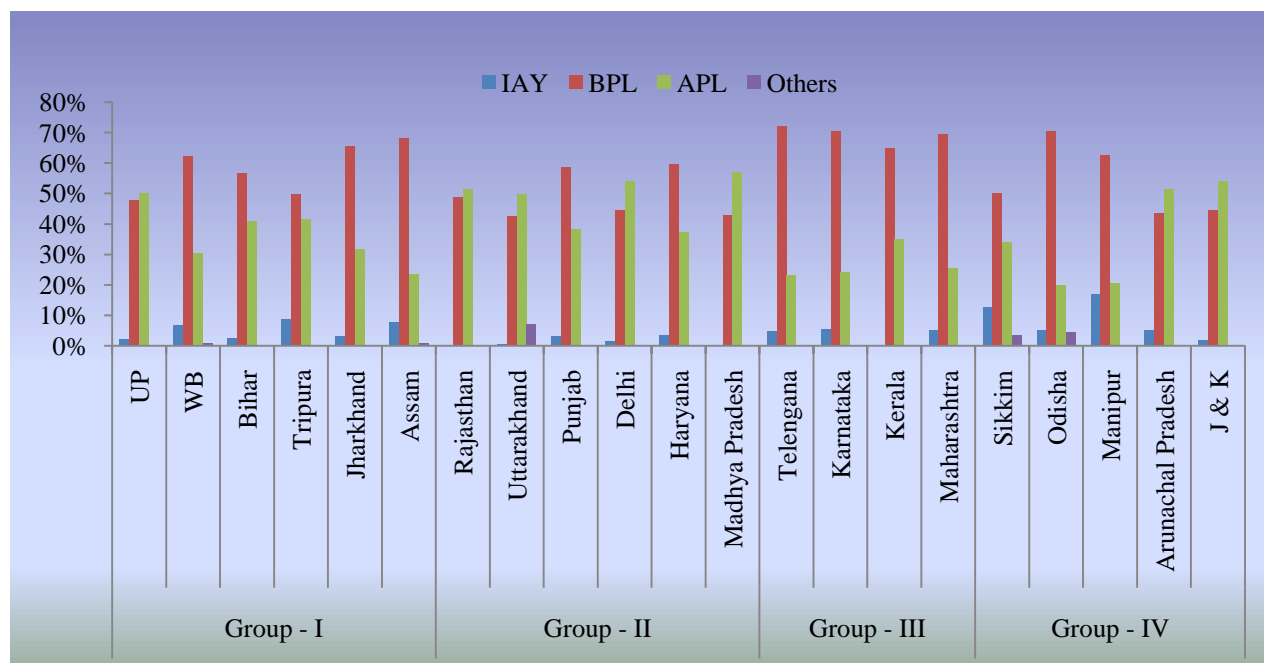


Table 3.10: Type of beneficiaries (In %)

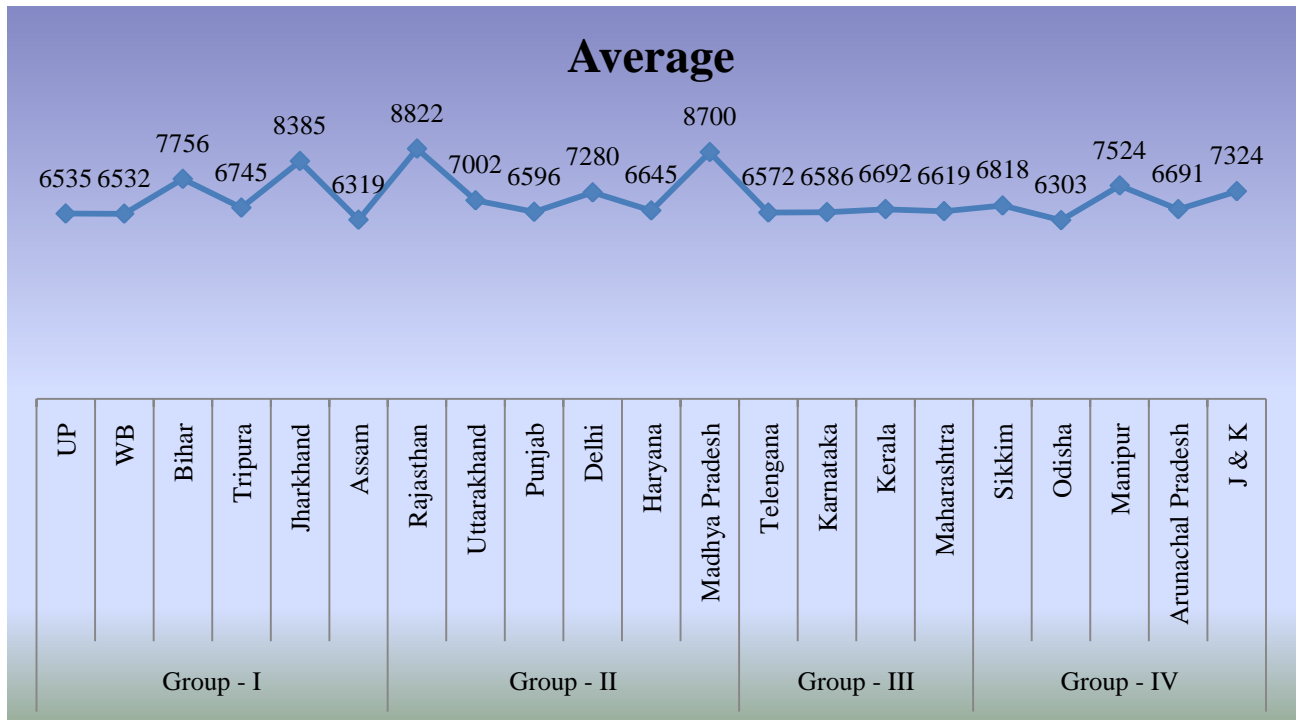
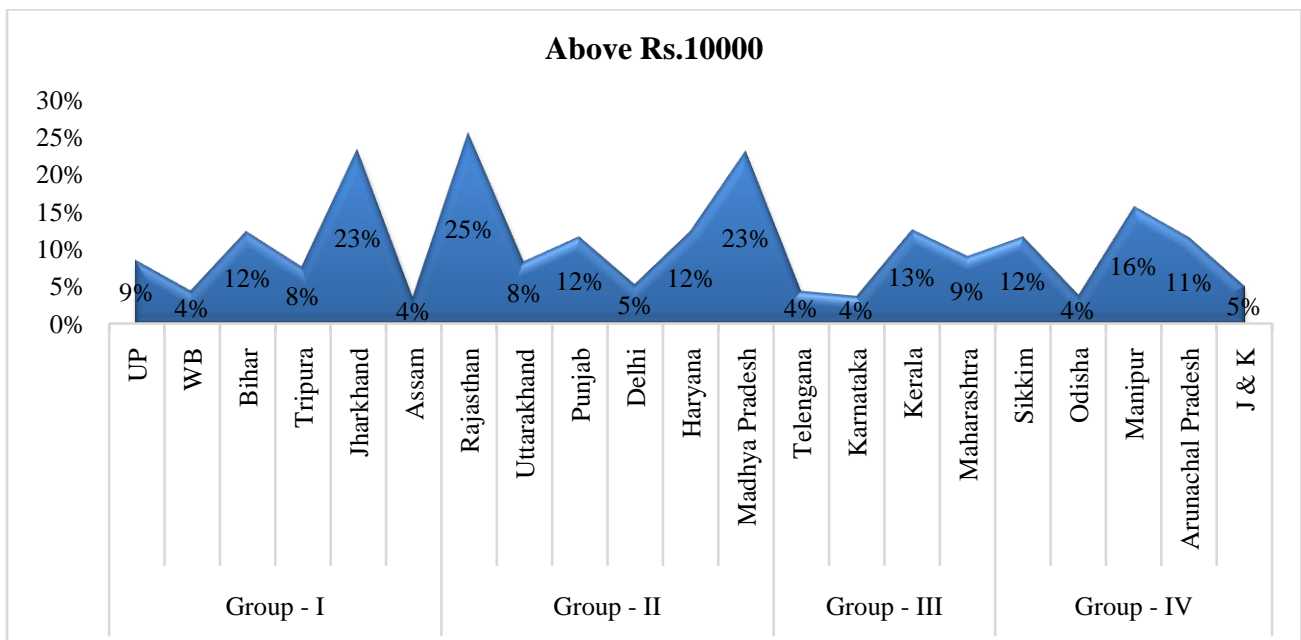
	State/Type of Beneficiary	IAY	BPL	APL	Others
Group - I	UP	2	48	50	0
	WB	7	62	30	1
	Bihar	2	57	41	0
	Tripura	9	50	42	0
	Jharkhand	3	65	32	0
	Assam	8	68	23	1
Group - II	Rajasthan	0	49	51	0
	Uttarakhand	0	43	50	7
	Punjab	3	59	38	0
	Delhi	2	44	54	0
	Haryana	3	60	37	0
	Madhya Pradesh	0	43	57	0
Group - III	Telangana	5	72	23	0
	Karnataka	5	70	24	0
	Kerala	0	65	35	0
	Maharashtra	5	69	26	0
Group - IV	Sikkim	13	50	34	4
	Odisha	5	70	20	5
	Manipur	17	63	20	0
	Arunachal Pradesh	5	44	51	0
	J & K	2	44	54	0

The Government of India and all the state governments have been implementing many development schemes for the benefits of the people at large, including minorities. Included among the schemes are ration cards for BPL and APL categories as well as Indira Awas Yojna. The minority communities seem to be fairly listed in the BPL category with 72 % Telangana scoring the highest mark, followed by Odisha, Karnataka, Maharashtra, Assam and Jharkhand (Table 3.10). In case of IAY, Manipur has scored the highest at 17%, followed by Sikkim, 13%. Why it is mere 2% in Bihar? It is baffling since MsDP programme had begun only with IAY in Darbhanga district? If the facts are true (see Box in chapter- 5), it needs to be probed.

Table 3.11: Monthly household income (In %)

Groups	States	Upto Rs.6000	Rs. 6001- 8000	Rs.8000- 10,000	Above Rs.10000	Average
Group - I	UP	79	9	4	9	6535
	WB	74	15	7	4	6532
	Bihar	21	37	30	12	7756
	Tripura	66	17	9	8	6745
	Jharkhand	8	30	38	23	8385
	Assam	85	8	3	4	6319
Group - II	Rajasthan	2	19	54	25	8822
	Uttarakhand	55	21	15	8	7002
	Punjab	81	4	3	12	6596
	Delhi	46	20	29	5	7280
	Haryana	80	5	4	12	6645
	Madhya Pradesh	2	24	52	23	8700
Group - III	Telengana	69	20	6	4	6572
	Karnataka	67	22	7	4	6586
	Kerala	76	7	4	13	6692
	Maharashtra	76	9	6	9	6619
Group - IV	Sikkim	68	13	8	12	6818
	Odisha	88	5	3	4	6303
	Manipur	39	24	22	16	7524
	Arunachal Pradesh	73	11	4	11	6691
	J & K	42	23	30	5	7324

Ascertaining precise household income is a difficult task. This is true of poor and rich alike but for contrasting reasons. Still considering those placed in the first row, showing six thousand rupees as their monthly income, as the poorest among the poor, Odhisa has the highest number closely followed by Assam, Punjab and Haryana (Table 3.11). Conversely, little respectable figure, above ten thousand has been reported by nearly a quarter of respondents from just three states including Madhya Pradesh. .

Graph 3.4: Average monthly household income (Rs. in thousands)**Graph 3.5: HH income above Rs. 10,000 (In %)**

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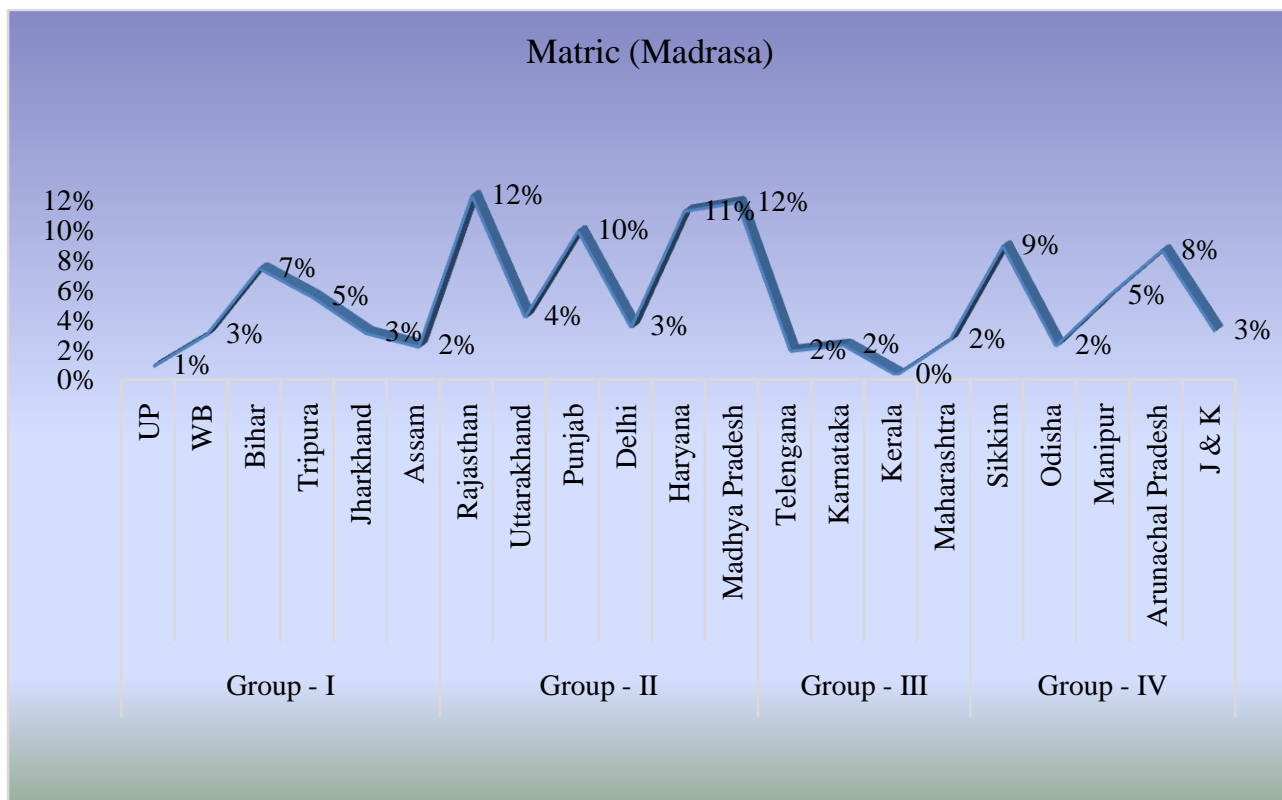
Rajasthan and Jharkhand have the highest number of households having an income above Rs. 10,000/-.

Education & Economic Activity

Graph 3.5: Education Level													
Group	States	Illiterate	Up to 5th Standard	Up to 5th Standard (Madrasa)	Below Matric (Madrasa)	Below Matric (Non-Madrasa)	Matric (Madrasa)	Matric (Non-Madrasa)	Up to 12th	Up to Graduation	PG	Vocational	Others
Group I	UP	57	10	5	2	11	1	4	4	4	1	0	1
	WB	53	19	5	11	4	3	3	2	0	0	0	0
	Bihar	33	13	17	6	6	7	8	5	3	1	0	0
	Tripura	24	25	4	19	1	5	4	4	1	13	0	0
	Jharkhand	16	30	27	10	2	3	7	5	1	0	0	0
	Assam	58	17	5	9	4	2	3	2	0	0	0	0
Group II	Rajasthan	6	14	5	12	17	12	17	7	8	1	0	0
	Uttarakhand	38	28	8	5	2	4	4	5	3	1	1	1
	Punjab	49	13	1	6	3	10	5	9	3	2	0	0
	Delhi	35	14	8	5	13	3	11	7	2	2	0	0
	Haryana	45	13	1	6	4	11	6	11	2	2	0	0
	Madhya Pradesh	7	20	7	7	20	12	13	4	13	1	0	0
Group III	Telangana	47	20	9	6	10	2	5	1	0	0	0	0
	Karnataka	47	21	9	6	9	2	4	1	1	0	1	0
	Kerala	32	39	4	1	12	0	4	3	3	1	0	0
	Maharashtra	49	15	9	6	9	2	6	3	1	0	0	0
Group IV	Sikkim	20	19	3	12	13	9	5	10	9	1	1	1
	Odisha	55	13	0	12	12	2	1	5	1	0	0	0
	Manipur	10	9	9	35	10	5	17	5	0	0	0	0
	Arunachal Pradesh	36	17	4	20	1	8	7	6	0	0	0	0
	J & K	34	13	12	6	13	3	9	7	2	2	0	0

Table 3.12: Education level (In %)

Poverty and illiteracy, to a large extent, go hand in hand. From this stated view point, states registering a very high proportion of illiterates in our sample are: UP, Assam, Odhisa, Bengal, Maharashtra and Punjab. It needs mentioning here that although Maharashtra is considered as a high income group state, its prosperity is largely confined to the western Maharashtra districts. Its Vidhrabha region is relatively backward and Washim district covered in the study is all the more underdeveloped (see its profile in chapter 2). Again, there is no definite yardstick to measure the educational attainments of students who have undergone with or without Madrasa system of schooling and passed board examination. For the sake of record, facts are presented in the Table 3.12 and the figure given below (Graph 3.6). The number of respondents having received vocational training or obtained master's level degree is almost negligible, except from Tripura (13%).

Graph 3.6: Matric (Madrasa) (In %)

Going by the criteria of Post Graduation Uttar Pradesh, Sikkim, Rajasthan, Uttarakhand and Bihar score 1% whereas Punjab and Delhi score 2% each and Tripura score 13%.

Table 3.13: Economic activities (In %)

Group	States	Farmer	landless labourer (Agriculture)	Unskilled worker	Skilled worker (driver/mechanic/technician)	Shop keeper	Business with employees	Service	Un-employed	House maker/student	Pensioner	Others
Group I	UP	19	34	25	5	5	1	3	2	5	0	0
	WB	18	21	29	12	4	2	2	2	6	1	1
	Bihar	13	10	23	27	8	7	6	4	2	0	0
	Tripura	18	14	32	10	3	5	4	7	7	1	0
	Jharkhand	19	30	18	19	4	3	3	0	4	0	0
	Assam	13	26	33	9	4	2	2	2	8	1	0
Group II	Rajasthan	41	10	11	11	8	7	3	1	6	1	0
	Uttarakhand	22	31	21	9	3	1	4	1	8	1	0
	Punjab	37	25	8	5	0	3	3	13	6	0	0
	Delhi	1	9	25	40	4	1	4	1	14	0	0
	Haryana	37	25	9	6	0	4	4	12	4	0	0
	Madhya Pradesh	59	17	0	4	1	5	4	2	10	1	0
Group III	Telangana	24	22	30	10	2	1	0	1	10	1	0
	Karnataka	22	22	30	10	2	1	0	1	12	1	0
	Kerala	13	53	22	2	2	1	4	1	2	0	0
	Maharashtra	15	21	23	11	6	3	4	2	13	1	0
Group IV	Sikkim	32	10	11	11	6	5	15	6	2	1	2
	Odisha	1	84	8	4	0	0	1	0	1	1	0
	Manipur	32	13	6	13	8	0	7	8	8	6	0
	Arunachal Pradesh	58	5	9	1	1	1	19	3	1	2	0
	J & K	2	10	25	37	5	1	5	1	14	0	0

Economic activity has been the moving force towards development among the various social categories, including minorities. It includes wide ranging activities linked with primary (farming, unskilled, semi-skilled labour), secondary and tertiary/service sectors. It is widely believed that a very high proportion of Muslim households have remained tied with primary sector for being largely unskilled or lacking any ownership of productive assets. Where do our respondents stand? Facts collected on these counts are presented in the tables 3.12 and 3.13. It confirms farming as the main economic activity for a very high proportion of households throughout the country, followed by the other economic activities. The service Sector remains quite high in Arunachal Pradesh and Sikkim, though it accounts for 19% and 15% respectively. The skilled labour constitutes the highest in Delhi at 40% immediately followed by Bihar at 27%, perhaps acquired as migrant labour engaged outside the state. But it is puzzling to find Punjab at mere five percentage point in this category. .

Household Particulars – Physical Assets

Table 3.14: Agricultural land (In %)

Group	States	No land	Below 1 Acre	1-2 Acre	3-5 Acre	5 -10 Acre	Above 10 Acre	Average
Group - I	UP	64	22	8	5	1	1	2
	WB	67	29	3	0	0	0	1
	Bihar	37	45	10	2	2	4	2
	Tripura	65	24	7	3	1	0	2
	Jharkhand	71	17	1	4	3	3	3
	Assam	72	24	3	0	0	0	1
Group - II	Rajasthan	35	51	14	0	0	0	1
	Uttarakhand	58	19	14	6	3	0	2
	Punjab	75	9	10	3	3	1	3
	Delhi	94	6	0	0	0	0	1
	Haryana	72	10	11	3	4	1	3
	Madhya Pradesh	2	68	29	1	0	0	1
Group - III	Telengana	63	14	10	8	4	1	3
	Karnataka	65	12	10	7	5	1	3
	Kerala	80	12	6	1	0	0	2
	Maharashtra	69	23	6	1	1	0	2
Group - IV	Sikkim	45	33	14	7	1	1	2
	Odisha	81	15	0	3	1	0	3
	Manipur	71	15	9	3	1	0	2
	Arunachal Pradesh	21	51	20	7	1	0	2
	J & K	93	7	0	0	0	0	1

An overwhelming proportion of our respondents were from countryside and a majority of them had ticked their occupation as farming and allied activities. Yet on average two-thirds to three-fourths of them were landless. With above 80% score Odisha and surprisingly, Kerala have the highest number of landless in their fold. Arunachal Pradesh having the least at 21% followed by Rajasthan at 35%, Bihar at 37% and Sikkim at 45%. In case of Delhi it is not surprising since respondents were based in a metropolitan city, therefore who have claimed to own land, they might have thought of this asset located at their native place as many of migrant settled elsewhere remain connected with their land of origin. In case of Leh (Jammu & Kashmir), it is again highly surprising but true as vouched by the respondents.

Table 3.15: Agricultural instruments ownership (In %)

Group	States	Tractor	Threshers	Pump set	Plough	Others	None
Group - I	UP	9	5	15	7	0	81
	West Bengal	3	0	4	11	1	84
	Bihar	5	8	18	6	0	73
	Tripura	6	7	6	13	0	74
	Jharkhand	12	3	12	0	0	82
	Assam	5	1	6	13	1	79
Group - II	Rajasthan	28	33	93	33	0	3
	Uttarakhand	33	18	49	13	0	41
	Punjab	30	12	30	14	0	52
	Delhi	0	0	0	0	0	100
	Haryana	30	13	27	14	0	55
	Madhya Pradesh	35	38	94	36	0	3
Group - III	Telangana	4	0	9	0	0	88
	Karnataka	5	0	8	0	0	87
	Kerala	21	16	34	14	0	61
	Maharashtra	3	1	9	18	2	72
Group - IV	Sikkim	0	0	0	6	0	94
	Odisha	23	23	23	0	8	23
	Manipur	0	0	0	0	0	100
	Arunachal Pradesh	1	0	0	43	0	56
	J & K	0	0	0	0	0	100

Who owns productive farm implements like tractor, pump set or thrasher for that matter? Obviously, the farmers, who own and cultivate considerable amount of land. This conventional thinking has taken a back seat. For, in our sample, there was preponderance of respondents having less than an acre. Those having 2-3 acre were few in number (see Table 3.14), not to speak of big farmers owning 5 acres or so who might think of possessing such assets. This simply means these assets are now used also for commercial purposes; also indicates the extent of mechanization of farm operations. In this category, Uttarakhand holds the top position followed by Punjab, and Odisha. Interestingly, those owning more than 5 acres of land were the largest from Karnataka, followed by Telangana and Haryana.

Table 3.16: House type (In %)

	State/ House Type	Kacha	Pucca	Mixed/Semi Pucca
Group - I	UP	45	37	17
	WB	39	22	40
	Bihar	42	22	36
	Tripura	53	33	14
	Jharkhand	77	1	22
	Assam	48	22	30
Group - II	Rajasthan	2	81	17
	Uttarakhand	15	75	10
	Punjab	46	28	25
	Delhi	25	68	7
	Haryana	44	31	25
	Madhya Pradesh	2	78	21
Group - III	Telengana	78	7	15
	Karnataka	78	7	15
	Kerala	50	27	23
	Maharashtra	41	29	30
Group - IV	Sikkim	40	48	12
	Odisha	33	18	49
	Manipur	98	1	1
	Arunachal Pradesh	44	9	47
	J & K	21	72	7

Having a house, be it *Kuchcha*, *pucca* or mixed type not only means a definite shelter above head but it also provides security and attach little amount of dignity to the house owner. From our sample households, respondents from Rajasthan have the highest (Table 3.16) *pucca* houses at 81%, followed by Madhya Pradesh (78%), Uttarakhand (75%) and Delhi (68%). Apparently, Manipur based respondents seem to be having only *Kuchcha* houses made of bamboo covered with aluminum sheets but these are quite different than those depressing thatched huts seen in Bihar, Jharkhand or Orissa and UP. Mercifully, on an average four-fifths of these houses are self owned (Table 3.17), corresponding figures for Arunachal and Tripura are around 50 per cent.

Table 3.17: House ownership (In %)

Group	States	Self-owned	Family owned	Rented
Group - I	UP	88	10	3
	WB	81	19	0
	Bihar	85	11	4
	Tripura	56	40	4
	Jharkhand	98	2	0
	Assam	89	11	0
Group - II	Rajasthan	85	15	1
	Uttarakhand	79	19	2
	Punjab	79	20	1
	Delhi	63	20	17
	Haryana	80	19	1
	Madhya Pradesh	86	14	0
Group - III	Telengana	96	0	4
	Karnataka	96	1	3
	Kerala	88	11	1
	Maharashtra	80	20	0
Group - IV	Sikkim	77	5	19
	Odisha	74	18	8
	Manipur	85	15	0
	Arunachal Pradesh	50	48	2
	J & K	63	20	17

Table 3.18: No. of rooms (In %)

Group	States	1 Room	2 Rooms	3 Rooms	Above 3 Rooms	Average
Group - I	UP	37	30	24	10	2
	WB	20	49	22	9	2
	Bihar	11	47	31	11	3
	Tripura	22	48	18	11	2
	Jharkhand	6	65	24	4	2
	Assam	24	45	20	11	2
Group - II	Rajasthan	1	37	45	17	3
	Uttarakhand	32	32	15	21	2
	Punjab	22	43	15	20	2
	Delhi	39	39	16	5	2
	Haryana	21	43	15	21	3
	Madhya Pradesh	0	24	51	25	3
Group - III	Telengana	24	44	18	14	2
	Karnataka	23	43	19	15	2
	Kerala	37	48	8	7	2
	Maharashtra	19	40	28	14	2

Group - IV	Sikkim	7	30	28	35	3
	Odisha	14	62	23	1	2
	Manipur	3	31	41	25	3
	Arunachal Pradesh	8	34	25	33	3
	J & K	39	38	18	5	2

That poor respondents living in one room dwellings is quite normal therefore it was little surprising to find substantial proportion of them claiming to have even three and more rooms at their disposal. The reason however was simple: they were living in joint family structures. Here Sikkim and Arunachal Pradesh, to illustrate, have scored above 30 % (Table 3.18). But this again seems to be quite natural as high percentage of respondents from Jharkhand were also found living in joint family arrangement (Table 3.19 and Graph 3.7), followed by Bihar and Rajasthan.

Graph 3.7: Family type (In %)

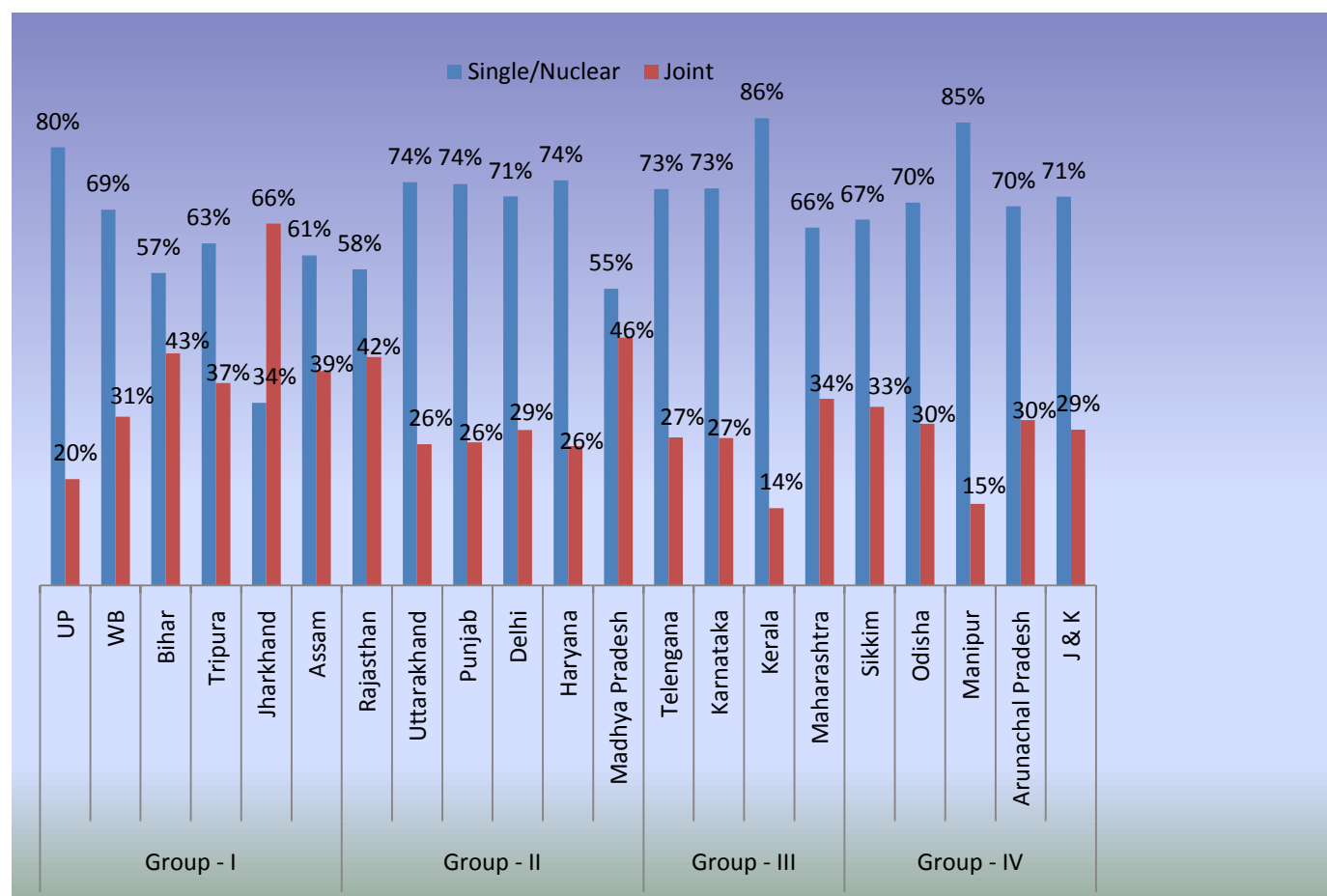


Table 3.19: Family type (In %)

	State/Family Type	Single/Nuclear	Joint
Group - I	UP	80	20
	WB	69	31
	Bihar	57	43
	Tripura	63	37
	Jharkhand	34	66
	Assam	61	39
Group - II	Rajasthan	58	42
	Uttarakhand	74	26
	Punjab	74	26
	Delhi	71	29
	Haryana	74	26
	Madhya Pradesh	55	46
Group - III	Telangana	73	27
	Karnataka	73	27
	Kerala	86	14
	Maharashtra	66	34
Group - IV	Sikkim	67	33
	Odisha	70	30
	Manipur	85	15
	Arunachal Pradesh	70	30
	J & K	71	29

Table 3.20: Live stock (In %)

Group	States	Yes	No
Group - I	UP	23	77
	WB	26	74
	Bihar	20	80
	Tripura	30	70
	Jharkhand	18	82
	Assam	26	74
Group - II	Rajasthan	65	35
	Uttarakhand	33	67
	Punjab	40	60
	Delhi	3	97
	Haryana	41	59
	Madhya Pradesh	92	9
Group - III	Telengana	17	83
	Karnataka	25	75
	Kerala	31	69
	Maharashtra	17	83
Group - IV	Sikkim	35	65
	Odisha	24	76
	Manipur	31	69
	Arunachal Pradesh	44	56
	J & K	16	84

Table 3.21: Consumer durable items (In %)

Group	States	Radio	TV	Cycle	Two Wheeler	Mobile	Others
Group - I	UP	6	32	47	22	89	0
	WB	2	45	71	10	90	0
	Bihar	3	32	63	26	99	0
	Tripura	1	48	43	16	98	0
	Jharkhand	9	21	61	21	99	0
	Assam	1	39	79	11	86	0
Group - II	Rajasthan	50	65	81	93	100	0
	Uttarakhand	4	55	35	40	99	0
	Punjab	18	57	75	49	88	0
	Delhi	3	76	7	67	99	0
	Haryana	19	59	77	50	72	0
	Madhya Pradesh	56	57	97	94	100	0
Group - III	Telangana	2	84	40	54	96	0
	Karnataka	1	84	42	56	96	1
	Kerala	2	27	35	19	95	0
	Maharashtra	1	56	78	18	86	0
Group - IV	Sikkim	5	79	8	1	92	2
	Odisha	1	28	6	1	98	1
	Manipur	20	59	60	25	89	0
	Arunachal Pradesh	9	63	40	20	82	0
	J & K	4	80	8	21	99	0

Poor families are in substantial number in Bihar and its neighbouring states but usually they raise livestock to supplement their earnings. But surprisingly, in our sample more than four-fifths of Muslim households do not seem to own live stock (Table 3.20). In case of Tripura, however, it is understandable for this tiny state has shortage of land required for raising cattle. But in case of other states, the matter requires further investigation. On the other hand, owning a mobile hand phone set is common these days in this remote part of the country. In fact, among all consumer goods, this seems to be most favoured choice for almost 9 out of 10 respondents (Table 3.21) across the states surveyed. It is followed by cycle in three neighbouring eastern states like Bihar, Bengal and Jharkhand whereas it is TV in case of states like Arunachal, Sikkim which, considering their remote hilly locations, gives them the feeling of remaining connected with the rest of the world. But it is two- wheeler in plain areas like Rajasthan and that too for those living in towns. Indeed, along with Madhya Pradesh, Rajasthan tops the list of states surveyed if one goes by on an average number of consumer assets owned by respondents (Table 3.22), followed by Punjab, Telangana and Uttarakhand.

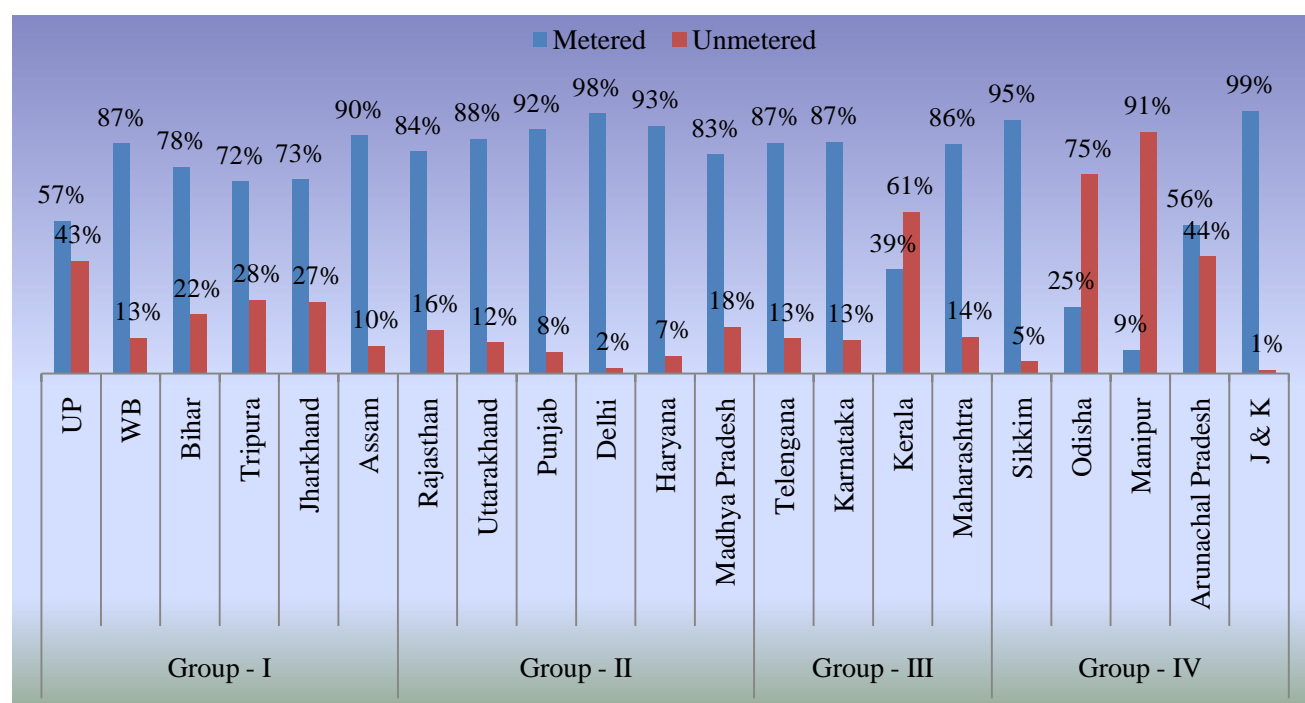
Table 3.22: Number of assets (In %)

	States/ Number of Assets	1 Asset	2 Assets	3 Assets	Above 3 Assets	Average
Group - I	UP	40	36	14	10	2
	WB	21	45	28	6	2
	Bihar	24	41	23	12	2
	Tripura	33	35	25	7	2
	Jharkhand	2	63	20	16	3
	Assam	23	45	25	7	2
Group - II	Rajasthan	0	4	15	81	4
	Uttarakhand	34	24	19	22	2
	Punjab	20	26	26	28	3
	Delhi	24	53	21	2	2
	Haryana	18	25	27	31	3
	Madhya Pradesh	0	4	14	83	4
Group - III	Telangana	10	29	39	23	3
	Karnataka	9	27	38	26	3
	Kerala	57	21	9	13	2
	Maharashtra	18	39	29	14	2
Group - IV	Sikkim	20	74	6	1	2
	Odisha	71	25	3	1	1
	Manipur	14	35	38	13	3
	Arunachal Pradesh	26	46	17	11	2
	J & K	20	53	24	3	2

Table 3.23: Safe drinking water facility (In %)

Group	States	Well	Tube well	Tap water	Pump	Pond	Community Well	Stream	Others
Group - I	UP	1	22	35	19	0	5	21	0
	WB	1	84	14	0	0	2	0	0
	Bihar	4	76	12	8	0	2	0	0
	Tripura	17	20	27	3	2	31	0	0
	Jharkhand	4	91	1	0	0	5	0	0
	Assam	2	80	15	1	0	2	0	0
Group - II	Rajasthan	0	1	91	7	0	1	0	0
	Uttarakhand	0	3	52	5	0	0	40	0
	Punjab	1	26	46	24	2	2	0	0
	Delhi	0	1	98	1	0	0	0	0
	Haryana	1	28	43	26	2	2	0	0
	Madhya Pradesh	0	1	83	16	0	1	0	0
Group - III	Telangana	13	14	27	34	0	42	0	0
	Karnataka	13	14	30	32	1	43	0	0
	Kerala	1	2	18	9	0	8	67	0
	Maharashtra	1	68	31	1	1	0	0	0
Group - IV	Sikkim	1	3	82	1	3	0	11	0
	Odisha	19	80	0	0	1	1	0	0
	Manipur	1	2	23	1	42	1	31	0
	Arunachal Pradesh	1	28	66	2	0	2	3	0
	J & K	0	1	98	1	0	0	0	0

The tap water is treated as safe for drinking purpose. But this provision is available for around one-third of our respondents. This is exceptionally high in Rajasthan and Delhi where respondents were town (MCT) based (Table 3.23). But also in Sikkim and Arunachal Pradesh where the concerned departments have adopted a novel way of supplying water from streams by laying pipes at slopes to fetch water onward to households/ common collection points. Again, tube-well essentially means hand pump in common parlance, the biggest source of water supply for drinking or other purposes in state like Bihar, Bengal, Jharkhand, Odisha etc.

Graph 3.8: Electricity (In %)**Table 3.24: Electricity (In %)**

	State/Electricity	Metered	Unmetered
Group - I	UP	57	43
	WB	87	13
	Bihar	78	22
	Tripura	72	28
	Jharkhand	73	27
	Assam	90	10
Group - II	Rajasthan	84	16
	Uttarakhand	88	12
	Punjab	92	8
	Delhi	98	2
	Haryana	93	7
	Madhya Pradesh	83	18
Group - III	Telangana	87	13
	Karnataka	87	13
	Kerala	39	61
	Maharashtra	86	14

Group - IV	Sikkim	95	5
	Odisha	25	75
	Manipur	9	91
	Arunachal Pradesh	56	44
	J & K	99	1

Electricity has been another additional factor towards facilitating development. Although electricity connections have almost been provided in most of the states but supply remains erratic in many states (see Table 3.24), forcing concerned state governments to levy fixed electricity charges without taking recourse to meter readings (see Graph 3.8). In this context, the respondents from Leh (Jammu & Kashmir) score the highest at 99% in availing metered form of electricity, followed by Delhi at 98%, Sikkim at 95%, Punjab at 92%, Uttarakhand at 88% and West Bengal 87%. There are others saddled with limited hours of supply (Table 3.25). But among them Tripura scores the highest (92%) in the provision of electricity for more than 10 hours followed by Sikkim at 77% and Bihar at 69 % (see Graph 3.9) . Paradoxically, in Bihar and Jharkhand villages electricity tariffs are fixed and people do pay Rs. 200 at lest (Table 3.26 and Graph 3.10). Those who pay five hundred rupees are the highest in proportion in states such as Haryana, Punjab, Rajasthan, and Delhi.

Table 3.25: Duration of electricity supply (In %)

Group	States	2-4 hrs	5-6 hrs	7-8 hrs	9-10 hrs	Above 10 hrs	Average
Group - I	UP	4	18	14	16	48	8
	WB	2	4	17	25	53	9
	Bihar	10	8	4	10	69	9
	Tripura	2	3	1	2	92	10
	Jharkhand	4	12	7	36	42	9
	Assam	2	6	4	22	67	9
Group - II	Rajasthan	3	21	8	4	64	8
	Uttarakhand	3	12	14	10	61	9
	Punjab	7	12	21	10	51	8
	Delhi	3	24	14	14	45	8
	Haryana	7	11	22	11	49	8
	Madhya Pradesh	1	45	18	8	29	7
Group - III	Telengana	12	5	5	46	32	8
	Karnataka	10	5	5	50	31	8
	Kerala	3	17	19	11	49	8
	Maharashtra	3	10	6	27	53	9

Group - IV	Sikkim	1	3	10	10	77	9
	Odisha	1	17	23	41	19	8
	Manipur	2	9	42	40	8	8
	Arunachal Pradesh	40	28	8	21	3	5
	J & K	3	23	14	12	49	8

Graph 3.9: Average duration of electricity supply (In Hours)

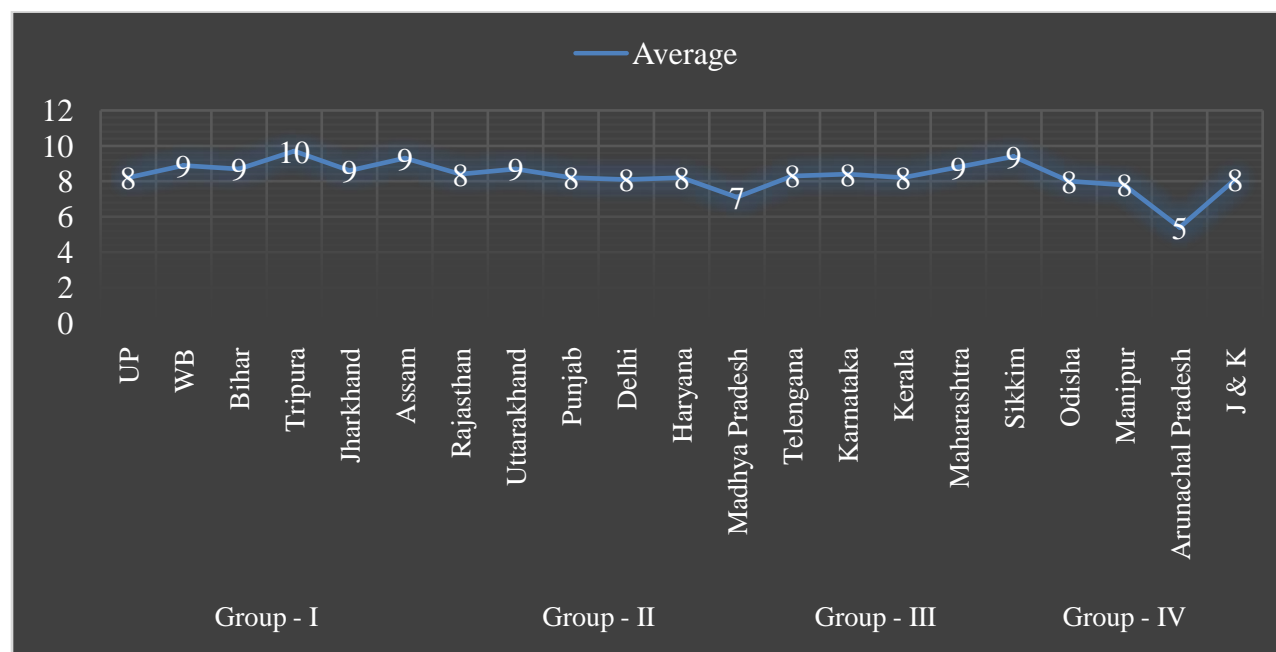
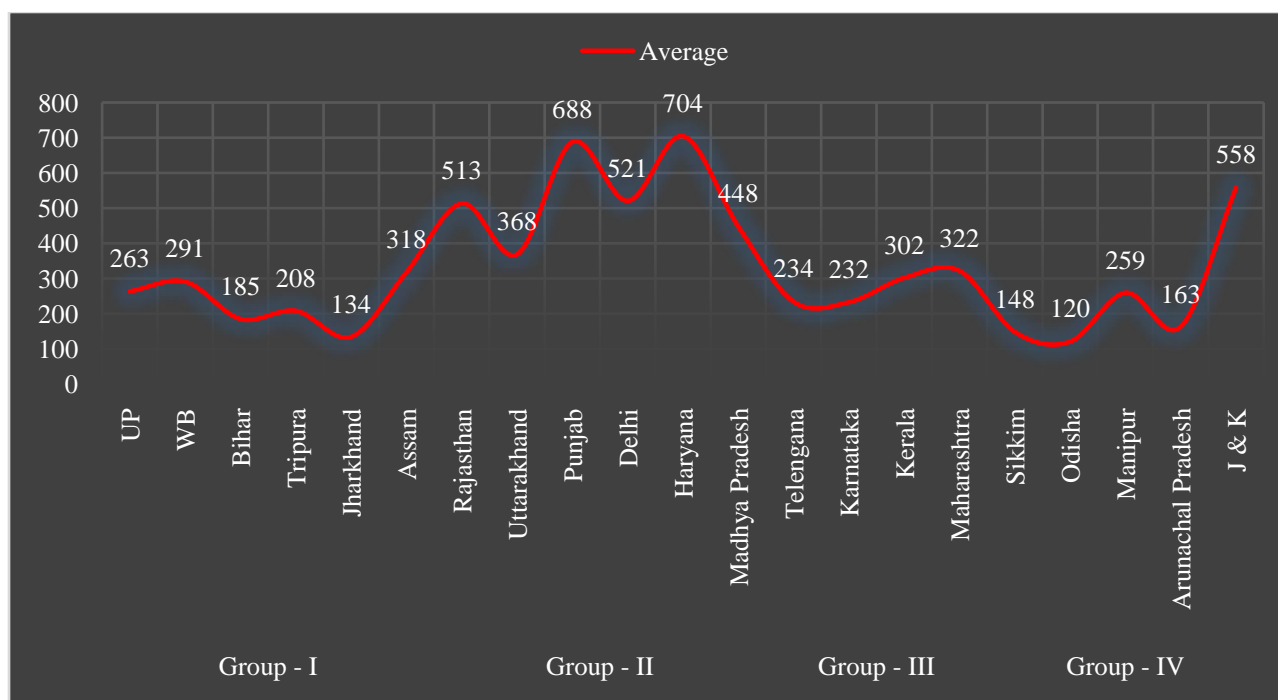


Table 3.26: Approximate monthly expenditure on electricity (In %)

Group	States	Upto Rs.200	Rs.201 to 500	Above Rs.500	Average
Group - I	UP	39	57	3	263
	WB	48	44	8	291
	Bihar	72	27	1	185
	Tripura	66	31	2	208
	Jharkhand	87	13	0	134
	Assam	41	49	10	318
Group - II	Rajasthan	14	39	47	513
	Uttarakhand	20	69	12	368
	Punjab	16	24	60	688
	Delhi	12	47	42	521
	Haryana	13	24	63	704
	Madhya Pradesh	13	57	31	448
Group - III	Telangana	57	42	1	234
	Karnataka	58	41	1	232
	Kerala	35	62	3	302
	Maharashtra	40	50	10	322

Group - IV	Sikkim	83	15	2	148
	Odisha	95	5	0	120
	Manipur	12	88	0	259
	Arunachal Pradesh	79	20	1	163
	J & K	10	41	49	558

Graph 3.10: Average expenditure for electricity (In Rs.)



Household Particulars - Financial Assets

Table 3.27: Holding account (In %)

	States/Holding Account do you own this	Post Office	Bank	Co-operative	SHG	Life /Accident Insurance	Health Insurance	Pension Scheme	Others
Group - I	UP	10	83	7	1	11	9	6	0
	WB	11	86	4	26	6	7	7	0
	Bihar	18	78	3	3	7	9	18	1
	Tripura	11	76	13	12	19	68	16	1
	Jharkhand	2	81	2	0	7	1	1	0
	Assam	15	78	7	29	7	11	11	0
Group - II	Rajasthan	1	96	9	0	37	11	1	0
	Uttarakhand	25	97	27	2	25	4	11	1
	Punjab	9	92	4	3	14	6	15	1
	Delhi	2	84	15	2	11	4	19	1
	Haryana	9	82	4	3	15	5	16	1
	Madhya Pradesh	1	90	11	0	23	12	2	0
Group - III	Telangana	13	70	10	8	12	18	45	1
	Karnataka	14	65	11	7	13	21	48	1
	Kerala	16	83	20	2	14	8	5	0
	Maharashtra	19	76	13	32	9	19	10	0
Group - IV	Sikkim	11	92	1	1	2	1	2	0
	Odisha	12	88	0	0	0	0	0	0
	Manipur	42	79	3	3	2	2	4	0
	Arunachal Pradesh	3	87	40	3	6	61	3	0
	J & K	2	81	12	1	14	4	18	1

Table 3.28: Holding operational account (In %)

	Holding Account whether in operation	Post Office	Bank	Cooperative	SHG	Life /Accident Insurance	Health Insurance	Pension Scheme	Others
Group - I	UP	10	72	7	1	10	7	5	0
	WB	11	60	4	25	5	7	7	0
	Bihar	14	68	3	3	7	8	18	1
	Tripura	9	63	12	10	15	55	15	1
	Jharkhand	0	70	1	0	6	0	1	0
	Assam	17	67	7	32	7	12	13	0
Group - II	Rajasthan	1	96	9	0	37	11	1	0
	Uttarakhand	24	96	25	1	22	3	10	1
	Punjab	8	91	4	3	13	6	14	1
	Delhi	1	83	15	2	10	4	18	1
	Haryana	9	74	5	3	15	6	17	1
	Madhya Pradesh	1	89	11	0	23	12	2	0
Group - III	Telangana	13	70	10	8	12	18	45	1
	Karnataka	20	0	16	10	19	30	70	1
	Kerala	16	83	20	2	14	8	5	0
	Maharashtra	21	54	14	39	10	22	11	0
Group - IV	Sikkim	11	90	1	1	2	1	2	0
	Odisha	12	88	0	0	0	0	0	0
	Manipur	42	79	3	3	2	2	4	0
	Arunachal Pradesh	3	86	40	3	5	53	2	0
	J & K	0	78	12	1	12	4	17	1

Access to financial institutions remains the benchmark for development. To this end, having accounts in bank lead the category as compared to those in post offices and cooperatives. Almost 80 to 90% of households admitted to have bank accounts across all the states (Table 3.27) and their accounts are functional (Table 3.28). The post office seems to be their second choice. Arunachal Pradesh tops the list on both counts in having accounts in banks as well as in cooperatives, followed by Uttarakhand. Maharashtra appears to be an exception where SHG accounts have scored very high at 39%. Insurance provides security from vulnerability to main bread earners and their immediate family members. In this category, Rajasthan tops as having respondents with the largest (37%) Life insurance cover, followed by Tripura at 15%. Likewise, in terms of health insurance, Tripura scores the highest (55%), closely followed by Arunachal Pradesh (53%).

Wrapping up: It was envisaged to survey around 160 respondents from each MCB/MCT covered in the study but it fell short of by a few numbers in certain pockets for reasons beyond our control, the absolute number, in any case, remained much more than the total worked out,

initially. Among our respondents, matured ones were sizeable in number who combines both youthfulness and experience. In plain words, those who are relatively more capable of giving informed and judicious opinion formed majority of the people covered under the survey. This means there is substance in what a majority of respondents have said. The sample had fair representation of women. Likewise, Christians and Budhists were also included among respondents, though Muslims figure in very high proportion. Given their average family size, the myth is dispelled about their having larger number of children. It wouldn't be out of context to mention that average profile of a Muslim is closer to that of an average scheduled category of people. Majority of them happen to be landless but substantial numbers of them are engaged in low skill trade like tailoring, embroidery etc. Their family income is meager. In fact, those who claimed to have more than Rs. 10, 000 or so came largely from MCTs that are towns/ cities. Pleasantly, substantial proportion of them had operational bank accounts. Their demographic profile dispels the myth that population growth among Muslims has remained high all along.

Chapter - 4

Measuring MsDP Impact on Social Sector (Health, Drinking water and Education)

The MsDP is a basket that carries numerous products in its folds. They are aimed at serving the needs of both individuals and (minority) community at large. This chapter is focused on community centric products designed to improve access to public institutions in the social sector. In plain words, this means: quantifying access to agencies linked with health, drinking water and education departments across the identified states. Although it sounds repetitive, it needs mentioning here that the MsDP was designed to cover the development deficits in minority concentration areas. Thus, while pursuing the MsDP stated objectives, one is confronted with these questions: Have these development projects succeeded in meeting their targets? If yes, to what extent? Conversely, if the intended outputs were less than desirable, what could be contributing factors? Accordingly, the quest here is to identify the factors that have made or marred the schemes. It would be erroneous, however, to answer these questions only in black and white expression. For, between the two ends of measuring scale, there would be wide grey areas.

The endeavour of the study is to interpret those grey areas than drawing inferences with percentage points denoting success or failures of the schemes. It is all the more important since time span, required for the fructification of projects of this nature, perhaps has not kept pace with the specified norms. In other words, it takes time in taking projects to their logical conclusion. The community centric projects – health centres, ITIs, ACRs, water tanks etc. – started unfolding largely during the twelfth plan period. They were to pass through several stages, meeting roadblocks on the way, finding means to circumvent them before hitting the ground and start functioning. In short, if the gestation period is not long enough, will it be possible to measure the schemes' visible impact on the lives of intended beneficiaries? With this lingering doubt we went to the field, asking people whether their grievances – absence or near absence of public institutions in their areas – have been properly addressed or not? If yes are they satisfied? Their answers are interpreted hereafter.

We started with two pointed questions. The very first was whether they were aware of MsDP? If the answer was ‘yes’, they were asked to name the product, that is, any project under the broad rubric of MsDP? In seven, out of 21 states – Bengal, Maharashtra, Assam, Haryana, Punjab, Sikkim, and Tripura – the respondents were found to be aware of MsDP (Graph 4.1) with Bengal taking the lead. In the remaining 14 states, people had never or hardly heard of it. It was almost negligible in UP. As the extent of awareness was limited to just one-third of the states covered, naturally, the response to specific names was equal to shooting in darkness. For 87% respondents of Punjab, it was Anganwadi, followed by 83% in Uttar Pradesh who vouched for fisheries and another 49 % named it poultry (Table 4.1). It was computer for two-fifths of respondents from Tripura, for another 27% it was ‘tailoring’ and so on. As they named every conceivable schemes being executed under the broad rubric of rural development, their response was nothing less than uncultivated guess. To make sense of imagery that crossed respondents mind while guessing about the MsDP, descriptions of objects (they named), having close functional resemblance have been clubbed together, as shown in the Table 4.1. For instance, education, school, ITI, ACRs are clubbed in one group; health, PHC, dispensary, ASHA together in another; and so on.

Graph 4.1: Aware of MsDP schemes (In %)

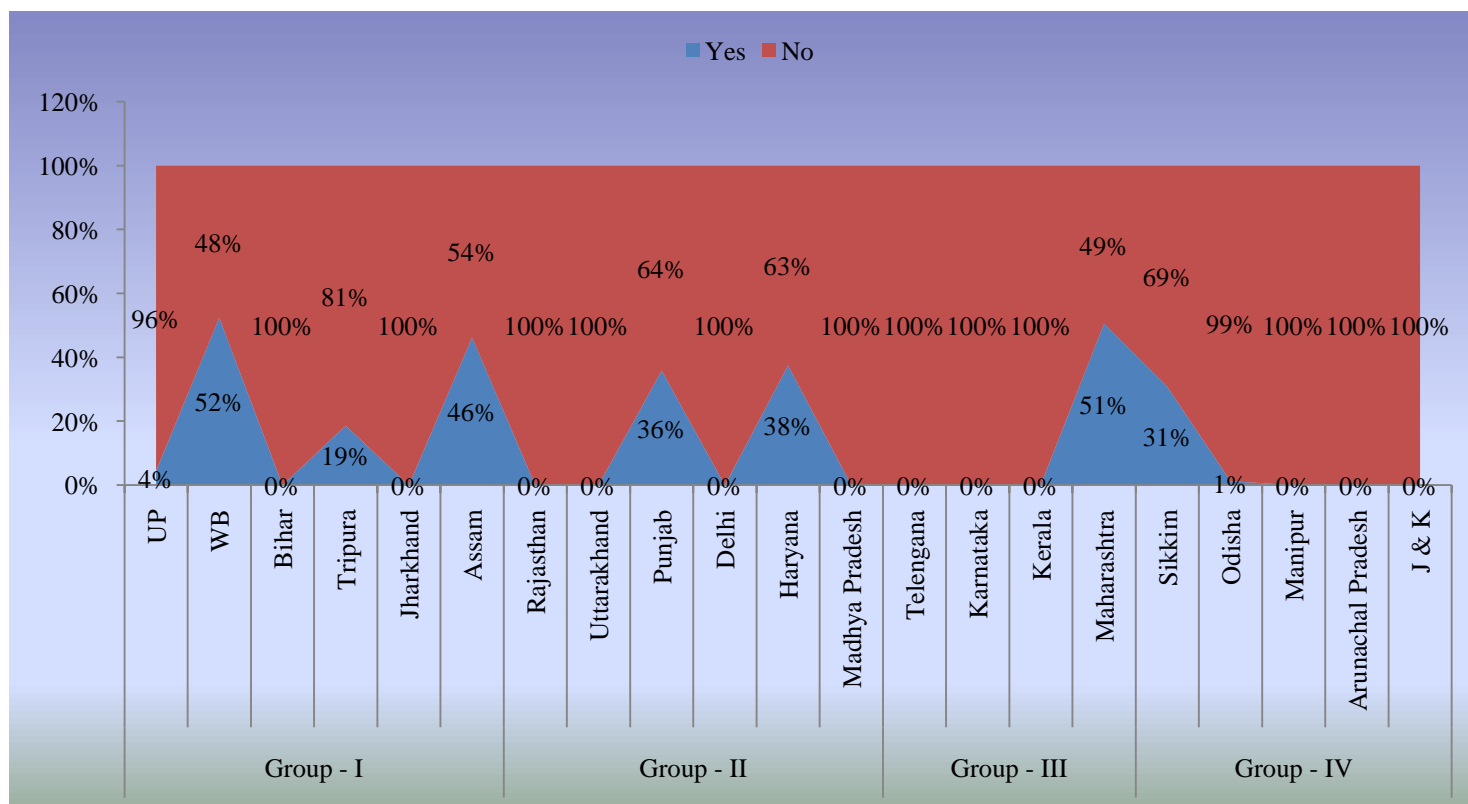


Table 4.1: Scheme identification

Scheme	UP	WB	Tripura	Punjab	Sikkim	Odisha
Fishery/ Poultry/ Agriculture/ Tree plantation	83/49/0/0	0/0/0/0	6/0/4/0		0/0/20	50/50
Tailoring/Computer/ Driving/ Mobile mechanic/ Automobile mechanic/ Toy making/Loan/ Beautician/ Handicraft/ Food preparation/ Hardware training	3/0/0/0/0/2 /0/0/0/0/0/ 0	1/0/1/0/0/0/ 5/0/0/0/0	27/40/16/18 /7/2/1/2/1/1/ 1 /		3/2/2/2/2/2 /2/2/2/2/2	
ITI/ Education/ ACR/ School/ Sakshyarata Abhiyan/Skill training/ Polytechnic/ Scholarship/ ICDS/ Angawadi centre		0/14/12/1/0/ 1/0/0/1/1	3/1/0/0/0/0/ 0/0/0/0	0/0/3/21/0/ 0/0/0/0/87	3/3/2/38/2/ 0/0/0/13/2	
ASHA/ Health/ Toilet/Sanitation/ PHC/Dispensary		0/27/10/6/0/ 0	1/0/0/0/0/0	0/0/10/0/2 8/13	2/8/3/2/2/0	
IAY/ Road/ Old age pension/ Graveyard boundary/ Widow pension/ BPL/ Kanyashree scheme/ Construction of streets and drain/ Solar lamp/ Cycle/ Electricity/ SHG		82/1/2/2/0/8 /1/0/0/2/1/4	1/0/1/0/0/0/ 0/0/0/0/0/0	4/4/0/0/0/0 /0/20/0/0/0 /0	7/2/2/7/0/2 /0/0/0/2/3/ 0	
Tube-well/ Drinking water/Pond		24/6/0		0/0/24		
					2/2/0	

Over the years, the successive governments have been doling out schemes / benefits to people under multiple heads and with certain conditions. In case of general welfare programmes, for instance, only BPL category of people are eligible but there have been plethora of schemes under public good category as well whose beneficiaries would be poor and rich alike. In short, there is something or other for everybody, availing as individual or benefits accruing to community at large. So is the case with MSDP. If it has reached the designated villages and towns, implicitly, it must have touched them, improving their living conditions.

True to our assumption, our respondents identified several items, all flowing out of MSDP basket. From the data inserted in the Table 4.2, one finds 8 items, but by looking intensely, it would appear that these items are essentially related to three sectors: education, health and drinking water. Staring from improvement in volume or duration of water supply to improved access to health care facilities or access to secondary school for that matter, the recorded data confirms impact of MsDP on their day-to-day life. It may sound mundane, even trivial to some but we noticed little satisfaction on the faces of the people who were until necessarily feeling alienated because of prolonged neglect. True, everybody has not reaped benefits but with these small gestures, MsDP has been able to arrest the drift from the psyche of a sizeable section of people in minority populated areas.

Table 4.2: Benefits accrued to community (In %)

	States	IAY beneficiary	Supply of volume of Drinking Water has improved	Duration of Supply of Drinking Water has improved	Water stand has been erected	Access to Health Center has improved	Access to Secondary and Higher Secondary education gone up	Prospect of Employability due to skill education has enhanced	New Assets improved the life of minorities
Group - I	UP	12	23	20	8	73	53	4	21
	WB	25	31	34	21	79	49	8	46
	Bihar	12	77	90	75	89	88	33	14
	Tripura	30	66	58	20	79	47	14	14
	Jharkhand	14	3	0	0	100	99	0	0
	Assam	27	36	39	21	67	49	9	53
Group - II	Rajasthan	2	59	42	27	96	99	1	0
	Uttarakhand	9	66	67	41	84	92	1	18
	Punjab	14	49	51	42	91	80	19	56
	Delhi	7	63	73	27	68	75	19	30
	Haryana	11	45	47	41	92	79	14	56
	Madhya Pradesh	3	35	20	24	96	100	0	0
Group - III	Telangana	50	40	10	0	0	0	0	0
	Karnataka	53	37	11	0	0	0	0	0
	Kerala	4	10	10	3	97	69	0	30
	Maharashtra	23	36	27	23	62	56	0	72
Group - IV	Sikkim	27	28	27	19	80	90	11	10
	Odisha	13	56	72	65	89	91	27	9
	Manipur	25	32	38	15	78	89	14	8
	Arunachal Pradesh	29	51	48	41	57	42	14	50
	J & K	8	53	69	23	63	73	17	26

Accessing Health Care

In general, the health indicators for the minority communities, Muslims in particular, in the country are below the other communities. The reasons are many, including economic and socio-cultural, apart from administrative lapses. We tried to find out the commonalities and the differences in the trends emerging from the data as well as their comparison with our own observations from the field and discussions with various stakeholders. To get a broad picture in the health sector, the following questioned were asked: (i) whether accessibility to primary health care facilities has increased (ii) immunization facilities are available (iii) availability of pre-natal care facilities (iv) whether contraceptives are used by them? Their answers are as follows:

Apparently, access to health care facilities under MsDP seems to have improved, practically everywhere. Measured on scale, it was around 90 percentage points and above in as many as eight states: Bihar, Jharkhand, Odhisa, Rajasthan, Madhya Pradesh, Haryana, Punjab and Kerala (Table 4.3), little less in UP and Bengal. This was equally true in terms of less time taken to reach hospital in case of these three states just mentioned (Table 4.4). This necessitates some explanations. To begin with, in BIMARU states the facilities were either non-existent or not up to the mark, in the pre – NRHM (now NHM) period. Thus, when the growth started from zero base, it appeared huge, highly impressive to beneficiaries as compared to other states where some facilities were already available. Although Punjab and Haryana are treated as high income group states, their health outcomes have not been matching with their economic growth. And Kerala has remained on the top among all the states in social sector. It is important to mention that though the accessibility to health care has improved, it might have been due to NRHM or any other state specific programme executed by the concerned state government. In any case, the time spent to reach hospital has reduced across the board.

This matter was physically verified by visiting the assets created under this scheme. There are exceptions, too. For instance, in metropolitan Delhi, the capital of the country, the health care infrastructure is totally different from other states. However the existence of primary health care facilities at Nand Nagari in Delhi (where MsDP has been implemented) is not satisfactory, at least not in correspondence with the overall image of Delhi. Yet in our survey at Delhi, we found the responses are quite affirmative in the context of accessing primary health care facilities.

Table 4.3: Improved access to health center (In %)

	State	Yes	No
Group - I	UP	48	53
	WB	70	30
	Bihar	99	1
	Tripura	81	19
	Jharkhand	99	1
	Assam	57	43
Group - II	Rajasthan	98	2
	Uttarakhand	47	53
	Punjab	41	59
	Delhi	41	59
	Haryana	45	55
	Madhya Pradesh	99	2
Group - III	Telangana	0	100
	Karnataka	0	100
	Kerala	65	35
	Maharashtra	44	56
Group - IV	Sikkim	70	30
	Odisha	98	2
	Manipur	43	57
	Arunachal Pradesh	32	68
	J & K	36	64

Table 4.4: Time to reach health Centre has gone down (In %)

	State	Yes	No
Group - I	UP	45	55
	WB	65	35
	Bihar	99	1
	Tripura	54	46
	Jharkhand	61	39
	Assam	52	48
Group - II	Rajasthan	98	2
	Uttarakhand	48	52
	Punjab	42	58
	Delhi	43	57
	Haryana	47	53
	Madhya Pradesh	99	2

Group - III	Telengana	0	100
	Karnataka	0	100
	Kerala	65	35
	Maharashtra	37	63
Group - IV	Sikkim	70	30
	Odisha	98	2
	Manipur	23	77
	Arunachal Pradesh	15	85
	J & K	38	62

Health benefits

Regarding the availability of basic immunization facilities, more than 90% respondents across all the states affirmed enhanced accessibility (Table 4.5), little less in Karnataka, Telengana and Arunachal Pradesh. It may, however, be noted that the creation of sub-centres and the presence of Accredited Social Health Activist (ASHA) as a functional link between community and designated health facilities have improved the availability of basic health services, including regular health check up of pregnant women and new born babies. Likewise, pre-natal care has also increased among all the states, but significantly much more in the context of Bihar and Jharkhand, 92% each (Table 4.5), even the lower score was above 70 percentage point in case of Assam, UP, and Arunachal Pradesh with Maharashtra and Manipur standing as exceptions. The response was quite divergent regarding the use of contraceptives. It was in the range of one-fifth to one-third only, that is, prevalence among community or use of contraceptives was admitted by less than one third of the respondents in half a dozen states: Assam, Tripura, Punjab, Haryana, Telengana and Karnataka.

Table 4.5: Accessing health benefits (In %)

	State	Immunisation	Pre-natal care	Institutional delivery	Use of Contraceptive
Group - I	UP	97	77	69	40
	WB	99	84	73	55
	Bihar	99	98	98	93
	Tripura	94	88	72	20
	Jharkhand	100	92	96	95
	Assam	98	76	59	31
Group - II	Rajasthan	100	100	100	100
	Uttarakhand	100	96	91	51
	Punjab	99	94	93	26
	Delhi	98	96	81	76
	Haryana	99	94	93	24
	Madhya Pradesh	100	100	100	100
Group - III	Telengana	81	81	41	24
	Karnataka	88	80	48	24
	Kerala	98	92	88	51
	Maharashtra	97	51	46	37
Group - IV	Sikkim	100	97	97	12
	Odisha	100	100	99	0
	Manipur	97	42	40	55
	Arunachal Pradesh	85	73	52	55
	J & K	98	96	80	75

Interestingly, during our field visits to the identified villages in the districts of Rampur and Baharaich (UP), we met a number of minority community people who were out and out opposed to the very idea of contraceptives. Not only were they almost dismissive of family planning practices, rather were of the opinion that if they were having more children it was all due to the Allah's blessings; government or people in general should not interfere in this domain. The socio-cultural barriers and religious (mis) interpretation regarding family size and living condition also emerged during focussed group discussions (FGDs). It needs to mention that the average family size and the poverty level among minorities are relatively at higher level in UP. On this issue (use of contraceptive), the response was different among the minority communities in Manipur and Arunachal Pradesh, where little more than half (55%) nodded in favour. Significantly, little over half of the respondents from Manipur were Muslims (see chapter 3) but in case of Arunachal Pradesh two thirds of the respondents were Budhists and the remaining

ones were Christians. In any case, such responses are very significant from public health point of view.

We also noticed inadequate primary health care facilities, in the minority concentrated areas in Bahraich, Muzafarnagar, Ambdekar Nagar and Unnao districts of Uttar Pradesh. A number of sub-centres and Anganwadi centres have recently come up, thanks to MSDP but they are yet to be functional particularly in Bahraich and Muzafarnagar. This is almost true of Anganwadi centres. Consequently, the Anganwadi worker provides the services from a different place in the same village, for example at the Balaha Block of Baharaich district of UP.

On the other hand, the availability of ambulances on demand in rural areas has increased the accessibility to CHC or District Hospital. In case of institutional delivery, the response was very impressive in Sikkim and Odisha, close to 100% mark whereas in other states it varied from 40% in Manipur to 52% in Arunachal Pradesh.

Safe Drinking Water

Safe water for drinking is crucial for all human being. But there are areas where the volume of water supply is questionable. This deficiency is all the more noticeable in areas dominated by minority communities at a number of places. To get a broad picture of drinking water scenario, the following questions were asked to the people: (i) Whether there is easy access to safe drinking water? (ii) What are the sources of drinking water? (iii) Whether the quality of water has improved after execution of MsDP? And, finally, (iv) How much they spend on collecting water? The responses were as follows:

A whopping 98% in Telangana and 92% in Bihar confirmed improvement in accessing drinking water but response from other states was on lower scale (Graph 4.2), ranging from 18% in UP (lowest) to little above 50% in Rajasthan and Arunachal Pradesh. It may be recalled that centrally sponsored schemes or otherwise development efforts took an upswing in Bihar after a new leadership took over in 2005. But perforce, it devoted first couple of years in restoring state authority, before switching its focus to development projects. Thus, in Bihar, where everything seemingly started from scratch, people took even minor improvement as grand success on many fronts, including health, drinking water, roads etc. This explains why an overwhelming majority described social sector improvements as hugely successful. In Telangana, it is the criteria of a

new state that has given impetus to these life sustaining projects, receiving great applause from the people at large, including minorities. For a reverse image, let us turn to UP where drinking water supply projects have not been accorded priority under MsDP. For instance, in the villages in Rampur and Baharaich districts of this hugely populous state, water tanks are still under construction for quite long or wherever completed, they are not functional till date.

Graph 4.2: Ensuring safe drinking water (In %)

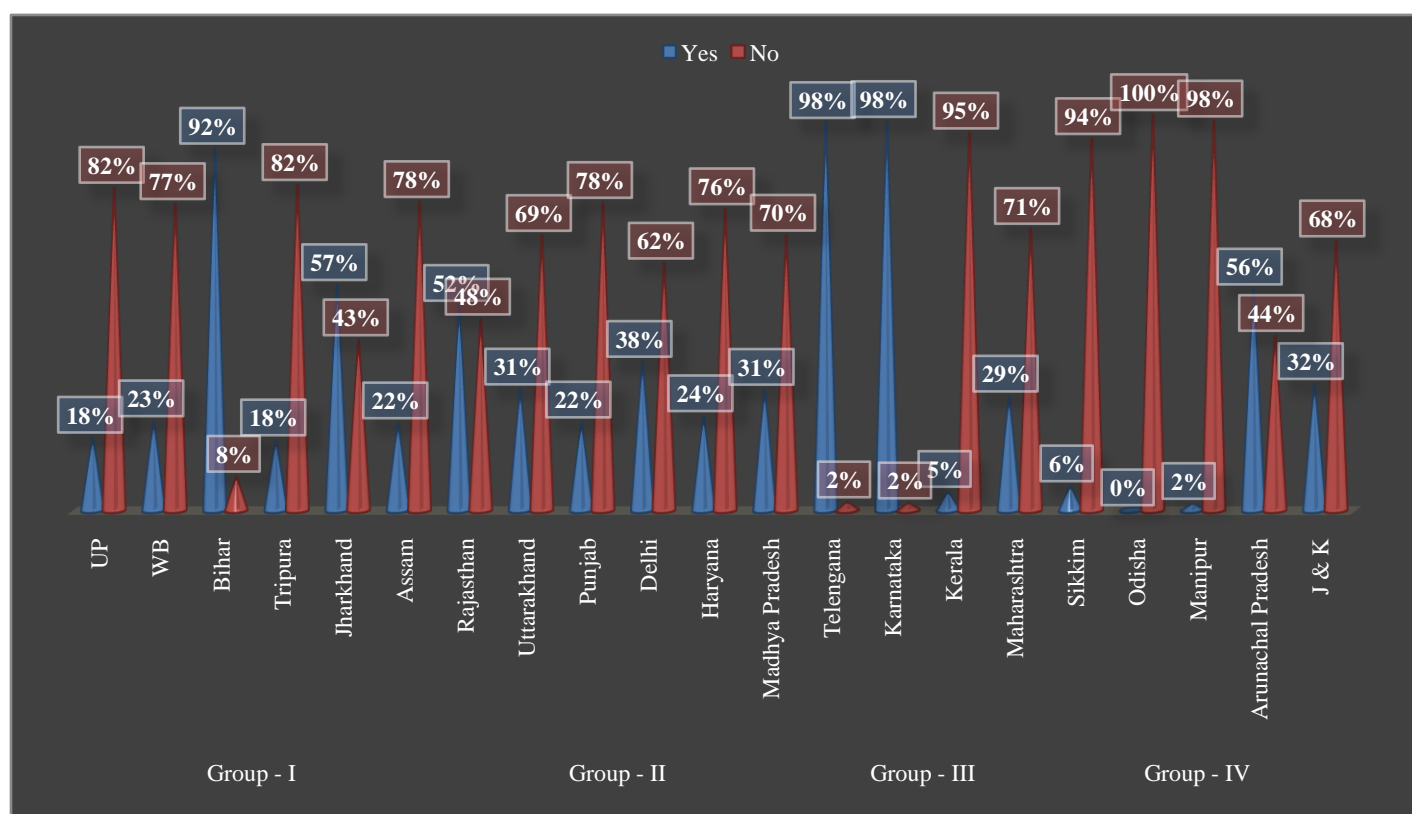


Table 4.6: Source of water (In %)

	States	Well (personal)	Community well	Pond	Tube well	Tap	Others
Group - I	UP	2	3	0	35	60	0
	WB	1	5	1	65	27	1
	Bihar	3	2	0	81	14	0
	Tripura	19	35	2	19	24	0
	Jharkhand	2	0	0	98	0	0

	Assam	2	8	1	60	29	1
Group - II	Rajasthan	0	0	0	1	99	0
	Uttarakhand	1	0	0	2	91	6
	Punjab	3	19	0	46	32	0
	Delhi	0	1	0	2	97	0
	Haryana	3	22	0	43	32	0
	Madhya Pradesh	0	1	1	2	97	0
Group - III	Telangana	3	93	0	2	2	0
	Karnataka	4	91	1	2	2	0
	Kerala	0	0	0	0	100	0
	Maharashtra	1	2	1	39	57	1
Group - IV	Sikkim	2	3	10	3	78	4
	Odisha	1	14	0	85	1	0
	Manipur	16	15	0	0	69	0
	Arunachal Pradesh	0	0	0	31	69	0
	J & K	0	1	0	3	97	0

What is the source of drinking water? Nearly two-thirds people (60%) identified tap as the main source in UP, and more than 90% in Rajasthan, Uttarakhand, Delhi, Madhya Pradesh and Kerala. Next in order was tube well, which scored 35% in UP, 65% in West Bengal, (Table 4.6) 81% in Bihar and 98% in Jharkhand. All these states are endowed with sufficient amount of ground water, making it easier to fetch from 15-20 feet beneath the surface by using hand pumps. Reverse is the case in states like Punjab where almost half were dependent on tube well and nearly one-fifth on the community well, which was true for overwhelming 93% and 91% in Telangana and Karnataka respectively. Thus, minority households in most of the states are largely dependent upon tube well, hand pump in case of eastern states. But in both the southern states it was community well that held highest score.

Overuse of tube well to extract ground water for both drinking and irrigational purposes have caused acute health problems among people at large in Punjab, including minorities. In Delhi, people take recourse to water tankers to meet shortage of water which is either facilitated by the DJB (Delhi Jal Board, the agency responsible for water supply in Delhi) or private contractor. In case of latter, people tend to spend some money. Earlier, water supply used to be problematic in minority concentrated areas (largely poor and highly congested) but lately, it has witnessed great improvement- thanks to the present AAP government, we were told. In many states, on the other hand, we came across unfinished projects for drinking water supply, though

inching towards completion. Once they start functioning, it is hoped, the water supply related issues would be resolved amicably.

Water Quality

As compared to past, marginal improvement in the quality of water has been observed. This was affirmed by 32% in West Bengal, 71% in Bihar (Table 4.7), 32% in Delhi to 96% in Rajasthan. On corresponding lower side, it was 6 to 11% in four states: Haryana, Punjab, Telengana and Karnataka. But for two-thirds of people in Punjab and Haryana as well as a little over one-third in Delhi, the improvement was substantial (see column 3 of Table 4.7). This is true of four-fifths in Manipur and Telengana (84%). On the other hand, to more than two-thirds of the respondents from Sikkim and Odisha, there was no improvement at all.

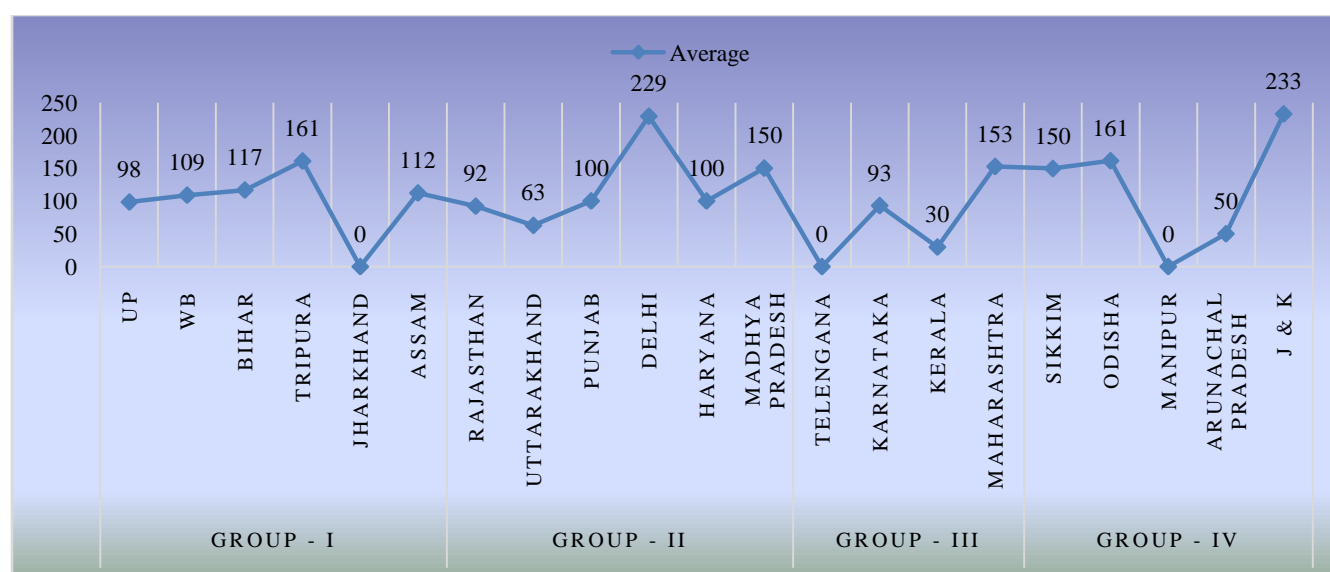
Table4.7: Improved water quality (In %)

	State	Improved substantially	Marginally	Not at all
Group - I	UP	6	67	27
	WB	36	32	33
	Bihar	15	71	14
	Tripura	14	65	21
	Jharkhand	18	68	14
	Assam	41	35	24
Group - II	Rajasthan	0	96	4
	Uttarakhand	13	47	40
	Punjab	61	7	33
	Delhi	34	32	34
	Haryana	62	6	32
	Madhya Pradesh	0	98	2
Group - III	Telengana	84	11	5
	Karnataka	84	11	5
	Kerala	1	98	1
	Maharashtra	45	45	10
Group - IV	Sikkim	25	2	73
	Odisha	32	0	68
	Manipur	80	20	0
	Arunachal Pradesh	7	42	51
	J & K	34	30	35

How much do they pay for water? This was our next question. Those who spend less than Rs.100 per month accounted for over 90% in UP, Uttarakhand, Punjab and Haryana (highest, Table 4.8 and Graph 4.3), followed by 82% in Rajasthan, 24% in Tripura and the mere 3% (lowest) in Delhi and the remaining ones had to pay more than hundred rupees. In Jharkhand and Telengana on the other hand, the expenditure on this count was absolutely nil. In terms of average expenditure figure, it was the highest in Delhi and distant second in Madhya Pradesh.

Table 4.8: Expenditure on water (In %)

Group	States	Upto Rs.100	Above Rs.100	Average
Group - I	UP	97	3	98
	WB	71	29	109
	Bihar	33	67	117
	Tripura	24	76	161
	Jharkhand	0	0	0
	Assam	70	30	112
Group - II	Rajasthan	82	18	92
	Uttarakhand	97	3	63
	Punjab	100	0	100
	Delhi	3	97	229
	Haryana	100	0	100
	Madhya Pradesh	0	100	150
Group - III	Telangana	0	0	0
	Karnataka	60	40	93
	Kerala	100	0	30
	Maharashtra	37	63	153
Group - IV	Sikkim	35	65	150
	Odisha	36	64	161
	Manipur	0	0	0
	Arunachal Pradesh	100	0	50
	J & K	3	97	233

Graph 4.3: Average expenditure on water (In Rupees)

Education Scenario

Education leads to all round development. This is true for everybody, cutting gender, social and religious divides. Contrary to this perceived wisdom, the educational attainments of minorities is regrettably awful; marked by relative low rates of enrolment, high dropout rates and abysmal scores at board examinations, not to speak of their very thin presence in professional colleges in general and reputed colleges in particular. Reports of the Commission on Minority Educational Institutions, Sachhar Committee, Justice Mishra Committee would testify to this fact. There are deficits at all levels of education. So the first question that should be probed: Is MsDP trying to address the educational deficits? If yes, then how? By constructing additional class rooms (ACRs), boundary walls, hostels for existing schools and new buildings for vocational education, creation of ITIs in minority concentrated areas. In short, it is creating durable physical assets by focussing on educational infrastructure. To measure the achievement of MsDP in fulfilling those gaps, the following questions were administered: (i) Number of children attending School (ii) Distance of educational institution from home (iii) Girl students receiving cycle (iv) Has the standard of education gone up after implementation of the scheme? Their answers are recorded in the tables 4.9 to 4.11, presented below:

As children have started going to school, the access to primary education has definitely improved. Those who vouched for it, comprised 36% and 41% in the category of one and two children in West Bengal. The corresponding figures for other states are as follows: it was 23% and 35% in Bihar, between 31% and 44% in Madhya Pradesh and Rajasthan, 29% and 53% in Sikkim, 31% and 26% in Delhi, 19% and 50% in Odhisa respectively (table 4.9). In case of Tripura, it is more than 30% for each category which seems to be an average figure across the states covered in the survey. This shows that the access to primary education has improved in the areas under both MCBs and MCTs. This in itself is a positive symbol. It needs repetition here that the people in general answered this question without referring to MsDP. Even some of the key informants gave credit to SSA for improving the accessibility across states.

This appears to be true for secondary schools also as building for high schools, hostels for girls, ITIs, and even polytechnics had been constructed in large numbers under the auspices of MsDP. In fact, we have witnessed many such newly constructed buildings practically everywhere. Even in remote parts of Arunachal or plain areas of Bihar and UP or on the hills of

Manipur, buildings were there for everybody to see. What was disturbing, however, was the fact that such structures had been completed but they are lying unused because of design flaw. “Only assets are created under MsDP”, we are told by officials, “making them functional is the job of the concerned line departments”. In certain places, buildings are under use, but suffer on account of maintenance for which MsDP have no provision and it is not the priority for the concerned department either. Against this backdrop what we saw in Sikkim was indeed a pleasant surprise. In Sikkim, the colour of the buildings constructed under MsDP is the same everywhere, making it distinct from other school buildings. One can easily make it out that these buildings are constructed under MsDP. The qualities of the buildings appeared equally good.

Table 4.9: Children attending school (In %)

	State	1 Child	2 Children	3 Children	Average
Group - I	UP	30	31	39	2
	WB	36	41	24	2
	Bihar	23	35	42	2
	Tripura	31	38	30	2
	Jharkhand	42	24	34	2
	Assam	33	39	27	2
Group - II	Rajasthan	33	44	23	2
	Uttarakhand	42	26	33	2
	Punjab	25	38	36	2
	Delhi	31	26	42	2
	Haryana	24	39	37	2
	Madhya Pradesh	29	42	30	2
Group - III	Telengana	23	35	42	2
	Karnataka	23	33	44	2
	Kerala	28	34	38	2
	Maharashtra	30	48	22	2
Group - IV	Sikkim	29	53	18	2
	Odisha	19	50	31	2
	Manipur	17	39	45	2
	Arunachal Pradesh	26	29	45	2
	J & K	29	28	43	2

Distance from Home

For very young children distance between their school and home matters a lot. As a matter of fact, schools are considered ideal, if they are located within one kilometer. Is it the same in minority populated areas? Yes, 84% in UP and correspondingly 32%, 72%, 79%, 75% and 74% in Rajasthan, Bihar, Uttarakhand, Tripura and Jharkhand respectively confirmed this pattern. In other states like Punjab, Telangana, Sikkim it varied anywhere between 34% to 63 percentage point. It was highest in case of Odisha and lowest in Madhya Pradesh, though it was within the capital city in case of the later. The survey results were almost in tune with what we had observed in the field. The responses across the state demonstrate the fact that majority of the schools are within 1 km of the habitat except in Rajasthan, Telangana, Karnataka, Manipur, and Madhya Pradesh; very few were beyond 2 and 3 km (Table 4.10). Apparently, the access to primary education has significantly improved among all the states. But we did not find any taker for the following issues: Improvement in the students' standard, retention of students and their learning skills and how many of them would go for secondary and higher secondary level was open to guess.

Location of the Anganwadi centre is another point that needs to be highlighted. Running of this day care centre from the primary school/ middle school compound in UP has given a fillip to the primary education. Children from age of 3, start attending the Anganwadi centre, in most cases they continue over there till 5th or 7th standard, as per the classes available in that school. For they see these incentives – uniform, books and scholarship (from state/ central government) – in person and their aspiration to avail those things prompt them to continue in schools. In a way, this has really incentivized primary education among minorities. We checked it in a number of places and found them reasonably good. This is equally true of Kasturaba Vidyalay, started by UP government for girl students at the middle school level with added facilities, apart from boarding at hostel, free food, uniform, and books, which have given a boost to girl's education, particularly among the minority communities.

Under MsDP, additional class rooms, hostel, computer rooms were constructed or are under construction in the Kasturaba Vidyalays. This has created good infrastructure in these schools. What is more required: adequately trained and qualified teachers? Perhaps, that will boost up girls educational from minority households. The financial support by the UP state government for creation of mini ITIs in the Madrasas have made it possible for young Muslim

boys to access vocational education with a low cost at local level, enhancing their employment opportunities. This can be seen in the MCT of Ambedkar Nagar (UP). On the other hand, ITIs have been constructed in some places are not functional till date. The complete structure of ITIs which are still not in use at Risia Mod of Baharaich, Chamrua and Bilaspur of Rampur districts (UP) can be cited for instance.

Table 4.10: Distance of educational institutions (In %)

	State	Within 1km	Within 2Km	Beyond
Group - I	UP	84	10	7
	WB	58	33	9
	Bihar	72	27	2
	Tripura	75	19	6
	Jharkhand	74	23	3
	Assam	64	23	13
Group - II	Rajasthan	32	68	0
	Uttarakhand	79	18	4
	Punjab	62	34	4
	Delhi	63	26	11
	Haryana	62	35	3
	Madhya Pradesh	19	81	0
Group - III	Telangana	34	57	9
	Karnataka	34	58	8
	Kerala	93	4	3
	Maharashtra	73	20	7
Group - IV	Sikkim	61	26	13
	Odisha	100	0	0
	Manipur	44	29	27
	Arunachal Pradesh	62	21	17
	J & K	63	28	9

Bicycles for girls

For long girls were simply denied opportunity to go to high schools in rural areas. The obvious concern was safety. How can they commute alone and on foot? Can they ride bicycles to cover the distance? Speed will not only save time but will also ensure their safety, this goes without saying. It would be less strenuous than trudging on foot and so on. Bihar took the lead in this regard under Nitish Kumar in 2008-09, still holding the reign over there. It paid huge dividends both in terms of boosting enrolment of girl's education in high schools and electoral return in ensuing Assembly election. Many state governments followed the suit. And the MoMA also

made it a part of its welfare programme. How do people look at it? Do they consider it useful for their daughters/ sisters, wards more particularly in Muslim families?

An overwhelming proportion, around 80% of households surveyed admitted that at least one girl student had received bicycle. The corresponding figure was almost equal to half in states like Odisha, Delhi etc. On the other hand, West Bengal, Bihar and Jharkhand are the states where at least one girl from most of the respondent's family has received a cycle. The best performing states in this regard are: Assam, Manipur, Madhya Pradesh and Rajasthan etc. But in Punjab none has received cycle. Conversely and most importantly, this provision (entitlement of cycle) was not restricted to one girl child per household in several states. Indeed, it is free for all girl children going to school, after 9th standard. For instance, 89% respondents in UP said 2 girls had received cycles, though in case of 2 girls received cycles it was 10%, 35% and 61% respectively in Telengana, (Table 4.11) Sikkim and Odisha.

As far as the linkage of improved infrastructural facilities, including availability of cycles with improvement in the educational standard of their children are concerned, practically, in all states huge response was 'no', starting from 83% in West Bengal to 95% in Bihar (Table 4.12). Undoubtedly, it has increased the accessibility to schools. However, its impact will be visible in future; presently, the availability of cycles to girls have made their transportation to schools easier. This has boosted their morale and increased their level of confidence. Now they can easily go to school on their own. Hence, cycle for girls has really incentivized girl's education among all households and more particularly, among the minority communities. The improvements in girl's educations, i.e. enrolments and retentions in Bihar and UP of late are testimony to this point.

For the question related to improvements in the educational standard of the children due to availability of cycles, it was observed that except in Rajasthan, where 75% confirmed it, the response was otherwise negative, i.e. only 12% each in Uttarakhand and Delhi (Table 4.12). Hence, we can draw a conclusion that accessibility to school has really improved due to distribution of cycles (to girl students particularly) but it has not resulted in improving the educational standards.

Table 4.11: Bicycles for girls (In %)

	State	1 Girl	2 Girls	3 Girls
Group - I	UP	10	89	2
	WB	94	6	0
	Bihar	92	7	1
	Tripura	52	48	0
	Jharkhand	87	13	0
	Assam	91	9	0
Group - II	Rajasthan	100	0	0
	Uttarakhand	67	33	0
	Punjab	0	0	0
	Delhi	33	67	0
	Haryana	71	25	4
	Madhya Pradesh	100	0	0
Group - III	Telangana	86	10	5
	Karnataka	83	11	6
	Kerala	50	50	0
	Maharashtra	36	64	0
Group - IV	Sikkim	65	35	0
	Odisha	39	61	0
	Manipur	100	0	0
	Arunachal Pradesh	100	0	0
	J & K	40	60	0

Graph 4.4: Average cycle for girl students (In Numbers)

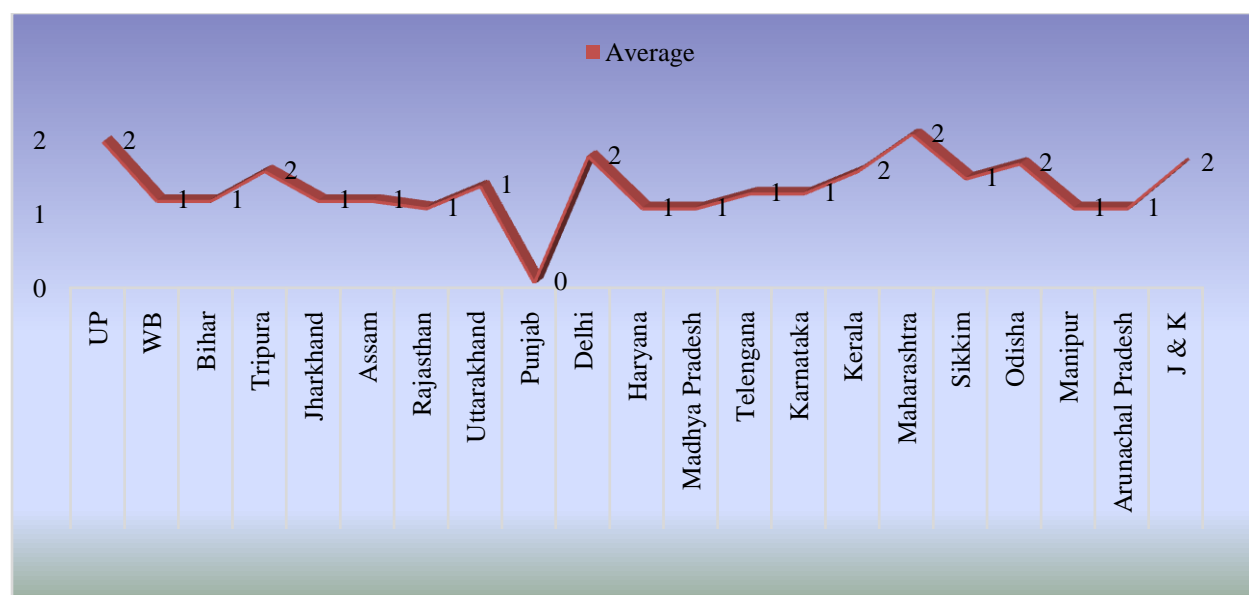


Table 4.12: Improved education standard (In %)

	States	Yes	No
Group - I	UP	11	89
	WB	17	83
	Bihar	5	95
	Tripura	10	90
	Jharkhand	10	90
	Assam	24	76
Group - II	Rajasthan	75	25
	Uttarakhand	12	88
	Punjab	3	97
	Delhi	12	88
	Haryana	3	97
	Madhya Pradesh	75	26
Group - III	Telangana	7	93
	Karnataka	7	93
	Kerala	5	95
	Maharashtra	31	69
Group - IV	Sikkim	44	56
	Odisha	31	69
	Manipur	72	28
	Arunachal Pradesh	31	69
	J & K	10	90

Table 4.13: Impact Assessment of MsDP: A Status Report

State	No. of MCB/MCT Covered	Started (Five Year Plan)	Total No. of Projects										Status Progress	
			ITIs/Polyte	ACRs/Toilet	Hostels	Int./ Deg. College	PHCs/CHCs/ Sub-Centers	Water Tank/ Hand Pump	Agan /Pr Sch./ Madrasa	IAY/Roads	Addi. Equip.	Any others	Under Construction	Completed
Uttar Pradesh	14	11 th & 12 th	6	153	5	19	152	887	1591	8000	12	4	882	9947
Bihar	7	12 th	1	717	10	13	51		266				224	834
Jharkhand	6	12 th	6	84	46	1	144	7	640	7574		1188	545	9145
Uttarakhand	3	12 th	2			4	9						12	3
West Bengal#	12	11 th & 12 th	6	7024	51	41	743	6529	100	37532	100	5000	4100	6496
Tripura	6	12 th		75	1	2	2	32		78	15	5	101	109
Odisha	1	12 th	1	10					2	51			27	37
Sikkim	1	12 th	1	40	1	1			5	25			27	46
Arun. Pradesh	1	11 th		30	1						3			
Delhi	1	12 th	1	85		2	1				2		3	88
Andhra Pradesh	1	12 th		30		1							31	
Manipur	3	12 th												
Rajasthan	3	12 th	3	5	3	1	14					2	26	2
Punjab	1	11 th & 12 th		44			8		50			10		
Assam	7	11 th & 12 th	3	386	7		6	53	1	1140		49	24	126
Total	67		32	8683	103	74	1130	7508	2655	54400	132	6258	5929	26833

The trends emerging from the analysis of the field data portrays a picture coloured with all shades. In some states, it started under 11th Five year plan and in others during the twelfth plan, shifting focus from minority concentrated districts to blocks (MCTs/MCBs). Altogether, there were 29 ITIs (in total) in the above mentioned states, majority of them are completed, but yet to be handed over and very few of them are functional. The functional ITIs are being run with very few trades, without adequate staffs including instructors, location wise some of them are inaccessible, like those in the district of Muzaffarnagar and Shamli. That apart, majority of

the staffs and teachers at ITIs have been appointed on contract basis. Under these circumstances, one can imagine the plight of the staff running those vocational training institutes. The physical appearance of these institutions is impressive but not the expected outcome.

In the context of primary education, additional class rooms and toilets were reportedly built in all the states; we were told and also verified by our field investigators. In majority of these places, these are handed over and functional. In total, it is around 8300 across the states covered. Out of which, more than 7024 in West Bengal (highest) followed by 717 in Bihar, 153 in UP and 85 in Delhi, 84 in Jharkhand and rest in other states. This shows some of the states have taken primary education more seriously than others or SSA had already taken care of infrastructural requirements. Likewise, large numbers of hostels are also constructed: 46 in Jharkhand, 39 in West Bengal, but only 5 in UP. Likewise, out of 74 inter/ degree colleges (higher educational institutions) created, 41 in West Bengal and 19 in Uttar Pradesh, but in rest of the states, number wise it is insignificant.

Under the health sector, as many as 1073 sub-centres were setup, maximum 743 the highest in West Bengal, followed by 152 in Uttar Pradesh, 144 in Jharkhand and the rest in other states. This reflects these 3 states have given emphasis strengthen to health sector infrastructure. In case of Anganwadi centre/ Pre-school/ Madrasa, building were constructed numbering 1591 in UP, followed by 640 in Jharkhand, 266 in Bihar and 100 in West Bengal and 50 in Punjab. Most of the health sub-centres are not functional, or yet to completed. The rest of the states have not given importance to sub-centre or anganwadi centre due to reasons best known to them. In the context of drinking water supply, out of total 7455 hand pumps/ small water tanks erected, maximum was in West Bengal (6529) followed by 887 in UP, 32 in Tripura, 7 in Jharkhand and none in rest of the states. Among all the projects completed, the percentage of fully functional assets are highest in Jharkhand (100%), West Bengal (100%), Bihar (95%), UP (90%), Delhi (100%) followed by other states, though in terms of units of assets created, Delhi is relatively less, in comparison to the above mentioned states.

The above data shows the states where maximum number of additional class rooms, hostels, ITIs, Inter/ Degree colleges, anganwadi centre, sub-centre were constructed are in UP, West Bengal, Bihar, Jharkhand and Tripura. This might be due to the existence of a large number

of minority concentrated areas (MCBs/ MCTs) which is in tune with numerically large minority population.

Conclusion:

To conclude, we can say that though MsDP is trying to address the ‘development deficit’ and it has become successful to certain extent in impacting the life of minority communities. Yet it has a long way to go, to bring them at par with the national level. However, there is silver lining also. In some places, it has brought revolutionary changes among the targeted beneficiaries. For example, girls attending schools due to Kasturba Vidyalay in UP, wherever they were given accommodation within the school premises, free food, uniform along with books, it has incentivized their attendance and learning skills also. In Uttar Pradesh, due to implementation of ‘**Noi Roshni**’, the leadership qualities including public oration among minority girls have increased manifold. The level of awareness among certain sections of minorities about various schemes, conditions for availing them, has gradually gone up. Accessing schools in many states, starting from Anganwadi to primary and middle schools have led to increased attendance and retention in schools.

The creation of health sub-centres along with Anganwadi centres at village level helped them accessing basic health care facilities. The presence of ASHA worker has led to increase in institutional delivery in all the MsDP implemented states. The credit however for all these positive development goes to SSA and NRHM. The infrastructures created under MsDP looks impressive, particularly, school buildings, ITIs etc. In some states, they have become functional but staff is still scanty and in many other states, they are still under construction. The limited success has raised the ‘aspirations’ of children in particular, they would like to go for higher education and acquire professional degrees which, they believe, will earn a decent job for them.

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Chapter -5

Opportunities, Impediments & Constraints

The MsDP was designed as strategic intervention to improve the life quality of minorities. At one level, it promised to widen their access to educational institutions by opening more schools, or provide additional class rooms, vocational centres, ITIs, polytechnics, hostels more particularly for girls in minority concentration blocks and towns. It also assured that ‘development deficits’ in health sector would be improved by setting up health care facilities at multiple levels- CHC, PHC & SC- improving access to diagnostic facilities and so on. This is equally true of drinking water facilities. Taken together, one would assume that the supply of drinking water stands ensured to minority households, their children are going to schools and colleges, when falling sick, they and their parents are taken care of at appropriate health care facilities. To cap it all, the MsDP has also promised them a dignified life. But ‘dignity’ is not something that can be bestowed on somebody. It is acquired. And its pre-condition is embedded in development on all fronts of an individual or household. That the household is located in a livable neighborhood (read surroundings are neat and clean at least), has requisite amenities, and has a decent level of earning to support itself. This all amounts to becoming a part of the middle class club. In ultimate analysis, this is what MsDP aspires for. To put differently, through its multi-pronged intervention, the MsDP will prompt minorities, read Muslims basically, to aspire for middle class status.

Undoubtedly, the MsDP offers a great opportunity to cover the development deficits. The previous chapter has taken stock of what has been done on social sector (health, education & drinking water) front. In continuation, as the title of this chapter suggests, here an attempt has been made to examine closely the issues pertaining to skill formation aimed at enhancing their capabilities to earn a decent livelihood. To what extent these ideals have been translated into action? If not, who should be accountable? Have the opportunities, treated as mundane or trivia been wasted? Or the MoMA has been constrained because of exogenous factors. If yes, then what are the impediments and constraints, including fault lines? Let us begin with the

programme for imparting skills among adult members of minorities household and its associated benefits.

Skill Formation

This was designed in tune with the concern that with a high school/ college level educational certificate one cannot earn a decent employment. Going beyond the textbook, the idea of skill formation is out and out practical and its pedagogy is entirely different, doing by learning. It has several components. The states are free to run these courses in their own way and accordingly, size of classes and durations vary. Have these schemes fared well in the field? We tried to comprehend this by framing question on (i) awareness about such schemes; (ii) availing of opportunities provided, (iii) underlying time and expenditure, (iv) assessing its job potential and (v) finally, on drawing benefits.

Table 5.1: Information on skill training (In %)

	States	No information at all	Little information available	Available
Group - I	UP	94	5	1
	WB	88	11	1
	Bihar	82	18	0
	Tripura	79	14	7
	Jharkhand	86	14	0
	Assam	92	7	1
Group - II	Rajasthan	97	3	0
	Uttarakhand	96	3	1
	Punjab	93	7	1
	Delhi	93	6	2
	Haryana	94	6	1
	Madhya Pradesh	100	0	0
Group - III	Telengana	84	16	0
	Karnataka	83	17	0
	Kerala	98	2	0
	Maharashtra	93	7	0
Group - IV	Sikkim	87	13	0
	Odisha	100	0	0
	Manipur	86	14	0
	Arunachal Pradesh	88	10	2
	J & K	92	6	2

Arguably, one can appreciate the usefulness of a scheme when one is aware of its existence. Two instruments were thus designed to measure the extent of people's awareness of skill formation provisions and facility available for them. Their answers are recorded in Table 5.1 and 5.2. Data provided in Table 5.1 shows that on an average a whopping 82 to 94 percent respondents from Group I states had never heard of any training / vocational programme conducted in their district/ block. The corresponding figures for the Group- II states were anywhere between 93 to 100 percentage points. Likewise, in Group III states, the respondents who had no idea of any training programme under MSDP ever held were in the range of 83% in Karnataka to 98 % in Kerala. The corresponding figures for Group IV states were recorded from Manipur at 86 % and Odisha cent-per-cent respectively. Those who were aware of such programmes were maximum in Tripura, accounting for above one-fifth of the total (21%) interviewed. This need mentioning here that respondents had two options to choose: little information and fully aware of. By combining these two, Tripura had ranked first (Group-I), followed by Karnataka and Telengana at 17% and 16% respectively. This was little less 14 % in Manipur (Group –III) followed by Bengal at 12% (Group I). In Delhi (Group II), it was 8% merely.

Our next question was whether the skill formation facility was available? For the response, let us turn to higher scoring states. In Tripura, 11% affirmed that such facility was available and another 8% also dittoed but with a rider that facilities were available but at a far distant place. It was 9% and 8% respectively in case of Bengal and little less in Telengana and Karnataka (Group- III) The numbers are not impressive because such skill imparting centres have not come up in all MCBs, not even in those covered under the study (Table 5.2). The response was nearly equal (16-17%) in case of Delhi and Uttarakhand (Group-II). In Odisha (Group-IV), one-tenth of people confirmed the availability of skill centres but located distantly. The lessons one can draw out of these responses are: Imparting skills to young boys and girls have begun, though its reach is not comprehensive which explains a very high proportion of respondents' unawareness.

Table 5.2: Availability of training facility (In %)

	States	Available	Not available	Available at a far place
Group - I	UP	6	88	6
	WB	9	83	8
	Bihar	3	91	6
	Tripura	11	81	8
	Jharkhand	8	85	7
	Assam	4	92	4
Group - II	Rajasthan	8	87	5
	Uttarakhand	6	84	10
	Punjab	4	92	4
	Delhi	11	84	6
	Haryana	4	93	3
	Madhya Pradesh	9	86	6
Group - III	Telangana	6	86	8
	Karnataka	5	87	8
	Kerala	4	91	4
	Maharashtra	5	92	4
Group - IV	Sikkim	1	97	3
	Odisha	0	90	10
	Manipur	6	88	6
	Arunachal Pradesh	4	90	6
	J & K	12	83	5

The next sets of questions were on (i) employment potential of those skills imparted; (ii), anybody in the family has got job because of that and (iii) improved earnings due to skills learnt? For their answer let us turn to Graph 5.1 & 5.2 and Table 5.3. Again in Tripura and Bengal only 7% and 5% respectively felt that training would enhance employment opportunities. But, surprisingly, the corresponding figure was the highest (25%) in Manipur (Group- IV). This high degree of optimism confirms tenacity of the people who have been fighting adversity for quite long. It was almost negligible in the rest of states listed under Group-II and III states. The responses were nearly identical in case of two following questions regarding somebody in the family got a job after undergoing training programme and it propelled them to little higher earning level (see Table 5.3 and Graph 5.2). It was on predictable lines in case of Tripura 7% and 2% in Bengal.

Let us take these two states – Tripura and Bengal – first and that too about why the proportion of response regarding job potential of skill training was lesser than availability of

training facility, including those at distant locations. The reasons, it would appear, could be multiple. First, training centres, as indicated above, are not operating in every MCB. Hence, very few can authenticate their existence. Second, this is something new therefore unless people get to know firsthand, they do not feel confident about its job potential. In any case, very few families would be gainers in the beginning. This is unusually very high (10%) in case of Manipur, even in comparison to high performing states like Tripura and Bengal in this context, raising doubts whether respondents mistakenly construed these benefits (both in terms of individual beneficiary and enhanced income) flowing from MsDP linked skill formation centre. Since these figures do not match with ground realities, they need to be further investigated. In case of Tripura, it must be emphasized, skill imparting centres were excellent, considering their remote locations in Tripura and it was housed within the huge premises of a newly established professional university at the outskirts of metropolitan city of Kolkata in Bengal, though with a distinct identity. So if our respondents, located far away from these places of learning and majority of them happened to be illiterate and semi-literate, had no idea about these initiatives, it was hardly surprising.

Graph 5.1: Skill impart & Job Potential (In %)

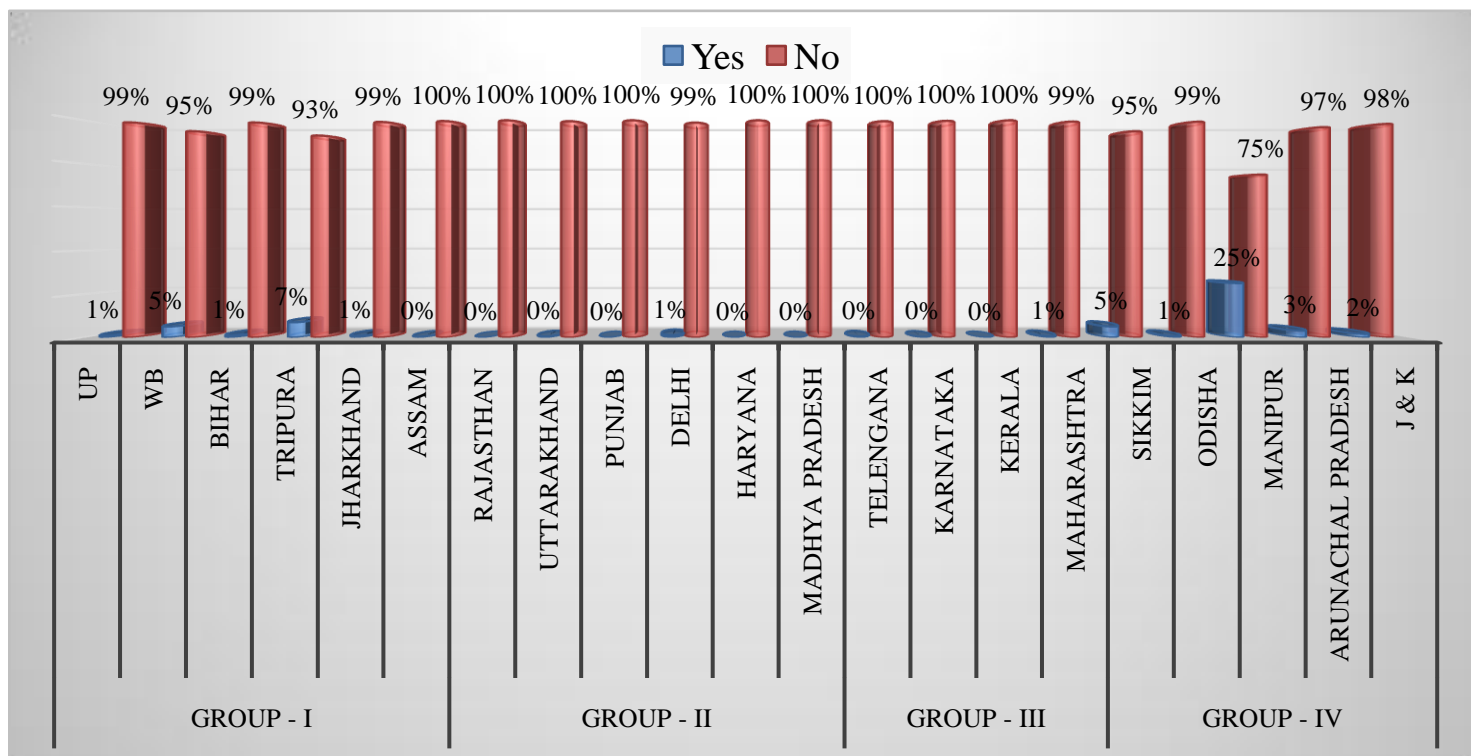
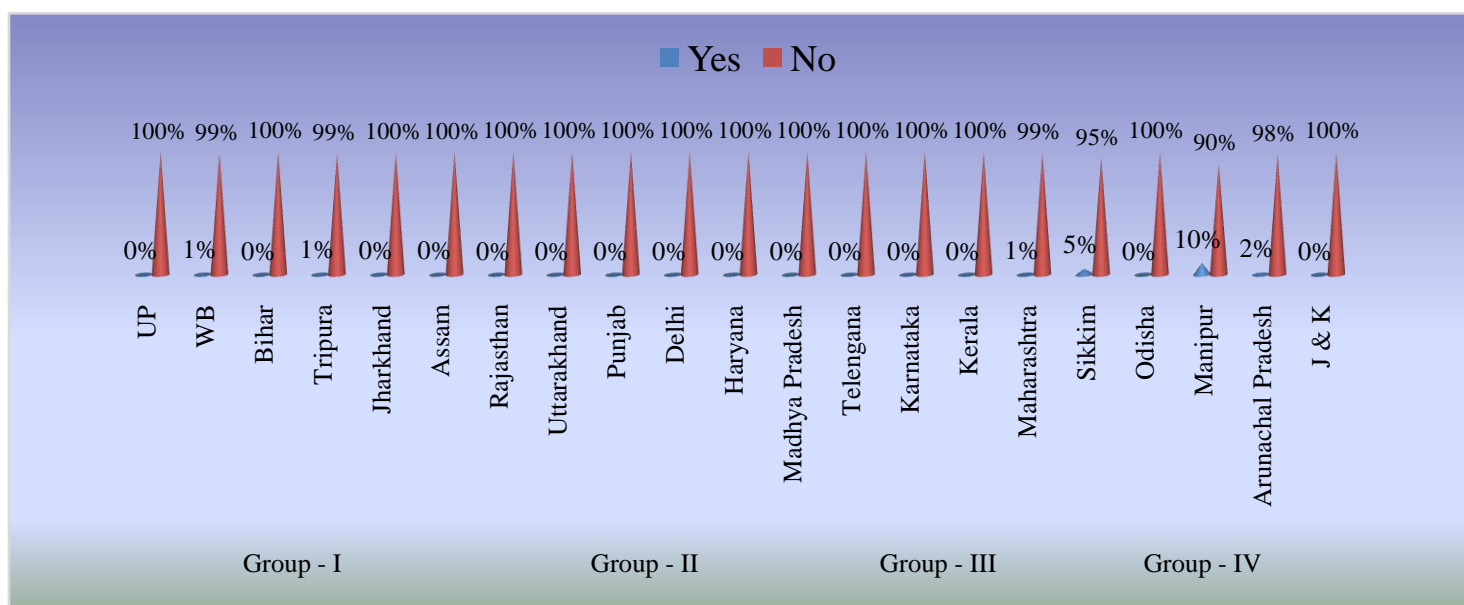


Table 5.3: Individual beneficiary of skill training (In %)

	States	Yes	No
Group - I	UP	0	100
	WB	2	98
	Bihar	0	100
	Tripura	3	95
	Jharkhand	0	100
	Assam	0	100
Group - II	Rajasthan	0	100
	Uttarakhand	0	100
	Punjab	0	100
	Delhi	0	100
	Haryana	0	100
	Madhya Pradesh	0	100
Group - III	Telengana	0	100
	Karnataka	0	100
	Kerala	0	100
	Maharashtra	0	100
Group - IV	Sikkim	4	96
	Odisha	0	100
	Manipur	10	90
	Arunachal Pradesh	2	98
	J & K	0	100

Graph 5.2: Enhanced income (In %)



Those hailing from poor minority households, mainly Muslim families, dotted in ghettos or lined around highly congested lanes generally found to be suffering from multiple complexes. It goes without saying that the poor in general are treated disparagingly in developing societies, in case of Muslims it is all the more depressing. On the whole, this quite often results into loosing their self-confidence. Against this backdrop, it was assumed that coaching for professional skills by concerned instructors in a congenial atmosphere of skill centres will also boost up their self-confidence. The hypothesis turned out to be wrong in great majority of states as those who argued to this were numerically too small to be counted (Table 5.4). Conversely, the corresponding figure was found the highest in Madhya Pradesh at 78%, followed by Jammu and Kashmir at 23%.

Table 5.4: Has the scheme improved your confidence (In %)

	States	Yes	No
Group - I	UP	1	99
	WB	2	98
	Bihar	1	99
	Tripura	3	97
	Jharkhand	1	99
	Assam	1	99
Group - II	Rajasthan	0	100
	Uttarakhand	1	99
	Punjab	2	98
	Delhi	2	98
	Haryana	2	98
	Madhya Pradesh	78	22
Group - III	Telengana	0	100
	Karnataka	0	100
	Kerala	1	99
	Maharashtra	6	94
Group - IV	Sikkim	1	99
	Odisha	0	100
	Manipur	7	93
	Arunachal Pradesh	4	96
	J & K	23	77

First, looking for its quick impact would not be appropriate. Programmes take time to fructify; all the more, perhaps when they are related to imparting skills and finding a suitable job as end-product of such schemes. Second, if programmes are not gaining required momentum, reasons could be many, therefore, putting blame on schematic designs or on implementing agency would not be fitting. In fact, findings have by and large been similar in the case of social sector schemes. All these prompted us to look for fault lines. But before proceeding in that direction, we wanted to ascertain whether the lower success rate of schemes can be attributed to delivery mechanism.

The tools deployed to measure them were centered on the following three points: (i) facing any problem in availing the benefits of the scheme; (b) nature of problems encountered in the process; and (iii) mechanism for grievance redressal. This may be noted once again that the responses given below were not exactly in relation to MsDP per se but with other flagship programmes of the federal government like NRHM, SSA etc also. Their answers are given in Table 5.5 to 5.7. Response to ‘facing problem (s) in availing benefits’ was the highest, over 90% in Delhi, Uttarakhand and Odisha; more than 10 percentage point less but in the range of 73 to 84% in UP, Assam, Manipur and Bengal etc. The corresponding figure was little less, around two-thirds in several states: Punjab, Haryana, Jharkhand, Sikkim and Arunachal Pradesh. Further down, around half of the total sampled respondents in Bihar, Madhya Pradesh and Rajasthan testified to have faced problems. It was the lowest in Tripura, just 15% of the people interviewed. The Left Front government in Tripura has been on the fore fronts of taking development programmes to the door step of people and in relative terms, corruption etc. have been at the lowest level in the state- a fact vouched by the Transparency International which this survey also tends to confirm.

Table 5.5: Facing problems in availing the benefit of the schemes (In %)

	States	Yes	No
Group - I	UP	79	21
	WB	84	16
	Bihar	54	46
	Tripura	15	85
	Jharkhand	39	61
	Assam	78	22
Group - II	Rajasthan	48	52
	Uttarakhand	92	8
	Punjab	62	38
	Delhi	99	1
	Haryana	62	38
	Madhya Pradesh	53	47
Group - III	Telangana	0	100
	Karnataka	0	100
	Kerala	98	2
	Maharashtra	58	42
Group - IV	Sikkim	66	34
	Odisha	98	2
	Manipur	73	27
	Arunachal Pradesh	68	32
	J & K	98	2

Our next question was to identify top five problems faced in this context. If ‘lack of information’ scored the highest, over 90% in UP, Uttara Khand, Telengana, Punjab, Haryana, Karnataka, Manipur, Arunachal Pradesh and Maharashtra confirming the opaque manner in which the governmental machinery operates, followed by Bihar, Bengal and Jharkhand, around 80%. It was little more than half in case of Tripura, but lowest again (see, Table 5.6). Likewise, in Group-I states, around four - fifths (83 to 92%) of respondents from UP, Bihar, Jharkhand and Assam have identified ‘attitude of officials’ as the third biggest problem, but corresponding scores are in the lower range of 40 and 58% in case of Tripura and Bengal. That the scheme itself is irrelevant (see 5th column, Table 5.6) was also felt by more than four-fifths in Uttarakhand, Punjab, Delhi, Odisha, Sikkim, Karnataka, Kerala and Maharashtra to some lesser extent in UP but it was just reverse, less than 10% in case of Tripura, Rajasthan and Manipur. The corresponding figure was around half for Bihar and Jharkhand (see Table 5.6, Group- I). A careful scrutiny of these figures raises some doubts. For, these seem to suggest that respondents

from these two states are more nuanced in capturing the reality than those in other states. Official's apathy, embedded inefficiency and underlying corruption, all these are understandable but how people could think social sector schemes as irrelevant is beyond comprehension. This needs to be probed further.

Table 5.6: Top 5 problems faced in availing the benefits (In %)

	States	Lack of information	Complex process of application and its sanction	Attitude of officials	Corruption	Irrelevant Scheme
Group - I	UP	95	84	85	85	78
	WB	84	63	58	65	27
	Bihar	70	73	90	92	49
	Tripura	53	36	40	16	8
	Jharkhand	58	90	92	93	2
	Assam	43	88	83	96	3
Group - II	Rajasthan	86	78	70	80	9
	Uttarakhand	95	95	77	94	87
	Punjab	98	95	94	94	92
	Delhi	88	93	95	93	86
	Haryana	96	92	90	88	91
	Madhya Pradesh	91	82	87	91	89
Group - III	Telangana	81	73	46	20	88
	Karnataka	92	88	95	94	92
	Kerala	89	93	94	91	96
	Maharashtra	91	93	91	86	91
Group - IV	Sikkim	100	100	94	94	94
	Odisha	100	100	100	100	98
	Manipur	94	60	50	72	9
	Arunachal Pradesh	95	74	55	71	25
	J & K	88	89	87	97	93

If people notice ‘corruption’ or observe ‘official apathy’ or wisely consider the scheme as ‘irrelevant’, then, one would assume, they would be compelled to lodge complaints. After all, for the last twenty five years governments both union and provincials have been prodding people to do so. Where do our responds stand at in this context? They were asked three questions: (i) Have you ever lodged your grievances? (ii) If yes, was it redressed on time? And finally, (iii) redressed but not on time? Their response is placed in Table 5.7.

Understandably, very few, nearly negligible number of aggrieved persons ever lodged their complaints in UP, Bihar and Jharkhand (Group-I), Punjab, Haryana and Madhya Pradesh (Group-II) and practically all the states in Group III and Group-IV states. In other words, in only eight states, out of 21 covered in this report, people turned out to be alert and more responsible in the given context. They are, in descending order: Bengal (40%), Delhi (25%), Tripura (24%), Assam (22%), Uttarakhand (13%), Maharashtra (8%), Kerala and Rajasthan (6%).

Table 5.7: Top 3 Grievance redressed (In %)

	States	Have you ever lodged your grievances	Whether the grievance was redressed in a timely manner	Redressed but not in timely manner
Group - I	UP	9	4	4
	WB	40	21	40
	Bihar	3	1	1
	Tripura	24	22	23
	Jharkhand	1	0	0
	Assam	22	25	19
Group - II	Rajasthan	6	3	6
	Uttarakhand	13	3	3
	Punjab	1	0	0
	Delhi	25	5	3
	Haryana	1	1	0
	Madhya Pradesh	2	3	1
Group - III	Telengana	0	0	0
	Karnataka	2	1	1
	Kerala	6	3	1
	Maharashtra	8	5	3
Group - IV	Sikkim	1	0	0
	Odisha	1	0	0
	Manipur	1	0	0
	Arunachal Pradesh	4	2	12
	J & K	2	0	2

The above answers are fascinating, running almost in tune with the given traits of the states in case of states like Tripura and Bengal where left front regimes have been in power for quite long but until recently in Bengal. But in both cases they have served the poor relatively better. Delhi is crowded with multiple political structures and civil society organizations prompting people to remain vigilant. After acquiring a state of their own, people in Uttarakhand seems to have gone bold, shedding their diffidence that was apparent when they were part of much bigger UP. This is also true of Rajasthan which is trying hard to get out of BIMARU mould. Again in these states, people have come to realize that without bringing shortcomings to the notice of concerned authorities, their problems cannot be redressed.

Impediments

The MsDP was premeditated to bridge the development deficit in the pockets with minority concentration across the length and breadth of the country. The funds flowed generously to replicate the same social sector development projects related to education, health etc. and that too with the same old machinery which had overlooked, if not bypassed those minority concentration areas. We were therefore constrained to identify the factors, both internal and external, impeding the success of the MsDP projects such as schools, hostels (initially under SSA), drinking water (RGAWSS), health centres (under NRHM), housing (under IAY) and so on.

The Federal government had to perform under given constraints, it must be admitted. Caught into the vortex of multi-layered federal structure in the country, including the embedded fault lines in overlapping administrative structures and authorities on the one hand, and on the other, embarrassment caused by pathetic living conditions of minority community (mainly Muslims) along with the lack of skill and employment opportunities for them, the GOI could set up a separate ministry MoMA but for implementation of MsDP, it couldn't create parallel administrative structure. The problem was further compounded by two more factors – replicating old development programmes rather than designing new ones and also by not giving them new identity. All this led to a strange spectacle in the field: Old development programmes were getting executed by the same old agencies; consequently, MsDP remained an obscure entity, without any name and plaque at the sites of assets created, notable exceptions apart. If MSDP has lacked identity, then people cannot be blamed for their lack of its awareness.

In sum, development deficit has led to creation of separate federal ministry and separate minority welfare department in the state capitals and line department at the district level. But for

the execution of projects, it is totally dependent at the block level, causing loss of face, making MsDP indistinguishable. That is the greatest but unintended shortcoming of MsDP. In several states, we learnt, that construction work under the aegis of MsDP suffer endlessly since the block level machinery remain engaged with MGNREGA linked works. It is the creation of a different body outside the governmental set up but headed by a retired executive engineer which is behind the unfinished projects in Bidar (Karnataka). This seemingly private agency is responsible for all departmental constructions but it lacks capacity to handle large number of projects. Above all, since this agency is reportedly answerable to the deputy commissioner only, the DOMW finds it difficult to pursue the matter on day to day basis. Inconsistent fund release pattern also takes a heavy toll on planning process. Besides that, we were also told, funds were just utilized but without serving the intended purpose. For instance, additional class rooms (ACRs) are constructed even in those places where earlier SSA funded ACRs are still lying vacant.

The block level facilitators (BLF) are either non-existent or are engaged in non-MsDP works. Here again, Bengal and Tripura stand out as exceptions. In both these states, we found competent BLFs handling their jobs properly.

That apart, taking MsDP projects to their logical conclusion is not the handiwork of a single minority welfare department across the states. Given its complexities, it calls for joint efforts of multiple agencies. Thus, if a programme is successful, there would be many claimants but none would take ownership for failed or delayed projects. It can be aptly explained by quoting an old adage – success has many fathers but failure has none.

Notwithstanding the above constraints, we have tried to measure impact of MsDP with a broad framework, comprising the followings: Planning, Resources (finances) and capacity (of staff, including their numerical strength), Committed Political leadership and, Transparency, Accountability and participation. All these above aspects are inter-related but do not operate strictly in the same order. Let us consider the first two together.

Undoubtedly, MsDP is a Delhi-driven programme, therefore, it is funded largely by the Ministry of Minority Affairs (MoMA) with or without (proportionate) contribution from the States. The MoMA claims that demand for MsDP projects, usually come from the state governments, approved in the empowered committee (EC) meetings of the Ministry. The MsDP projects are designed to cover the development deficits in minority concentration blocks and towns (shifting focus from MCD to MCB have been discussed in introductory chap). Put simply,

the MSDP projects are pertaining to housing (IAY), education (SSA), health (NRHM), drinking water, sanitation, skill formation etc. and they just fill in the demand-supply gap that existed in the original/ old rural development schemes. Therefore, planning is essentially functioning of the state governments. That is however restricted to the number of projects in MCBs/MCTs. By rule, sanction letter is sent following approval by EC. But a huge time lag is often seen between sanctioning date of the proposal and approval letter sent along with the first installment of sanctioned amount to State government treasury / concerned directorate and further to the district level. What follows thereafter is a long, arduous process of site selection, tendering (by the concerned agency – varying from one state to another), and identifying contractor and so on. Following the utilization of first installment, request for second installment along with photographs, UCs etc is dispatched but second installment is seldom released on time. Call it procedural matter, if not lapses, but this fact was brought to our notice (essentially complaint but in regretful tone) in several states while pointing out unfinished projects half way done, school buildings, hostels, health centres etc.

This is a major bane of most of the centrally sponsored schemes for which there is hardly any cure as each desk has its own argument. Officialdom is more interested in following procedures than the actual outcome. In fact, impact was somewhat visible in case of additional class rooms, new hostels, more particularly for girls, a new high school or ITI (in Karnataka, UP, Arunachal Pradesh for instance) or new health centres (Uttarakhand, Tripura) which have started functioning. The opposite is equally true. Consider the fact that what started as covering development deficit, in reality, ended up as replacement. In plain terms, this meant, the educational infrastructure to be created, say under SSA, was later left to be done by MsDP funds. Further, if the need was for say, 500 ACRs, MsDP fund was released for 200 units, yet SSA virtually withdrew from that area. Thus, in many cases strange sight was seen following the unfolding of MsDP. That instead of covering deficits, it had either increased deficits or led to wasteful infrastructure: Creating large number of unnecessary ACRs. Another problem is about not being clearly seen for supporting minorities- lack of clear guidelines, resulting into allotting IAY to non-minority beneficiaries. After all, in MCBs 70 % of residents is non-minority. A CAG report for Nagaon (31/03/2013) has also pointed out several inconsistencies such as providing two houses to a single household depriving the genuine beneficiaries in the wait list and also allotment of houses to a single beneficiary both under IAY & MsDP. The said report has also

highlighted operational deficiencies at all the three levels – District, Block & Gram Panchayat – causing delay in release and non utilization of funds optimally but also leading to mis-utilization/ misappropriation of huge funds, loss of interest and non-utilization of interest funds.

Let us now look at another kind of MsDP projects that would have lasting effects. Included in this are both educational and health care institutions. The former is intended to enable young Muslim boys and girls for a salaried job whereas the latter are meant to cater their immediate health care needs of minority households and also remain useful in future too. It needs to be emphasized that a certificate, diploma or degree from a vocational institution would be of immense help to facilitate their entry into modern employment sector. Not surprisingly, a large number of social sector institutions have come up under the broad head of MsDP. The credit certainly goes to the MoMA for appreciating the need and extending financial support to these institutions. In a way, the MoMA has played its role but without impacting the lives of beneficiaries. For, these institutions can start serving their purposes only when they become functional. The details of MsDP enabled projects are provided in Table 5.8 to 5.12 and Graph 5.3 to 5.9.

In UP alone, for instance, buildings for as many as 32 educational institutions have been constructed, including hostels in the MCBs and MCTs covered in the study. Of this, only six (out of 32 taken together) institutions are functional. In fact, more than half, 17 out of 32 were still under construction when the IIPA Investigators Team visited the selected sites. This is true of Bihar, Jharkhand and Assam. In Bengal, 57 units have been constructed. This includes one polytechnic, five ITIs, and 51 hostels. But only 11 are functional. Yet what makes Bengal different than other eastern states is the fact that its line departments for minority development seem to be devoted, fully concentrated on their assigned task. Having interacted with several junior, middle level officials as well as the head of the district level minority offices in Murshidabad and Uttar Dinajpur, during a recent visit and also to the BDOs and BLFs in the concerned MCBs, we arrived at this conclusion. The same is true of officials in Tripura. On the other hand, though the district officers we met were equally committed in Bihar, in one district nothing had started and in another district, the district officer, as a deputy to the DM was burdened with many other routine assignments. Is it then any wonder that skill development programmes have not yet been launched in all the three identified districts in Bihar?

Table 5.8: MsDP in Uttar Pradesh (Sampled Districts)

UP Educational Institutions	Progress Status																								
	No. of Units				Total Units	Under Const.				Completed				Handed over @				Functional ¥				Others €			
	R	B	U	M		R	B	U	M	R	B	U	M	R	B	U	M	R	B	U	M	R	B	U	M
ITIs	2	2		1	5	2			1		2				2				2				2		1
Polytechnics	1	1			2		1															1			
Inter Colleges	8	6		1	15	5	3		1	1	2				2				2			2	1		
Degree Colleges	1		1		2	1		1																	
Hostels	5	3			8	2					2				2				1			4			
Grand Total	17	11	1	2	32	10	4	1	2	1	6				6				5		1	7	1		

Legend: R- Rampur, B- Baharaich, U- Unnao, M-Muzaffar Nagar.

@ Units shown as handed over are taken from completed ones.

¥Number of units shown as functional are taken from handed over.

€ Units sanctioned & amount disbursed but work not started due to unavailability of land, while in some cases allotments were awaited.

Graph 5.3: MsDP in Uttar Pradesh

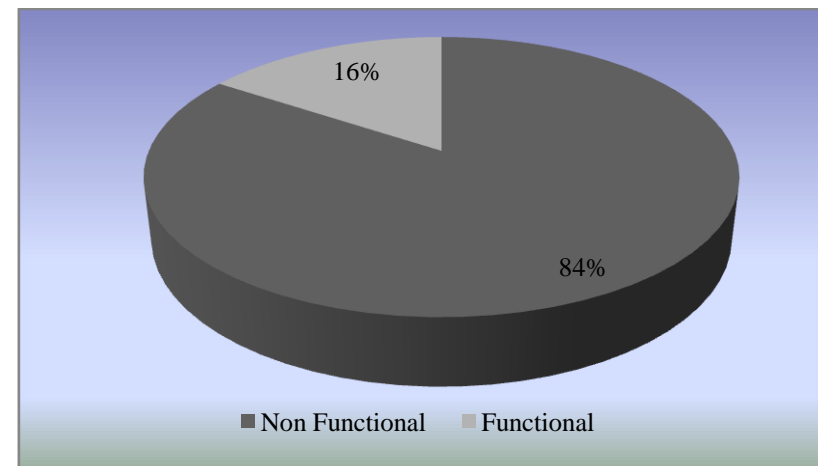
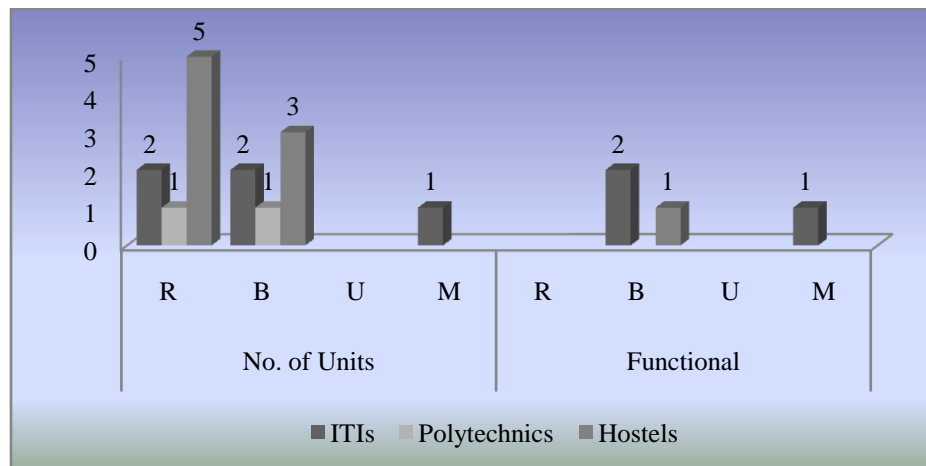


Table 5.9: MsDP in Jharkhand (Sampled Districts)

Jharkhand Educational Institutions	Progress Status												
	No. of Units		Total Units	Under Const.		Completed		Handed over @		Functional ¥		Others €	
	Sahibganj	Pakur		Sahibganj	Pakur	Sahibganj	Pakur	Sahibganj	Pakur	Sahibganj	Pakur	Sahibganj	Pakur
ITIs	1	2	3		2	1							
Polytechnics		1	1										1
Inter Colleges		3	3				1		1				2
Degree Colleges													
Hostels	7#	5\$	12	3		1	1		1			3	4
Grand Total	8	11	19	3	2	2	2		2			3	7

#Out of 7, two are girls hostels. \$Out of 5, two are girls hostels.

@ units shown as handed over are taken from completed ones

¥ units shown as functional are taken from handed over.

€ Units sanctioned & amount disbursed but work not started due to unavailability of land, while in some cases allotments were awaited.

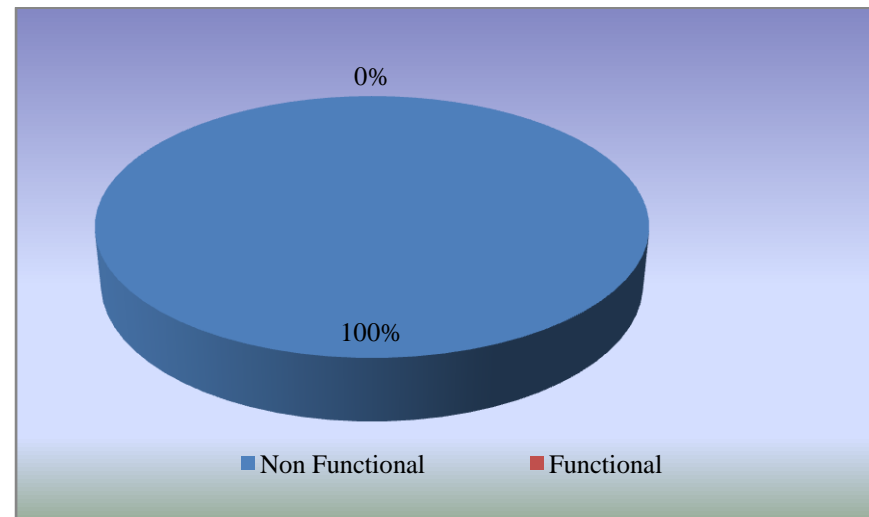
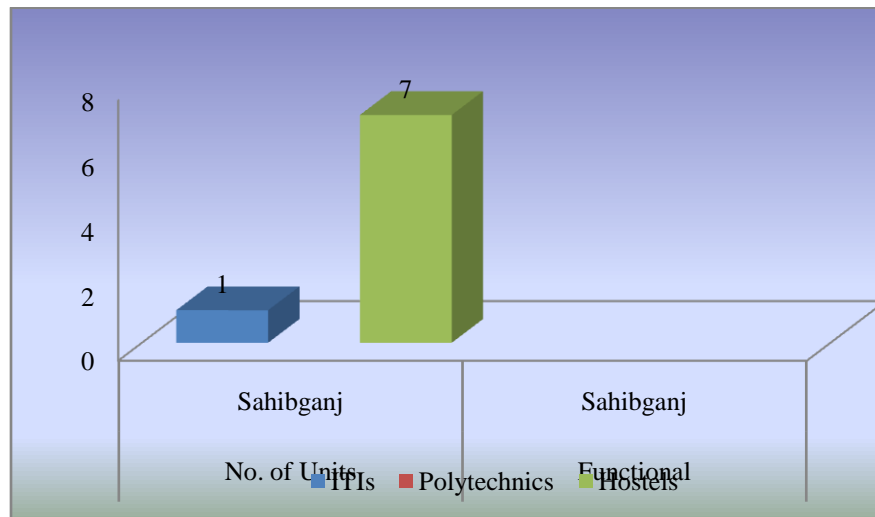
Graph 5.4: MsDP in Jharkhand

Table 5.10: MsDP in West Bengal (Sampled Districts)

West Bengal Educational Institutions	Progress Status																		
	No. of Units			Total Units	Under Const.			Completed			Handed over @			Functional ¥			Others €		
	Mld	MB	UD		Mld	MB	UD	Mld	MB	UD	Mld	MB	UD	Mld	MB	UD	Mld	MB	UD
ITIs		3	2	5					3	2									
Polytechnic			1	1			1												
Inter Colleges																			
Degree Colleges																			
Hostels	10	5	36	51#			8		5	20			11			11	10		8
Grand Total	10	8	39	57			9		8	22						11	10		8

#Two-thirds of total 51 hostels are meant for girls alone. @ units shown as handed over are taken from completed ones.

¥ units shown as functional are taken from handed over. €Units sanctioned & amount disbursed but work not started due to unavailability of land, while in some cases allotments are awaited.

Graph 5.5: MsDP in West Bengal

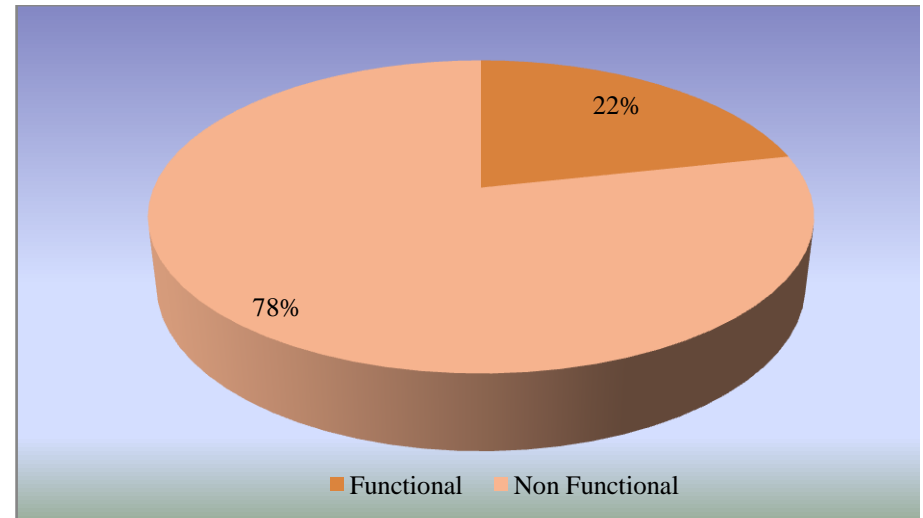
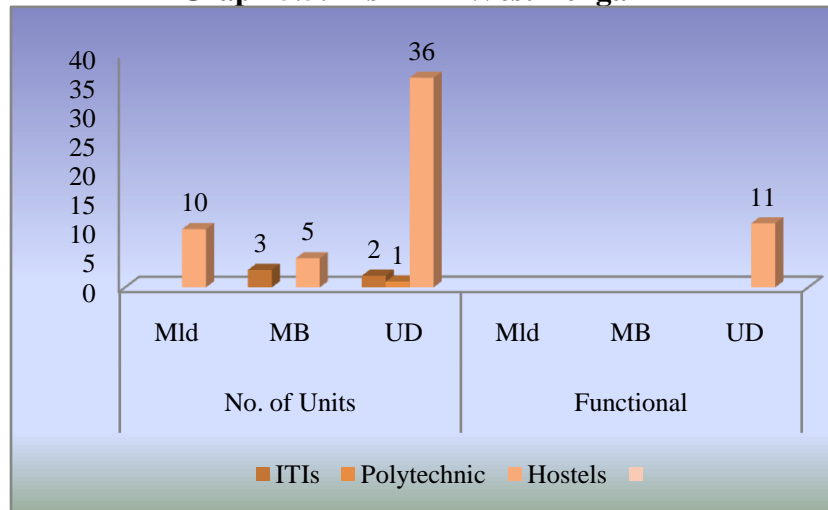


Table 5.11: MsDP in Bihar (Sampled Districts)

Bihar	Progress Status																			
	No. of Unit			Total Units	Under Construction			Completed			Handed over			Functional			Others €			
	Kish	Dar	Nal		Kish	Dar	Nal	Kish	Dar	Nal	Kish	Dar	Nal	Kish	Dar	Nal	Kish	Dar	Nal	
ITIs	1			1														1		
Polytechnics																				
Inter Colleges		13		13															13	
Degree Colleges																				
Hostels	4	6#		10					5									4	1	
Grand Total	5	19		24					5									5	14	

Legend: Kish- Kishanganj, Dar- Darbhanga, Nal- Nalanda.

€Units sanctioned & amount disbursed but work not started due to unavailability of land, while in some cases allotments are awaited. #Out of 6, Four are girls hostels.

Graph 5.6: MsDP in Bihar

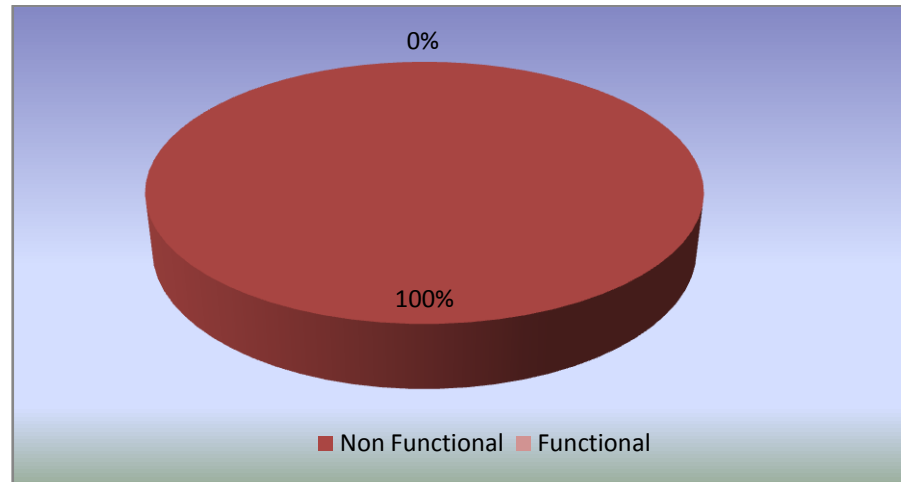
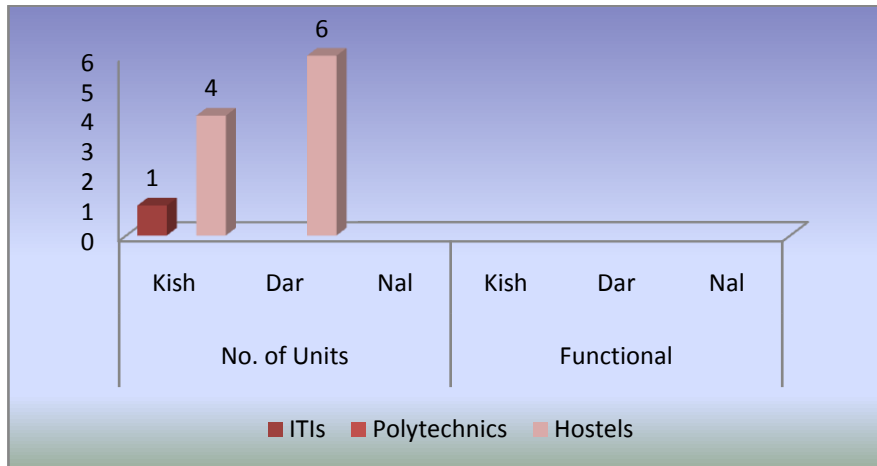


Table 5.12: MsDP in Tripura (Sampled Districts)

Tripura	Progress Status						
Educational Institutions	No. of Unit	Total Units	Under Construction	Completed	Handed over	Functional ¥	Others
ITIs							
Polytechnics							
Inter Colleges	2	2		2		2	
Degree Colleges							
Hostels	1	1		1		1	
Grand Total	3	3		3		3	

¥Number of units shown as taken from handed over.

Graph 5.7: MsDP in Tripura

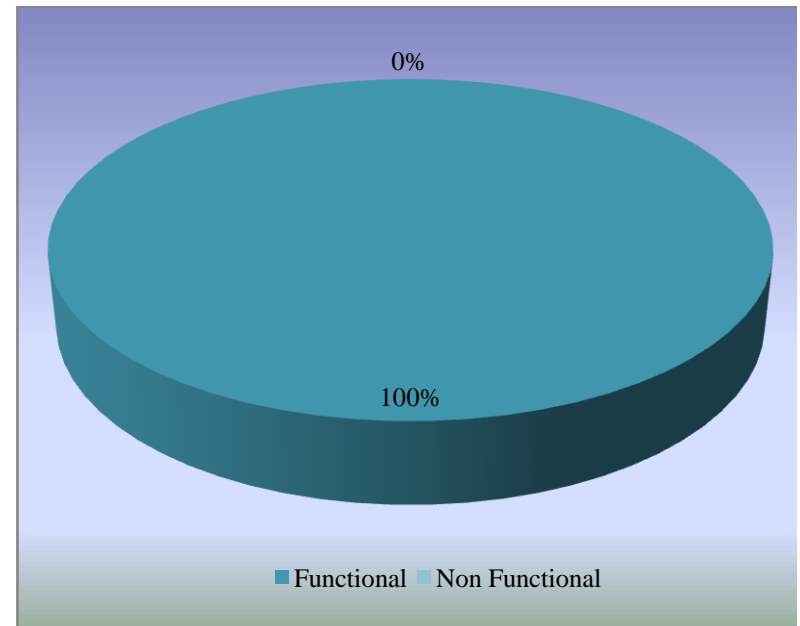
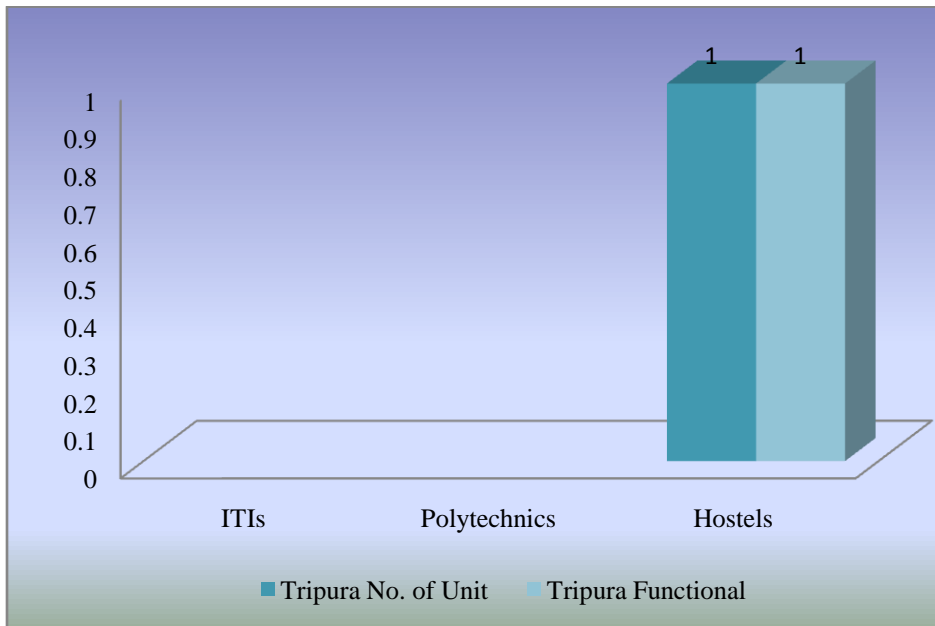


Table 5.13: MsDP in Assam (Sampled Districts)

Assam	Progress Status												
	No. of Units		Total Units	Under Const.		Completed		Handed over		Functional		Others	
	Nagaon	Goalpara		Nagaon	Goalpara	Nagaon	Goalpara	Nagaon	Goalpara	Nagaon	Goalpara	Nagaon	Goalpara
ITIs	2	1	3	2	1								
Polytechnic													
Inter Colleges													
Degree Colleges													
Hostels	5#	2	7	5			2						
Grand Total	7	3	10	7	1		2						

Graph 5.8: MsDP in Assam

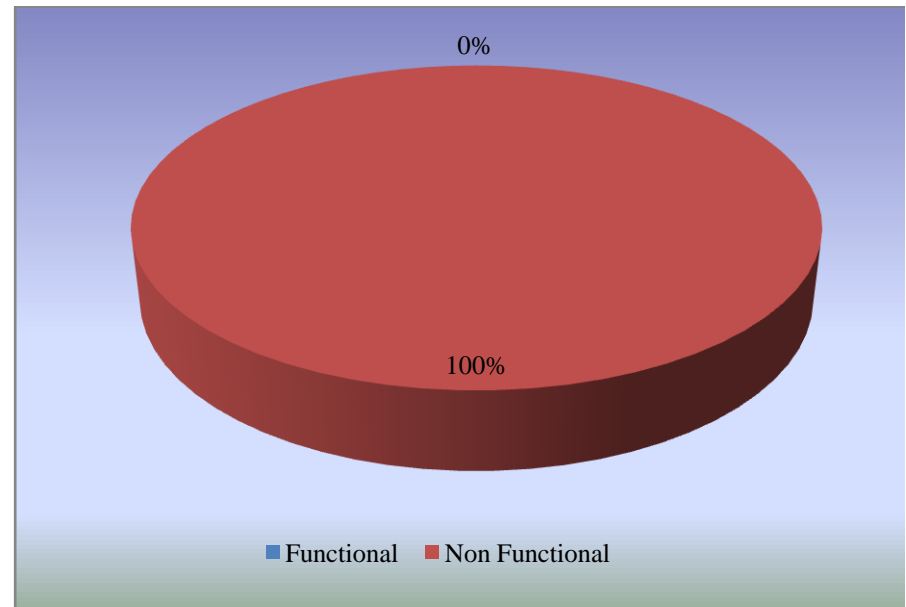
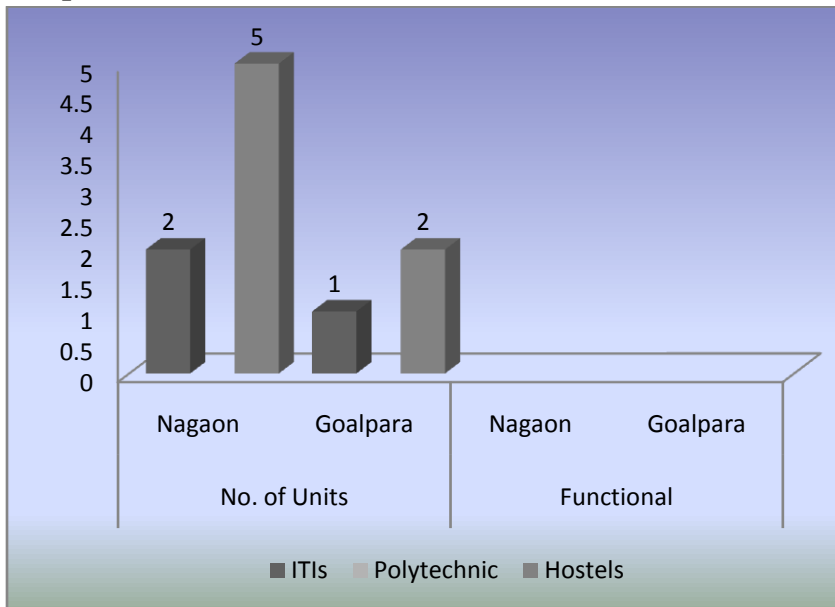


Table 5.12: Educational Progress under MsDP in Eastern States

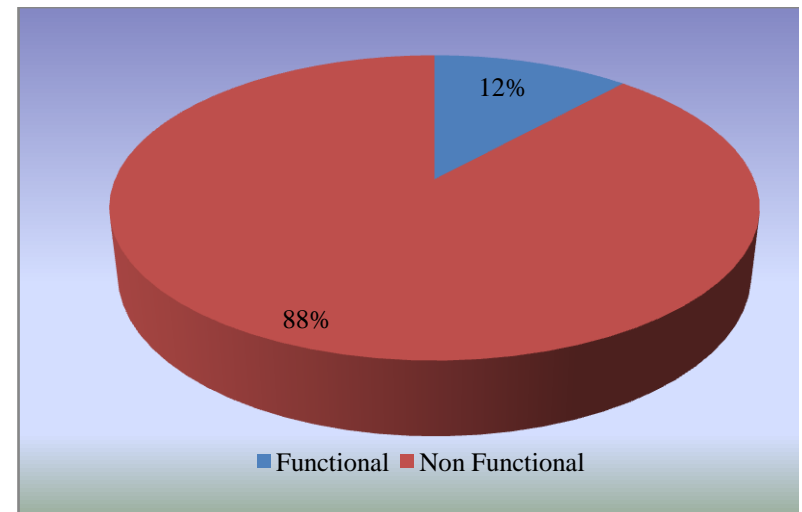
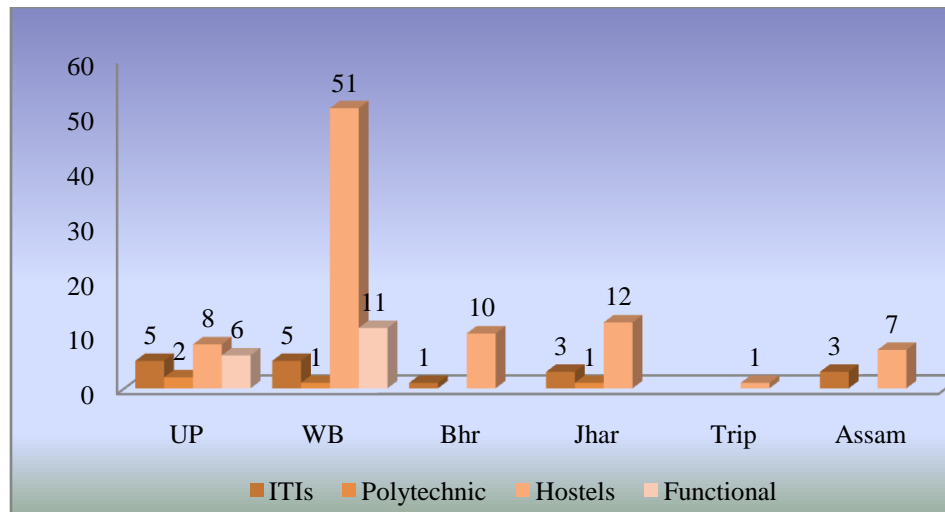
States	Educational Institutions					Total Units	Status Progress				
	ITIs	Polytechnic	Inter College	Degree College	Hostels		Under Constructions	Completed	Handed over @	Functional ¥	Others €
UP	5	2	15	2	8	32	17	7	6	6	8
WB	5	1			51	57	9	30	11	11	18
Bhr	1		13		10	24		5			19
Jhar	3	1	3		12	19	5	4	2		10
Trip			2		1	3		3			
Assam	3				7	10	8	2			
Grand Total	17	4	33	2	89	145	39	51	19	17	55

Legend: UP- Uttar Pradesh, WB- West Bengal, Bhr- Bihar, Jhar- Jharkhand, Trip- Tripura.

@ units shown as handed over are taken from completed ones.

¥ units shown as functional are taken from handed over.

€ Units sanctioned & amount disbursed but work not started due to unavailability of land, while in some cases allotments are awaited.

Graph 5.9: Educational Progress under MsDP in Eastern States

MsDP in Darbhanga District

The MsDP started in Bihar with three districts only, including Darbhanga, covered in this study too. Initially it was designed to extend benefits to individuals. They were covered under the oldest housing scheme, IAY and hand pumps were also installed. All this happened largely under the 11th plan period. But a study done in 2012 shows that fund utilization was lowest in Bihar, including Darbhanga, mere 18% of the total allocation. Subsequently, the focus was shifted from individual households to community at large. Thus, under the 12th plan, as many as five hostels, each 100 bedded, more than half a dozen PHCs, two CHCs, 6 sub centres were sanctioned, apart from a large number ACRs. All the hostel buildings have been constructed and duly handed over to the concerned schools. Yet in the absence of beds, mattresses, cots etc. they are not functional. Fresh tenders have been invited to make these dormitories livable. Why were just empty buildings handed over to the schools? That it is the procedure... this was the stock answer. It is also not clear how many minority students would get seats in these hostels, rued the district officials. Likewise, funds were allocated for constructing Madrassa hostels. Half way through, the rule was changed. Accordingly, they were asked to register the Madrassa land in the name of Governor – a provision which has been disapproved of by both the custodians of Madrassas and also those who had donated for this purpose. Result: Half constructed hostels are standing with no sign of compromise in sight. This amounts to wasting public money, nothing else. Likewise, not a single health centre is functional either. Paradoxically, Darbhanga lags far behind in terms of all health indicators. As far as Madrassa is concerned, exploring waqf land could have been a better option. After all, Madrassas are meant for educating children – a perfect public cause.

Role of District Administration

From the standpoint of administrative set up in the states, the role of the district chief of a line department handling a particular development sector is considered vital for steering the projects. This conventional understanding doesn't help in case of MsDP. For, a District minority welfare officer (DMWO) appears to be crucial in this multilateral enterprise set up to bridge the development deficit. But he hardly has any say in selecting the projects; bare minimum in selection of beneficiaries and sites and no control over finances. Given the design of MsDP projects, his job is restricted to coordinating with other departments. As the member secretary of

the district monitoring committee (DMC), his role is limited to preparing agenda and later minutes of the meeting. If the concerned DMWO is dynamic enough and has the confidence and backing of a sensitive district collector, things could be slightly different as far as implementation of MsDP projects are concerned. For by virtue of being the chairperson of practically all district committees, DC also cannot do justice to all subject committees unless s/he takes up special interest.

But all this is largely related to MsDP. A plethora of minority-centric products have over the years been launched. Currently, there are as many as 18, the MoMA homepage would testify. In some ways, those are more important in impinging the day-to-day life of the left behind populace. How MsDP has impacted the lives of beneficiaries in general? There would have been nuanced answer had this been measured by comparing benefits accrued to minorities with those without MsDP projects. But this was beyond the purview of our study. We had to rank states in terms of benefits drawn and their resultant satisfaction or impact.

Leadership: Are the political regimes ruling these states equally sensitive in handling welfare of their minority population? Not perhaps. States like West Bengal and Tripura have done well on many counts: number of schemes, both complementary and supplementary run by them; having dynamic directorate, well organized and numerically large district level minority welfare establishments. Those apart, state governments in both West Bengal and Tripura have taken up several initiatives for the minorities, resulting into a large number of on-going projects. There is emphasis on skill formation by way of imparting vocational training; also, facilitating girl's education by setting up hostels in the districts of north Bengal. All the three districts – Malda, Murshidabad and Uttar Dinajpur – covered in the study are located in this part of the state, referred to as relatively backward as compared to the southern part of the state and in these districts are situated a large number of blocks with four-fifths of total population being Muslims and bulk of them are very poor, semi literate. In short, in all the three districts resides a very large proportion of minority population that happens to be a deprived lot.

Bihar started with a big bang by creating a separate cadre of District Minority Welfare Officer (DMWO) in 2013. All the selected 32 DMWO¹⁴ were trained at LBS National Academy of Administration (Mussoorie) in a two-week capacity building programme, covering

¹⁴ No of advertised post was 38, initially 36 were selected but four soon resigned as they got another job.

management, leadership, district planning etc. before they were posted. But this enthusiasm doesn't match with ground realities: Count the number of MsDP projects taken up so far and also the proportion of unfinished projects, referred to as under construction, picture would be clear. Obviously, there is a big hiatus between expressed intentions and follow up actions. It may also be noted that during 11th plan period the MsDP implementing agency was rural engineering organization (REO), routed through the District Collector's office but subsequently, under 12th plan execution of development schemes were centralized under two new entities: Bihar State Education Infrastructure Development Corporation for education and likewise, Medical Service Infrastructure Development Corporation for health sector etc. Under 12th plan, focus was narrowed down, from minority concentration districts (MCDs) to blocks (MCBs) and towns (MCTs). In tune with that orientation programmes for block level functionaries were also conducted.

Staffing Pattern: In Bengal, there are as many as 10 arms of the state government through which minority welfare programmes are facilitated. This includes Directorate of Minority Welfare, Waqf Tribunal, Minority Development and Finance Corporation, Directorate of Madrasa education, Allia University etc. All these do not come under the purview of MsDP but these institutions do touch the lives of minority population in many ways, directly or indirectly in Bengal, the second largest (excluding Jammu & Kashmir) in the country, over one-fourth (27%) of the total. They also affirm the state government's concern for minorities at large: That they have capacity to design and execute a plethora of minority focused development and welfare programmes. This also gets reflected in the staffing pattern at the district level. In Bengal, for instance, the numerical strength of minority welfare department is an average 17. On an average again, one-third to 40 % of posts remain vacant on account of varying reasons. In Bihar, the corresponding average number is 3-4 (altogether, there are 8 in Darbhanga but sanctioned posts are two only, the remaining ones are hired temporarily on contract) much lower than 7 in Tripura which has less than half of proportionate minority population of Bihar. At the sub-division level also in Tripura the staff strength remains the same in bigger sub-divisions with substantial minority population.

Where do UP and Assam stands out on this count? The former has, in absolute terms, highest minority population whereas the later stands for the largest proportionate (34%) minority population. The staff number could be anywhere from 3 to 5 in UP state in general but it varies.

At some places, it is seven. It all depends how intensive the ongoing MsDP work is in a particular district. Among them, there would be a few permanent government employees, the rest would be hired on contract. In fact, the district minority welfare departments seem to be running on a casual-engagement basis. The department itself is still treated as new, perhaps as an appendage, with no sign of getting properly integrated with other line departments. In Assam, on the other hand, one does not find even district minority officer. This is also true of Maharashtra. In most of the states, on the whole, staffing pattern is skewed; at the district level this is manned by 2-3 government employees, including the district head. The rest of them are appointed on contractual basis. One cannot expect commitment and devotion from the latter category employees who remain perpetually troubled on their continuation on the job. In newly created states like Uttarakhand, the department of minority welfare department is carved out from the earlier social welfare department and the district head of newly set up department is arbitrarily decided causing heart burn among subordinate staff. Even in UP, the pattern is uneven. In some districts, the minority welfare department is headed by a new recruit, in many others they have done the same thing that Uttarakhand has followed. With demoralized staff and direction less programme without any time line the end-result is disappointing.

The state of Arunachal Pradesh (Group-IV) displays entirely different attributes. The staffing pattern is either scanty or non-existent in Tawang and Changlang districts where MsDP is handled by DPO in case of Changlang and it is placed under ICDS Project Officer in Tawang. Finding BLF in Lumla and Bordumsa blocks- the remote corners of this north-eastern state was a pleasant surprise; no matter, their services are utilized for functions other than that of MsDP. The district of Washim (Maharashtra) also turned out to be an exception. It does not even have a proper district level department for minority welfare. The MsDP projects are handled by several line departments while coordination with all the concerned is left to a relatively junior level Zilla Parishad official. The end result is a number of unfinished projects.

Summing up

The MsDP essentially operates at two levels. At first level, it aims at providing basic amenities to poorer Muslim households. This includes provisions for housing, drinking water and improving their access to public institutions in the sectors of education and health care. At another level, it aspires for imparting skills to adult population among them with the hope that with the acquired skill sets they would be able to enter respectable job market. The MsDP was launched during

11th plan period and focused on MCDs for the execution of schemes. For any new scheme it takes time to hit the ground. So there was optimism for a couple of years that the schemes would reach the targeted beneficiary. But it didn't. This should have alarmed the Ministry. After all, the schemes were not new; the concerned agencies had required practical experience. In fact, they did implement schemes. But beneficiaries were not minorities. This happened largely because of the age old prejudice and ill-fed bias against minorities and possibly due to lack of monitoring too. Instead of making open announcement that the MsDP was basically meant for poorer and poorest among Muslims, the Ministry had opted for area approach strategy for development, hoping minorities would be automatically covered. The executing agencies did just the opposite. Having known the vast territorial spread of districts, they found it easier to cover the poor people in general, bypassing those areas inhabited by minorities.

Fearing backlash on the one hand, and duty bound to overcome barriers on the other, it choose to change the track. Accordingly, the focus was shifted to MCBs and MCTs. Undoubtedly, the territorial boundary of a block is smaller than that of a district, so the course correction was considered judicious. Yet, the results are anything but successful. The schemes suffer on two counts primarily: (i) Absence of ownership due to involvement of large number of agencies; and (ii) Lack of specific timeline. The MoMA perhaps can't create a parallel agency everywhere and even if it is created what is the guarantee that it would behave differently? It is nothing short of a fantasy that a band of judicious, impartial and committed cadre would come up and take charge, overcoming all barriers once and for all. The one possible alternative seems to be adopting cluster approach which amounts to going further down to overwhelmingly minority populated wards at the level of both village panchayats / municipalities. Above all, MoMA will also have to be practical in fixing timelines with carrot and stick approach.

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Chapter -6

Conclusions and Recommendations

The stated purpose of the MsDP schemes is to cover the development deficits in minority concentration areas. Seemingly, it does so in many ways. First of all, it aims at ensuring their easy access to schooling, health care, drinking water facilities, apart from providing housing, though only initially, to those who didn't have one. Secondly, it promises to enhance connectivity in both domains: real (roads etc.) and virtual (via computer enabled web links). Thirdly, it intends to empower them by imparting skills through vocational/training programmes, hoping that with acquired skill sets they would be able to enter modern job market. Above all, it strives to raise their self confidence so that they could stand up on their own, cut through the barriers, negotiate on their own terms; in short, aspire to become self reliant in all respects and lead a life of responsible citizenry capable of giving helping hand to others. In other words, not only does MsDP seek to assuage the feelings of deprivation but essentially, it also strives for enriching the lives of Minorities. Do the reports coming from the field confirm the above notions? Or put differently to match with quantifiable realities: What is the status of assets it has created? Have the funds earmarked been spent judiciously, creating or strengthening public institutions to serve the minority communities, Muslims particularly?

With this quest, we traversed through identified 74 MCBs and six MCTs located in as many as three dozen districts spread over 21 states across the country. It needs mentioning that a total of 80 MCBs and MCTs taken together from 21 states, as per the list given by MoMA have been covered in this study. It may also be noted that selection of MCB/MCTs was done by the MoMA. To be fair to the MoMA, it must be acknowledged that sample was selected from all over the country, ensuring representation of all the regions and corners of this vast country.

Among the sampled MCB/Ts, nearly two-thirds were from eastern and north-eastern states. But this was in tune with the huge concentration of minority population in these states. Not surprisingly, MoMA had correspondingly invested more in these states. Obviously, there is preponderance of Muslim respondents in our survey but Budhists and Christians (Arunachal Pradesh, Sikkim and Odisha primarily) also find representations in the study. This can be

discerned from the profile of study areas portrayed in the second chapter. Our total sample size, based on statistical calculations as explained in the introductory chapter, was total 12, 769; 160 on an average from each MCB/Ts covered. But in reality, the number of respondents had always crossed defined number, particularly in the eastern states. From the state of UP, for instance, the projected number was 1878 but actually it exceeded 2000.

The implementation of the MsDP projects started since 11th plan period but initially, it was more welfare oriented, for instance, funding housing as a supplement to original IAY scheme of MoRD. A shift towards creating durable public assets such as educational and health institutions occurred in the twelfth plan only. So the life spans of the crucial projects are less than five years; not enough to leave visible mark on their beneficiaries. The MoMA was however optimistic that only through an impact assessment study it could be ascertained whether it was going in the right direction and also the benefits were reaching to intended beneficiaries in the designated localities. Accordingly, we also presumed and went to the prospective beneficiaries in the selected MCB/Ts. True, MsDP benefits may not have reached everybody but given the number of public institutions created it must have touched, even indirectly, the lives of the people in the villages and towns covered under this study. The first question uppermost in our mind was whether people are aware of MsDP projects?

The pilot study conducted in Mewat (Haryana) and Haridwar (Uttarakhand) left us almost bewildered. Undoubtedly, time span was too short for people to know about the MsDP programmes. Perusal of ministerial documents and consultations with activists and officials alike were enough to explain the lack of awareness among people at large. That the very programme was meant to cover development deficits, the MoMA went on funding the same projects which, initially sponsored by other ministries even bearing the same name, which had largely overlooked or bypassed the localities inhabited by the minority communities, particularly Muslims. Accordingly, it was decided to refer recent social sector schemes like SSA, NRHM, RGDWM, NRLM, instead of MsDP to measure the impact of interventions in these areas.

After all, implicit in the idea of MsDP was that what was not accomplished under NRHM or SSA was going to materialize under the MsDP. No matter, therefore, whether funding had come from MoMA or any other Ministry, as long as a schools/ ITIs/hostels/ polytechnic or for that matter water tanks/Anganwadis/ PHCs or sub (health) centres were serving their intended

purpose. The MOMA can happily ask the concerned state governments to put a plaque in MsDP's name recording its presence. So what was equally crucial, apart from reading people's mind over presumed benefits, to verify the physical presence of the assets created under the MsDP basket? It is not that assets have not been created but at a large number of sites/ projects are lying at various stages: under construction, nearly abandoned half way through, completed but not handed over to the concerned department or handed over but yet not functional due to procedural formalities. In any case, not functional in many states for a number of reasons; we would take up later in this section.

Let us first look at who were the people approached in this study and what was their response over impact of MsDP projects on their life. In the first place, the matured respondents belonging to 30-45 yrs age group were in majority in our sample. The sampling was purposive to draw large proportion from this category to have informed opinion on the concerned issues. There was substance in what a majority of respondents covered in the survey have said. Women also had fair representation in the sample. Included in our sample were respondents from other minority communities like Christians and Budhists but there was preponderance of Muslim respondents for obvious reasons. Interestingly, the survey findings inter alia dispel the myth about their having larger number of children, notable exceptions apart. Their demographic profile, to the extent of our enquiry, dispels the myth that population growth among Muslims has remained high all along.

In fact, profiles of ordinary Muslim households are almost like that of Tribal or Dalit families in more than one way. For, like them, sizeable Muslim families are landless, poor and live on the margins of society. The only difference perhaps is that substantial numbers of Muslims are engaged in low skill trade like tailoring, embroidery, cycle repairing in small and peripheral towns etc. But they lack resources. Now, going by their family income, we find them almost bracketed with the of scheduled categories populace. Not surprisingly, those who admitted to have more than ten thousand rupees as their monthly income belonged mostly to urban localities or a very thin minority from rural background. But a majority of them claimed to have bank accounts and that too operational, though contribution of recent governmental intervention via Jan-Dhan scheme to this end cannot be ruled out.

In terms of earning levels, respondents from Rajasthan have scored the highest. In contrast, huge concentrations of poor households are seen from Bihar and Bengal. But is it surprising? Anybody who is little familiar with inter-regional inequalities knows that the eastern belt in Bihar and northern part in Bengal happen to be zones of endemic poverty. And what runs parallel between these two halves of Bihar and Bengal is that not only the districts of Kishanganj (Bihar), Malda, Murshidabad and Uttar Dinajpur (Bengal, covered in this study) are contiguous but also inhabited by huge Muslim population. Thus, by all means, it can be justifiably argued that our sample shows the true representations of the concerned localities.

What are their perceptions about MsDP? Do they find its products useful, making their access easier to educational and health care institutions? The trends emanating from the analysis of the data collected from very large number locations depict a broad picture with huge grey areas.

Let us take a few instances from a few states to illustrate this point. Altogether, 21 ITIs and polytechnics were planned for eastern states, including UP, Bihar, Bengal, Jharkhand, Assam etc. Of this, maximum nine were allocated to UP. Funds came, sites were selected and following approvals of tenders, construction started. In fact, majority of them are completed but very few of them are functional. Several such ITIs started running courses with very few trades (for some trades, approvals are required from Federal Ministry of Labour and Employment, GOI), many didn't get required number of instructors and support staff and in case of some the choice of locations turned out to be disadvantageous. In the districts of Muzaffarnagar and Shamli, we came across newly established ITIs located far away from the main road without proper connectivity, posing serious commuting problems to both students and faculty. A majority of the staffs and instructors at these ITI were appointed on contract basis with no assurance of their continuation. One can understand the quality of skills imparted through these institutions.

This is true of very large number of assets created including hostels, polytechnics, primary health centres or dispensaries, water tanks etc. Whether it is remote locations of Changlang (Arunachal Pradesh) bordering Mynammar or Darbhanga (well connected with the state capital in Bihar), tells are identical: Faulty design, overlooking procedural flaws that would prevent institutions from functioning. First of all, proposals would come, vetted and approved by MoMA

based on its EC recommendations, followed by dispatch of authorization letter along with transfer of first installment of sanctioned amount. The ball would start rolling to the concerned state, district and finally at the block level. If the district minority officer is dynamic and has empathy for poor in general and Muslims in particular, there is possibility of speedy disposal of files. Even if all these things are favourable, s/he would be stuck in procedural maze including roadblocks created by vested interests, quite often created by the same community leaders. It is true of submission of utilization certificates to the concerned directorates which in turn prefer to receive the same from other districts before forwarding those to MoMA.

It all takes a huge toll in execution of schemes and taking them to their logical conclusion. Consider procedural lapses of another kind: buildings that is, brick and concrete structures for schools, hostels, and dispensaries etc would be completed and handed over to the concerned departments. In the absence of required resources both physical and human (furniture, mattresses etc posting of manpower etc.), the so called completed assets remain non-functional for months together due to procedural lapses and bureaucratic inertia. Nobody has ever been taken to task, not even explanations for such negligence. It is difficult to comprehend as to how MoMA is coping with such unfinished/ not functional assets it has funded over the years?

Now, instead of waiting for the concerned organizations to take corrective measures, will not it be appropriate for the MoMA to explore alternative options? True, the district officers of minority affairs cannot appoint doctors in PHCs or recruit teachers for schools or for that matter, instructors for ITIs. But MoMA can certainly prepare grounds for forging partnership with other lead organizations to make MsDP enabled institutions truly functional. A few examples, as underlined under the recommendation part, would be in order to illustrate this point.

Recommendations

A large number of durable public goods have been created under the broad rubric of the MsDP during the last few years. Time span, however, is too short for those institutions which have started functioning to make their mark. But many are yet to become functional. True, the MsDP's role is restricted to the physical / construction part of institutions; therefore it cannot be faulted for the delay in onward activities to be undertaken by other departments. In any case, the lack of proper coordination defeats the very purpose for which a new Ministry was set up. Given the involvement of MoMA's resources and energy, it is appropriate moment for the Ministry to

explore other options which are viable/ implementable. By all means, that would be better than silently watching its efforts going in vain.

Let us first look at obstacles; what ails MsDP products? On the whole, the MsDP suffers on many counts: Lack of ownership, unspecified timeline and vague inter-departmental coordination etc. All these three are closely inter-linked and together they shape federal fault lines. Since the assets created under MsDP are related to state subjects, the MoMA has to rely on state machinery for their implementation. But unlike the execution of schemes of other federal ministries dealing with sectors like education, health, in case of MsDP, it is all the more complicated since MoMA doesn't have its provincial counterparts. Therefore, MsDP projects are handled by different departments of the concerned state governments at different levels. For identification of land/site, it is one administrative unit, completion of physical infrastructure\ construction work is handled by another, providing technical and support staff is the responsibility of yet another (concerned) subject department (health, education etc), only then sponsored assets become fully functional. Above all, the usual bureaucratic twist with associated problems like collection and submission of utilization certificates (UC) and release of second installment takes its own toll in delaying projects.

With so many (reluctant?) operational partners in the field to work together and without any mechanism to hold them accountable, it calls for 'out of the box' thinking. The first part of the recommendation would be: Exploring other options. This would entail forging partnership with other organizations, including sister concerns. For instance, there is stark poverty in hugely minority concentrated pockets; all the more in four contiguous districts bordering Bihar- W. Bengal corridor. They are: Kishanganj, Uttar Dinajpur, Malda and Murshidabad. This is equally true of Naogaon and Goalpara in Assam. These poverty-stricken districts also suffer from lack of employment opportunities. Effectively, half of the adult population is barely literate. Imparting them with skills is the foremost task. But given the magnitude of poverty, underemployment, dropouts, and absence of quality education, multipronged intervention is required; that too at different stages and people of varying age groups.

For adult population, skill development programmes have begun. These also require improvement, discussed later in this chapter.

Boarding Schools in High Minority Concentration Areas

First of all, what is required is quality education for the children coming from poor Muslim families. These first generation learners require not only good school buildings but also competent teachers, nutritious food and a congenial atmosphere to internalize what is offered to them. All these seemingly compartmentalized problems can be taken care of by setting up good residential schools. This would necessitate the following steps:

★ **Forging partnership with Navodaya Vidyalaya Sanghathna (NVS):** They have expertise in running qualitatively superior residential educational institutions. This may demand even policy modifications. But once it is accepted at conceptual level, it should not be a problem. For setting up Navodaya Vidyalayas land would be required. The Ministry could make use of Waqf land dotted in MCBs and MCTs for this purpose (Army, Railways having huge chunk of land at their disposal could also be approached). It can also provide resources for construction and furniture etc. The cost would be on higher side but investment of this nature will pay huge dividends. The MoMA can also consider raising few qualitatively improved institutions than spreading its wings in too many areas without any quantifiable outcome.

★ For the educational purpose, **partnership with sister concern** such as Maulana Azad Foundation could also be worked out. The MoMA can also consider setting up societies for running health care and educational institutions for eastern and north eastern states clubbed together.

★ **Kasturba Gandhi Valika Vidyalaya (KGBV):** The KGBVs were planned for facilitating educational opportunities to girls belonging to weaker sections such as SCs, STs & OBCs along with minority communities. Logically, such girl's schools should have come up under SSA. But they have not in required numbers at least in those MCBs and MCTs which have preponderance of minority population. What is required therefore is additional push and that too mainly for highest minority concentration areas. Land required for this purpose can be accessed by following the same method as indicated above.

★ **ITI/ Polytechnics:** ITIs and polytechnics have been constructed in large numbers (21 in eastern states, for instance) in MCBs and MCTs covered under the study. But majority of them are not functional. Although line departments of minority welfare/ development in the concerned states are trying but there is no harm in adopting public-private-partnership mode for the stated purposes. The MoMA can work out a model PPP agreement that could be forwarded to the states

to follow with suitable modifications, wherever required. Linking these institutions with national skill development council (NSDC) could also be considered.

★ **Skill Centres:** Regrettably, Skill Centres are yet to be set up in all eastern states where proportionate concentration of minorities is very high. They are non-existent in states like Bihar, Jharkhand and Assam. In Bengal and Tripura they are available. But if a comparison is made, skill centre operating in Tripura is doing better than those in west Bengal. Why Bengal is lagging? It is simply because of over-centralization. The state government has entrusted the Allia University with the task. The centre housed in the university campus is otherwise doing well. The university has earned name for imparting quality technical education but it cannot run skill centres all over the state. It has perforce outsourced the job to private entrepreneurs. It has become problematic for two reasons. Firstly, a big company which gets contract from Allia University further sub-contracts it to smaller operators, losing quality in the process. Second, these centres are run in highly centralized manner without taking into account which trade/ skill would be more purposeful in a particular district. In other words, a close look at the operations of these centres reveals a clear mis match between demand and supply. Mobile repairing skills are in high demand, for instance, but so far it has not been taken up in the skill centres located in northern districts of Bengal. This anomaly can be corrected by decentralizing responsibility of setting skill centres to the district level minority welfare/ development offices.

The Tripura state has just one skill centre and that too located far away from Agartalla. It has also outsourced it to a private entrepreneur. The company runs most of the trades on ITI model with three months duration with assured placements.

Round table congregation of district officers: Kolkata could be a better choice for eastern states. It may be noted that Government of West Bengal runs a plethora of schemes/ programmes, besides those under MsDP. It also needs mentioning that minority concentrated districts both in Bihar and Assam are equally, if not more, backward but unlike Bengal, these two states have not launched skill formation programmes.

Special Staffing Provision: In appreciation of huge Muslim concentration states, the minority welfare departments have been separately constituted in large number of states. Conversely, the district level set ups are either small\ ad hoc in nature \ or lack dynamism due to uncoordinated effort in some states/ districts. It is recommended therefore to make special provisions for those

MCBs\MCTs where minority population exceeds 20% or so. Washim for instance in Maharashtra or Bhopal in Madhya Pradesh. In case of latter, Bhoal has 26% of Muslim population of its total, four times higher than that of states.

Multi-level Effective Monitoring

The next possible option left for MoMA is to strengthen effective monitoring. It is however easier said than done. This is not to deny that this method had not paid dividends in the past because of road blocks it couldn't clear. Now with available technology, this tool can be customized to deliver the goods. It is therefore recommended:

- ✚ Taking recourse to social media for monitoring. Reconstitute the committees at all levels - block, level committees (BLC), district level (DLC) and the state level (SLC). The first two from below are more crucial. First of all, invite suggestions for nominations of people into these committees with reasoning for considering those nominations. Create a technologically sound and user friendly mobile Apps. Select the required number and put them on Apps for receiving the feedback. Based on that scrutiny, list of finalist could be formed and put on Apps and in the district webpage as well. This will also help scuttle all pressures from all possible quarters including noisy NGOs, political circles, and of activists. The work can be distributed among them.
- ✚ Following the same method, state and central monitoring committees can be formed. At the federal level, let it be done on pilot basis. Invite nominations, publicize their credentials and based on feedback constitute cluster level commit (CLC). Ask them to visit but prior to their visit circulate their tour programmes so that people in the areas concerned should know in advance, helping them meet with as many people as possible. They would also hear the viewpoints of the concerned officials. The CLC monitoring report would be subject to scrutiny by putting them on Apps.

Technology has given us effective tools of transparency, accountability and participation. Not only this can help in scuttling bureaucratic inertia but can energize, embolden the do-gooders among them. And this will also minimize the lack of coordination.

- ✚ Ask the states to design their perspective plan to cover development deficits in the designated MCBs\MCTs. In health and education sectors at least, mapping out

requirements has already been done under the auspices of SSA, NRHM. Hefty reports on District Level Facilities (DLF) highlighting requirements at the district level and below are testimony to this fact. From these records, one has to cull out specific requirements at the block level and below and plan accordingly. This mean taking into account unforeseen delays, time required for inter-departmental coordination and time needed for approval of schemes and transfer of money for the stated purpose.

- ✚ For effective inter-departmental coordination, ensure involvement of new institutional structures created at the district level and below under NRHM, for instance. The district programme manager (DPM) and his block level counterpart (BPM) with their units are already stationed in the field. The MoMA only creates the physical structure of dispensaries or health centres but only MoH&FW along its state counterpart will make them functional. If this is so, why can't their DPM and BPM be involved in execution and monitoring the projects? If this is accepted at the level of idea, getting the official machinery move in the desired direction will not be a problem. What all is required is the will to act, to perform.
- ✚ The above recommendation could also help institutionalize the hapless block level facilitators (BLF) by making them part of DPM. With no office, vague functional domain and completely uncertain about their employment prospects, they serve hardly any purpose, notable exceptions apart. Their energy and potentials can be harnessed by linking them with bigger functional units working on similar terms and conditions.
- ✚ Cluster approach- narrowing down further by recognizing Muslim concentrated cluster as unit of selection and execution of projects.

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