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**EVALUATION REPORT ON THE VILLAGE DEVELOPMENT BOARDS  
PROGRAMME IN PHEK BLOCK OF NAGALAND**

**DIRECTORATE OF EVALUATION GOVERNMENT OF NAGALAND:  
KOHIMA**

## **PREFACE**

The present report is the 14th publication brought out by the Directorate of Evaluation, Nagaland, Kohima. This study was taken up in February, 1982 at the instance of the Planning and Co-ordination Department, Government of Nagaland. In Nagaland at present, there are 1112 villages as per 1981 census. Many of these villages are situated in the most remote areas of Nagaland and many of them are still not connected by roads and communication and they still remain backward. Realising that full benefits of planned economic development are not reaching equally to the most backward areas of the State as also with a view to ensuring effective implementation of Rural Development Programme, the Directorate of Rural Development Department has introduced the village Development Boards in every village of Nagaland from the beginning of the Sixth Five Year Plan period i.e. 1980. This was a unique feature of decentralizing planning process and even Planning Commission. Government of India, evinced keen interest in the functioning of VDBs and their role in micro planning. The Planning Department, therefore, desired to undertake the present study to assess the impact of V.D.B. Programmes in the villages and find out the problems confronted by the V.D.B. at the time of preparation of village plan as well as execution of different work as adopted by the villages.

In the first instance, Phek District has been taken up for the detailed study of V.D.Bs. Ten villages were selected for this study in the District. Shri. Philip Sema, Assistant Director, Evaluation, Kohima was entrusted with this study who not only conducted the field investigations but also drafted the report by analysing the study results. The entire work was supervised by Shri. H.G. Gupta, Joint Director, Evaluation. I gratefully acknowledge the work done by the Evaluation Team. I also acknowledge with thanks the assistance of D.C. BDO, the V.D.B. functionaries and local population of the selected villages forming part of the study, but for whose cooperation it would not have been possible to make this study a success.

It is hoped that the present Study has revealed the strong and weak points of the agency so that the corrective measures, if any, could be adopted for further improvement of V.D.Bs in Nagaland by Govt, and the public who are themselves planners and executors.

**( T.C.K. LOTHAN )  
Development Commissioner &  
Director of Evaluation.**

**Kohima Feb' 87.**

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# Chapter-I

## MAIN FINDINGS AND RECOMMENDATIONS :

1 The Rural Development Department sanctions the annual grants-in-aid to each village on the basis of the total number of households existing in a village. As such the households list is one of the basic records on which the size of the fund to be granted to a particular village in a particular year is determined. Some remarkable differences in the number of households between the year 1981-82 to 1982-83 have been observed. The differences appear in respect of Old Phek, Losami, Ketsapomi and Lozaphuhe village and the relevant variations are 54,34,27 and 11 respectively. It may be stated here that V.D.B. should maintain one household list register for every year where all the family particulars with house number must be recorded for official purposes. This register should be signed by both, the Secretary of V.D.B. as well as the Chairman of the Village Council. Lastly the register should be countersigned by the Chairman of V.D.B. and his approval on the household list is to be secured. The register should be renewed every year by deleting the households who have since left the village and adding those new households which have come up during the year

Para 3.7

1.2. The grant-in-aid to V.D.B. is based on households paying house tax. In matters of allocation of annual grant in-aid to the V.D.B. the Rural Development Department may also consider to include the names of those households who are exempt from paying house taxes to the Government like the retired Government servants or any other special category of persons if available in the village.

1.3. For the success of the V.D.B. Programme it is necessary to provide adequate organisational facilities by decentralising the administrative power at least upto the level of sub-Divisional officer of Civil authority. To begin with all the administrative work pertaining to the various V.D.Bs of Meluri Sub-Division may be transferred to the S.D.O. (Civil) since the banking and other facilities have already been opened in that Sub-Divisional Headquarter. This will facilitate the V.D.B. to Perform the V.D.B. work more quickly than before.

Para 3.9

1.4. The Villagers are still practising the shifting cultivation which can hardly provide any scope for intensive agriculture and adoption of improved farm practices though T R.C. is also being increasingly adopted. To increase yield the measures for improvement in agriculture need to be intensified further by spreading the knowledge about the use of fertilisers' plant protection measures and improved tools etc.

Para 3.11.

1.5. The V.D.B. Secretary is directly involved in the V.D.B. activities. In this connection, he has to go on tour to district and block headquarters for 5 to 6 times in a month. Apart from that he has to attend the training programme in different places organised by the Rural Development Department. These duties entail him a considerable amount of expenditures in undertaking journeys to Block Headquarters. But in most of the cases the V.D.B. Secretaries are not entitled for any T.A. so far, for such journey and they are put

to financial hardship. To mitigate these difficulties the Rural Development Department may recommend to V.D.B. to meet the T.A. of Secretaries from V.D.B. fund.

Para 3.15.

1.6. At times there is duplication of selection of beneficiaries, Sometimes by the main Department (for example Agriculture etc) and sometimes by the V.D.B. (R.D. Schemes) this should be avoided by properly linking the selection of beneficiaries by various Departments to the concerned V.D.B. from which the villager selected hails.

Para 3.16.

1.7. The study further reveals that the V.D.Bs. do not get sufficient time for execution of work after receiving the approval from D.P.B. In order to allow sufficient time to the V.D.B. for execution of the plan and programmes it is necessary that the clearance notification from B.D.O. office has to issue well in advance. Therefore, all the procedures related with the preparation of village plan by the V.D.B. and the scrutiny of the plan by the B.D.O. and also the approval of the scheme by the D.P.B. all this process, should be completed before the beginning of a new financial year.

1.8. Before sanctioning the grant-in-aid there is a need for the block level agency to check up the progress of work allotted each V.D.B. in the previous year, work on new schemes should be allotted preferably on completion of the old ones and back-log avoided.

Para 3.20

1.9. Some of the new, Experimental Schemes, which may generate gainful employment and income to the community may be included in the list of Model schemes of the V.D.B. These may include the following:-

Name of the Experimental Schemes:

1. Fair price Shops.
2. Paddy dehusking cum Maize crushing Machines.
3. Saw Mill depending on the availability of raw-materials in the locality.
4. Purchase of pumping set for irrigation depending on the feasibility of the locality.
5. Salt processing Unit wherever feasible within-the area.
6. Fruit preservation factory wherever feasibly.

Para 3.24.

1.10. As regards the staffing pattern for managing the V.D.B. work it was reported that only one head assistant and an Upper Division Assistant have been posted in the Deputy Commissioner Office. It seems that the work load for one Head Assistant and one U.D.A. is very heavy as they are supposed to maintain the account and also to do the necessary official correspondences in regard to all the 96 villages of pherk District. Since the existing staff is not sufficient to cope up with the work of all V.D.B. in pherk district, it is considered necessary to create at least one more post of L.D.A. to assist the existing staff of Deputy Commissioner office.

Para 4.7

1.11. The success of V.D.B. depends on the sincerity and seriousness with which the programme is taken up by all concerned. While coming to the point of repayment of loans the more sincerity and seriousness of the villagers is needed because if the villagers fail to return the loan in time, a huge amount will be accumulated in the bank as liabilities against the V.D.B. accounts. In regards

to the repayment of advances or loans the following procedures as already laid down by the State Bank of India have to be followed by all V.D.B's with all sincerity.

(a) All the agricultural term loans or any other composite term loans for other purposes to be repaid in half yearly installment from the date of disbursement and the period of which should not exceed more than 3 years in any case.

(b) All Agricultural term loans to be repaid within 2 months after harvesting of the crops.

(c) All the V.D.B. should submit a repayment schedule to the D.P.B. and concerning Bank positively at the end of every month.

Para 4.26

1.12 The most undesirable factor which was brought to the notice of the Evaluation team was that in one case an amount of Rs. 3,000/- was drawn as loan from the Bank to help the fire victims in the village. But the money did not reach the fire victims. Instead it was used by the Secretary for his private business. The District Administration has to take stringent action to stop such mal-practices.

Para 4.29

1.13. There is an imperative need for the Rural Development Department to make a periodical auditing of V.D.B. accounts through an external agency. At present the auditing of the V.D.B. accounts is not done on a regular basis. To avoid mismanagement of funds periodical proper auditing is necessary.

para 4.37

1.14. Another important aspect which needs to be very carefully looked into, by the Department, is about the proper maintenance of official records and documents belonging to V.D.B.'s It was found during investigation that most of the Secretaries are not keeping their official records properly. Moreover, no much attention is paid towards the maintenance of registers for recording of the different activities of V.D.B. From the stand point of increasing the efficiency of the V.D.B. the Department has to issue the proper guidelines to maintain, the official records as per Model Rules of V.D.B. wherever it has not been done so far.

para 4.38

1.15. To instil in the minds of the villagers the Government agencies should strengthen the visits to V.D.Bs, so that the villagers appreciate the active participation of Government in their programme.

Para 5.5

1.16. With a view to strengthen the Block Headquarters with more technical staff, it becomes quite unavoidable to provide some additional supervisory posts and a few supporting staff as mentioned hereunder:-

Additional posts needs to be created,

1. Extension Officer	—	3
2. Overcar	—	2
3. V. L.W.S	—	3

Para 5. 6

1.17. To give an outlook of impartial selection of beneficiaries the following procedure should be adopted by the V.D.Bs.

1. The beneficiaries should be selected in an open meeting.

2. It should be ensured that no fictitious names are added while preparing the list for selection of beneficiaries.

3. Only the target group people from the same village should be selected as beneficiaries.

Para 6.16

1.18. In this report a considerable thought has been bestowed on teachers involvement with V.D.B. and it was found that the loss in the possible instructional working days of the teacher is

rather on higher side. As such, it is advisable that the school teachers are not entrusted with the V.D.B. work. Further the teachers should not be utilised for any extra departmental work as far as possible so that their teaching time is not taken for other duties resulting school/education to suffer.

Para 7.9

1.19. In case no person other than the teacher is locally available in the village for V.D.B. 's work teachers' help can be taken only on time other than the school time.

Para 7.10

## **Chapter-II**

### **INTRODUCTION OF VILLAGE DEVELOPMENT BOARDS PROGRAMME IN PHEK BLOCK OF NAGALAND.**

#### **General background.**

2.1. The Phek district of Nagaland covers a total area of 2026 sqkm. with 70675 as its population according to the population census of 1981. The entire population of this area has been considered as rural population. There are 2 blocks namely Phek and Kikruma block under this district. Altogether there are 96 villages of this district and the total number of house holds is 9794. The category-wise distribution of working population has been made as follows, cultivators 29606, Agricultural labourers-58, other workers-7675 and Non-workers group 33,336. The economic condition of this rural population as well as the living standards is far from satisfactory. Moreover no remarkable efforts could be made so far to improve upon the production and income level of the village people. The villages which are situated in remote areas are not connected by roads and communication still remain as backward as before. Realising that full benefits of planning aid development programmes were not reaching to the most backward areas of the State as also with a view to effective implementation of Rural Development Programme the Directorate of Rural Development has adopted a new procedure for implementing Community Development schemes. Under these schemes the Government of Nagaland has introduced the "Village Development Boards" as an active body of persons selected by the Village people for management of the Village Community fund and also for formulating Programmes of action from the beginning of the Sixth plan period i.e. 1980.

#### **Need of the Village Development Boards Programme in Nagaland.**

2.2, It was considered necessary not only to associate Block Development Officers in the formulation of Block Plans but also to give a trial to involve the Village Council Members actively for village level planning. Under the new approach of rural planning the villages themselves organise a village Development Board through which they choose and select different schemes for their villages on priority basis and also undertake the responsibility for management of the village community fund. In this way the villagers themselves are taking part in the planning process according to their own requirement. It is a plan which is based on the principle of "planning by us for us.

#### **Genesis of the Village Development Board in Phek Block.**

2.3 In the past there was no recognised institution at village level to undertake the development work for the Village Community. However, the village people used to do their work on community basis for the welfare of their own society. This community spirit and joint efforts is unie for the Naga Society. Gradually in our state a recognised body in the name of Village Council have come into existance in the year 1978. The Government of Nagaland have declared the village council as a legalised body to constitute the Village Development Board under Rule



12(12) of "The Nagaland Village and Area Council Act 1978." This Village Development Board is the development wing as well as the effective body which can be entrusted with the responsibility for development work in the Village

2.4. Phek block is the pioneer to organise the Village Development Boards in Nagaland. To be more precise the village level bodies called the Village Development Boards have come into being in Phek District prior to the coming into effect of the Nagaland Village and Area Council Act, 1978. The genesis of the Village Development Boards in Phek block begins with a particular village known as Ketsapomi Village. Sometime in October, 1976 a few villagers from Ketsapomi village met with the Deputy Commissioner of Phek District for drawing an amount of Rs.30,000/- (Rupees thirty thousand) which was due to them from Block Development Officer, Phek for construction of the village approach road over a period of three years. That was a fairly sizable gathering of Village elders and leaders. The Deputy Commissioner of Phek district had put forward a very constructive suggestion to those village elders which was ultimately very happily accepted by all the village elders who were present there. Thus in the presence of the Deputy Commissioner the village elders and leaders passed a resolution for forming a "KETSAPOMI VILLAGE DEVELOPMENT BOARD" consisting of a member from each khel, with the Deputy Commissioner, Phek as Chairman. They handed over a sum of Rs. 15,000/- to this newly opened V.D.B. with a direction that this money should be invested in a long term deposit in the State Bank of India Phek. Accordingly this was done on 11th December, 1976. Later the villagers deposited another Rs.5,000/- (Rupees five thousand) in the Bank raising their deposit to Rs.20,000/- (Rupees twenty thousand) this is how the V.D.B. programme begins in Phek district of Nagaland from 11-12-1976. Since then, the total number of V.D.B.'s formed till date numbers 83 out of 96 villages.

#### Objectives of the V.D.B.

2.5. The Village Development Board is an integral part of the Village Council with common objectives. There are two board objectives which have been specified for V.D.B. programmes during the Sixth Five Year Plan period (1980-85) these are:-

- (a) To develop and sustain initiative and competence at the Village Level by affording every Village having a recognised Village Council, a concrete, realistic and assured opportunity to make a Village 'Plan' consisting of activities chosen by the village in accordance with its need as felt by the people themselves and to actually undertake these activities.
- (b) To induce every Village having a recognised village Council to build up its Village Council to build up its village Community fund and manage it through Bank Accounts for the progress and Well-being of the people of the Village, thereby attempting to set every Village on a firm path towards self-reliance.

2.6. To be more specific the Village Development Boards have been formed with the following aims in mind:-

- (a) To establish self-reliance firmly in the rural lives.
- (b) Faster development of the Villages.
- (c) Better living conditions.
- (d) Better common facilities and amenities for the rural masses,
- (e) Building up capital out of savings at the village level.

#### Organisational Structure.

##### (i) State Level.

The Rural Development Department is the main agency to control the Village Development Boards Programme in the State.

##### (ii) District Level.

In the District Level the Deputy Commissioner is in charge to look after all the activities in the block as well as in the Village. He is the Chairman of the District Planning Board as well as for

all the V.D.B.'s. He approves all the Village Plans after the verification of the B.D.O. and his technical staff.

(iii) Block-Level.

The Block Development Officer is one of the most crucial persons to look after all the work of V.D.B. and also to assist and guide the Villagers from time of preparing of the Village Plan till the end of the project. From time to time he has to visit the Villages and supervise the work done by the Village people. It is the responsibility of the B.D.O. to submit tentative Village plan as well as the completion report of the project to the Chairman of District Planning Board ( D.C. ) for his approval.

(iv) Village Level.

The Village Council and the Village Development board are the two parallel organisation co-existing in almost all the villages in Nagaland. The Village Council takes care of all the administrative matters within the village where as the Village Developmental Boards look after the developmental programmes in the village.

Preparation of Village Plan.

2.7. The Village Development Board has to prepare a "Tentative Village Plan" every year within the allocated Village Plan size. For this purpose the Villagers are directly involved in fixing their priorities and handling the which is meant for the village people. Before making any Village Plan the Rural Development Department finalise the Admissible Plan Sizes and Grants-in-aid for a given financial year. Then the department intimates the Chairman, District Planning Board and the B.D.O,'s regarding the allocation of fund for a particular year. On receipt of the intimation from the department the B.D.O, invites Village plans from all the V.D.B.'s. the Village Plan has to be prepared and submitted to the B.D.O- within 45 days from the date of issue of the notification to the V.D.B.

2.8. The model schemes for Villages under the Rural Development Programmes are given below:-

1. Multipurpose Community Centre.
- 2 Resting sheds on Kheti roads.
3. Community Cattle Sheds.
4. Wire Rope Suspension Bridges.
5. Bridle Paths to Kheti.
6. Footsteps in the Village.
7. Community Latrine.
8. Play ground.
  
9. Approach Road.
  
10. Ring Wells, construction of cement concrete water tanks around water sources.
11. Replenishment of community (Farm forestry scheme)
12. Creche ( Nursery Home )
13. Miscellaneous amenity ( sports goods, book, radio, etc. )
14. Experimental Schemes. (This is the "flexibility" factor, any scheme not included above but proposed by Villages and found worth while may be included.)

2.9. The V.D.B. prepares a Tentative Village Plan as per the list of model schemes as mentioned above. After preparation of the Village Plan by the V.D.B. members, the Chairman of the Village for measurements and technical estimates after receiving of the tentative Village Plan from the Villages, The B.D.O. again examines the technical estimates and himself visits the village for his spot verification. The maximum time limit prescribed for this work is 30 days from the last day of submission of the tentative Village Plan by the V.D.B.'s After that the B.D.O. submits his verification report to the Chairman, D.P.B. on the Village Plan.

2.10. The District Planning Board gives their 'Clearance' and approves the Village Plan within 30 days from the receipt of the B.D.O.'s report. There after the B.D.O. issues the official notification to the V.D.B. to start the work as per the approved Village Plan.

Time limit in various stages of the Village Plan.

2.11. In order to prepare a Village Plan a calendar for the various stages of plan has been laid down by the department. The following table shows the actual time limit as proposed by the Rural Development Department at various stages and also fixes the responsibility of the concerned officials at various level of execution.

TABLE No. I

**STAGES OF VILLAGE PLAN AND IMPLEMENTATION**

SL. NO.	List of activities.	Responsibility to execute.	Support/ Asstt. Guidance.	Time for Completion.
1	Preparation of Village Plan	V.D.B.	B.D.O.& Field-Staff	45 days
2	Measurement and technical estimates	Field-staff of B.D.O.	Secretary V.D.B.	50 days
3	V.D.B.'s intimation to B.D.O. about reduction in the actual plan size.	B.D.O,		70 days
4	Submission of detailed report to D.P.B. on village plan.	B.D.O	Field-Staff	10 days
5	Approval of Village plan.	Chairman D.P.B.		30 days
6	Technical verification of work	Field staff, B.D.O.		30 days
7	Submission of-Technical verification report to D.P.B.	B.D.O	Field-Staff	10 days
8	Release of account Payee Demand-Drafts to the Supplier.	D.C.	V.D.B.	15 days
9	Approval on the actual work done by the V.D.B	. D.P.B.		30 days

Provision of funds to Village Development Board.

2.12. The Nagaland Village and Area Councils Act, 1978 includes the provision for the regular Non-lapsing grants-in-aid to the village Councils Village Development Boards

a). For grant-in-aid to the Village Development Boards

of all Villages having recognised Village Councils, for undertaking activities as per the Village-plans drawn up by the V.D.B.'s and duly approved by the District Planning Board. The Grant-in-aid is admissible to every V.D.B. every year,

b). For Matching Grants to Village Development Boards to be administered in accordance with circular No.RD /GEN/19/78 dt.29-7-80 of the Rural Development Department. The Matching grant in Government's contribution into the Village Community Fund in Fixed Deposits in the name of V.D.B. and is admissible to each V.D.B. only once.

c). For cost of administration viz. Construction of office buildings, staff quarters, purchase of vehicles creation of new posts, publicity, engaging and consulting experts etc.

2.13. As per instructions laid down by the Rural Development Department, every Village Development Board has build up its own Village Community Fund and manage it through the Bank Accounts. Then after the sanction of the Grant-in-aid, the total amount has to be credited into a special savings account by the V.D.B. The V.D.B. will have to open a Savings Account under the head of "Village Development Board (R.D.)".

2.14. The V.D.B. is also allowed to with -draw an advance payment after 30 days from the issue of clearance from the BD.O. for execution of the work. This advance payment has to be utilised for purchase of the raw materials for any new schemes.

#### Need for the Evaluation Study.

2.15 In the State of Nagaland the Village Development Boards Programme have been introduced with the main objective of bringing an all round development in the living standards of the Village people. In view of this, under the Sixth Five Year Plan period an amount of Rs. 1,350.00 lakhs, has been envisaged, for the following items of expenditures:-

TABLE No. II  
FINANCIAL OUTLAY (1980-85)

No. Sl.	Item	Approved Outlay for 1980-85 (In Lakhs)
1	2	3
1.	Village wise allocation	
	Community benefit Schemes.	550-00
2.	Assistance to V.D.B's	100-00
3.	Direction and Administration	50-00
4.	I.R.D. (States Share)	400-00
5.	N.R.E.P. (States Share)	250-00
	Total	Rs. 1,350-00

#### Objective of the. Study

2.16. The following are the objectives of the study:-

1. To study the actual activities of the V.D.B. Programmes and their effectiveness.
2. To assess the knowledge of the village people for preparation of Village plan.
3. To study if every V.D.B. has built up their village Community Fund and the extent of matching grant by the Government as also to assess the year wise allotment of funds by the Government.
4. To assess the level of participation of the Villagers in the V.D.B. programme as also to assess the degree of satisfaction of the Villagers with the programme.
5. To assess the level of assistance rendered by the District" Block Government staff.

6. To ascertain the impact of V.D.B. on working of primary schools as in most of the cases teachers are the secretaries of V.D.B.'s
7. To suggest modification, if any, required in scheme.

The Hypotheses for testing.

2.17. The following hypothesis have been framed for testing the objectives of the programme/ Study:-

1. The Village Development Board Programmes have completed only two years of its implementation period In this initial stage the programme may show only marginal impact on rural life and could not lead to the over all development of Village.
2. The members of the Village Development Board are not competent enough to undertake a highly skilled Village Plan since the technical expertise may not be available to them.
3. The purpose and objective for opening of the Village Community Fund is well understood by the Village people. However, the grant given by the Government on 50-50 basis is inadequate. The Village-wise allocation of fund and also the assistance to all V.D.B's in the form of matching grant is allotted to each V.D.B. for the improvement of the Village people. Doubts persist in the minds of the people about the mis-use of the funds and their effectiveness.
4. The members of the V.D.B. are giving due importance to the activities of the V.D.B.'s in relation to Village Planning. The people are however, not satisfied with the achievements of V.D.B.s with regard to overall improvement of the Village.
5. Guidance of B.D.O. and their field staff to the Villagers in formulating village plan is inadequate and needs improvement.
6. As the primary school teacher are generally the Secretaries of V.D.B.'s the primary schools are suffering as the teachers are devoting more time to V.D.B.'s work.

Indicators developed to evaluate the objectives set:-

2.18. The key indicators as per objectives are listed below:

**TABLE No. III**  
**KEY INDICATORS.**

Sl. No.	Objectives of Evaluation Study on V.D.B.	Key Indicator.
1	2	3
1.	To study the actual activities of the V.D.B.	1. Existence of Village Development Board. 2. Preparation of tentative Village Plan. 3. Selection of Schemes in accordance with the need of the people. 4. Awareness of the people
2.	To assess the knowledge of the Village people for preparation of Village Plan	1. Training for the VD.B Members. 2. Methods for selection of model schemes. 3. Proper knowledge about the local resources.

<p>3. To study if every V.D.Bt has built up the village in the Bank. Community Fund and the extent of matching grant by the Government as also to asses the year-wise allotment of Funds by the Government.</p>	<ol style="list-style-type: none"> <li>1. Opening of an account</li> <li>2 Total amount deposited in the Bank till 1981</li> <li>3.Village-wise allocation fund.</li> <li>4.Matching grant of V.DB s.</li> <li>5.Adequancy of the fund</li> <li>6.Creation of durable assests.</li> </ol>
<p>4. To assess the level of participation of the Villagers in the programme. as also to assess the degree of satisfaction of the Villagers with the programme.</p>	<ol style="list-style-type: none"> <li>1.Publi; donation of land of buildings.</li> <li>2.Public donation of money and materials.</li> <li>3.Voluntary labour.</li> <li>4.Regular attendance</li> <li>5.In the monthly meetings.</li> <li>5.Attitude towards. <ol style="list-style-type: none"> <li>a). Methods followed</li> <li>b). Schemes selected</li> <li>c). Results realized</li> <li>6). Judgement/opinion about the <ol style="list-style-type: none"> <li>a). Methods.</li> <li>b). Contents and</li> <li>c). Results.</li> </ol> </li> </ol> </li> </ol>
<p>5. To assess the level of assistance rendered by District/Block Govt, staff.</p>	<ol style="list-style-type: none"> <li>1. Frequency of visits made by D.C..B.D.O and his field staff in the Villages.</li> <li>2, Number of meeting conducted by the D.C. in the Village.</li> <li>3. Role played by:- <ol style="list-style-type: none"> <li>a. District Planning Board.</li> <li>b. B.D.O.</li> <li>e. Field staff of B.D.O. d. Bankers.</li> </ol> </li> </ol>
<p>To ascertain the impact of- V.D.B.'s on working of Primary schools as in most of the cases teachers are the secretaries of V.D.B.'s</p>	<ol style="list-style-type: none"> <li>1. teachers are secretaries of V.D.B.s.</li> <li>2. Absence of teachers from schools on account of V.D.B. duties.</li> <li>3, Reaction to Villagers to teachers participation in V.D.B.,s and consequential loss to teaching.</li> </ol>

### Methodology.

2.19. The Evaluation Study on the village Development Boards Programme would include all the 21 blocks in Nagaland. In the first instance only Phek Block of Phek District has been taken up for the first time as in depth oriented diagnostic and analytical study of this on-going programme of Rural Development. The sample of 10 (ten) villages has been taken out of 48 (fourty eight) villages of Phek block. The sample Villages were selected purposively on the basis of the situation of the villages in consultation with the District Administration. As such the villages were grouped together into two categories. In its first category those villages were included which are situated nearest to the block headquarter and which could take advantage of Block infrastructure easily. In its second category again those villages were selected which are situated in the most remote areas and are not yet connected by roads and communication facilities and are considered backward within the Districts.

2.20. The present study has been confined to the period from the year of inception to the year 1982-83 for detailed analyst.

2.21. The following schedules have been utilized for collection of both the qualitative and quantitative data from the field.

- |                                |                                           |
|--------------------------------|-------------------------------------------|
| 1. Villages Level Schedule.    | For Village Development Boards Programme. |
| 2. Respondents Level schedule. | For the sampled villagers.                |

### Source of Information.

2.22. The information pertaining to various levels of the programme was collected both from the primary sources and the secondary sources.

#### Primary Source.

1. Village Development Board.
2. Village Council
3. Scampled House Holds.

#### Secondary Sources.

1. Department of Rural Development
2. Office of the Deputy Commissioner/Phek
3. Block Development Officer
4. Available literature on Village Development Boards Programme.

#### Programme of work

2.23. At the Hedqrs. Joint Director (Evaluation) is the overall incharge of the study. A small committee was set up to give guidance of operation to the study, team The Committee Consists of (1) Joint Director (Evaluation)  
(2) Deputy Director (Rural Development)

### Field work.

2.24 The field work of this particular study has been carried out by one Evaluation team headed by the Assistant Director and reported by investigators.

## **Chapter-III**

### FUNCTION OF THE VILLAGE DEVELOPMENT BOARDS PROGRAMME IN PHEK BLOCK.

#### Introduction.

3.1. In this chapter an attempt has been made to examine, the actual performance of the V.D.B. Programme and also their effectiveness upon the village" people of this particular area of Phek Block in the state of Nagaland. The activities under "Village Development Boards' do not relate to a particular sector, or Sub-sector of economy. It has got the inter-sectoral linkages with the various scheme of various departments of the state Government and also with the Centrally Sponsored Schemes like I.R.D.P. and N.R.E. However, in regard this functions and duties of V.D.B. the Home Department of Government of Nagaland have issued a notification vide No. Home/C/86/79 dated Kohima the 6th March/ 1980 through which the Village Development Boards Model Rules 1980 were enforced through out Nagaland and therein the specific duties of the village Development Board were clearly stated. These are as follows:—

1. The Village Development Board, subject to such directives which the village council may issue from time to time, shall exercise the powers, functions and duties of the village councils enumerated in clauses 4,6,7,8,9 of section 12 of the Act, subject to the prior approval of the Chairman of the Village Council.

2. The Village Development Board shall also subject to such directives as the Village Council may issue from time to time, formulate schemes, programmes of action for the Development and progress of the village as a whole, or groups of individuals in the village either using the Village Community or other founds.

3.2. The related clauses of 4,6,7,8,9, of section 12 of the Nagaland village and Area Councils Act, 1978 are quoted herewith as following:-

12(4) to borrow money from the Government, Banks or financial institutions for application in the Development and welfare - work of the village and to repay the same with or without interest as the case may be.

2(6) to provide security for due repayment of loan received by any permanent resident of the village from the Government, Bank or financial institution.

12(7) To lend money from its funds to deserving permanent residents of the Village and to obtain repayment there of with or without interest.

12(8) To forfeit the security of the individual borrower on his default in repayment of loan advanced to him or on his commission of breach of any of the terms of loan agreement entered into by him with the council and to dispose of such security by public auction or by private sale.

12(9) To enter into any loan agreement with the Government Bank and Financial Institutions or a permanent resident of the village.

3.3. It can be seen from these rules that the V.D.B. works as a custodian and manager of the Village Development Fund which belongs to the whole village. This responsibility



ensures that the Village Development Boards, working is open to public surveillance at all times In addition to this the Village Development Board functions as "Planning" body at the grass root level.

3.4. Hitherto the approach 'was "Government Plan and peoples participation". However, with a view to enlisting active cooperation of the villages the trend is sought to be reversed in the direction of "Peoples Plan and Governments Support". Thus the planning in the state has gone to the grass roots inasmuch as village planning is initiated at the village level through V.D.B.s.

#### Selection of Villages

3.5. The survey was conducted, as already pointed out in 10 villages out of 48 villages of Phek Block The selected villages were on the whole representative in character reflecting average Development work in Phek block./ Basic data on tax paying households for the year 1980-81 to 1982-83 of the selected ten villages is furnished in following table.; (at the next page)

**TABLE-IV.  
BASIC DATA OF THE SELECTED VILLAGES.**

Sl. No.	Name of the Village	Year in which V.D.B. has been started	Total No, of tax paying house-holds					
			1980-81		1981-82		1982-83	
			Actual No. of house holds	Tax paying house holds	Actual No. of house-holds	Tax paid house holds	Actual No. of house holds	Tax paid house holds
1	2	3	4	5	6	7	8	9
1.	Ketsapomi	1976	186	146	186	146	-	173
2.	Lozaphuke	1977	231	231	231	231	-	242
3.	Losami	1978	243	160	243	160	-	194
4.	Sowhemi	1979	67	26	67	62	-	68
5.	Old Phek	1980	278	229	278	229	-	283
6.	Kukhegow	1975	23	23	23	23	-	23
7.	Akhegow	1976	175	148	175	148	-	162
8-	Meluri	1979	317	297	317	287	-	303
9.	Lephorj	1978	127	108	127	108	-	124
10,	Metikhru	1980	49	46	49	45	-	50

3.6. The Table No.IV clearly shows that the, V.D.B. in the Phek block has been created for the first time in Ketsapomi village in the year 1976. Nevertheless-.

almost all the sample villages have organised the V.D.Bs prior to the coming into effect of the Nagaland village and area council Act 1978. It is seen that out of the 10 sampled villages 8 villages have already opened their V.D.B. earlier than 1980 and the other 2 villages namely Old Phek and Metrkhrhu had taken up the programme during 1980. However, actual functioning of the V.D.B.s started only after the enactment of 1978 i.e. from 1980, the beginning of the sixth Five year Plan period.

3.7. The total number of households in each of the selected villages and House holds paying tax have remained constant over 1980-81 & 1981-82. However, in 1982-83, there has been a considerable increase in the number of household paying taxes. This is presumably so because of consideration of matching grant and the V D.B. and the villagers obviously wanted to take greater advantage of Government help by raising their own resources. In the case of Old Phek, Losami, Ketsapomi and Luzaphuhe village the tax paying households increased by 54, 34, 27 and 11 respectively, from 1981-82 to 1982-83. Though the figures relating to exact number of households in these villages were not readily available the increase in tax paying households during 1982-83 appears rather abnormal. The total number of house-holds in a village is considered to be the main criteria by the Rural Development Department for sanctioning the annual grant-in-aid to each village in Nagaland. In view of the scarce financial resources of the state, it would be more helpful for the department, if they check the house list with great care, so that the V.D B.s do not inflate the tax paying households with a view to obtaining greater financial assistance from the Rural Development Department thereby causing strain of Developmental outlays. To be more specific the department should instruct all the V.D.B.s to maintain a register and enter the name of each house hold with family particulars in a register every year. As per the serial number of the Registers each and every house hold member may be allotted the respective house number, for official record. After completion of the house list it should be signed by both the secretary of the V.D.B. and the Chairman of the Village Council. Lastly the register should be brought to the office of the Deputy Commissioner who is also the Ex-Officio Chairman of all the V.D.B. for his countersignature and approval who would take appropriate action to verify the exact number of households in a village. The register should be renewed every year by deleting the households who have since left the village and adding those new households which have come up during the year.

Communication facilities:

3.8. The sample villages of this study were selected in and around from the remote areas of Phek Block. The selected villages were situated on the hill tops. There is acute shortage of transport and communication facilities in these areas. Even in some cases it was found that the villages were not connected with jeepable roads. Going on foot is the common means of transport in the areas. The lack of transportation facilities discourages the villager from meeting the Administrative officials as and when they required. Specially the villages under Meluri Sub-Division are situated far away from the District Headquarters. There were only two branches of S.B.I, who are maintaining accounts of the V.D.Bs. and all V.D-Bs. have to operate their accounts through these branches. It may also be mentioned here that Meluri branch is a recently opened one. The difficulties of villages in operating Bank accounts and seeking help from Government officials can all be appreciated from the following table which delineate the distances of the selected villages from District Headquarters, Sub-Divisional Headquarters and Block Headquarters.

**TABLE NO. V.**  
**THE LOCATION OF THE VILLAGE AND THEIR MODE OF TRANSPORTATION**  
**FROM DIST. HEADQUARTERS ETC.**

Sl. No.	Name of the Village	Dist Phek Hqrs		Distance for Sub-Divisional hqrs Phek Meluri		Distance for Block Hqrs (Phek)	
		Distance	Mode of transportation	Distance	Mode of transportation	Distance	Mode of transportation
1	2	3	4	5	6	7	8
1.	Ketsapomi	10	On foot	10	On foot	10	On foot
2.	Lozaphuhe	15	On foot	15	On foot	15	On foot
3.							
3.	Losami	19	Private conveyance	19	Private conveyance	19	Private conveyance
4.	Sowherr.i	15	On foot	15	On foot	15	On foot
5.	Old Phe-k	11	Public conveyance	11	Public conveyance	11	Public conveyance
6.	Kukh^gow	96	Private conveyance	30	Private conveyance	96	Private conveyance
7.	Akhegow	78	Private conveyance	38	Private conveyance	78	Private conveyance
8.	Meluri	74	Govt. Bus	0	-do-	74	Govt.Bus
9.	Lepthori	18	Private conveyance	8	-do-	78	Private conveyance
10.	Metikhru	75	Private conveyance	35	-do-	75	Private conveyance

3.9 The Table No. V shows that five villages from the Meluri sub-Division namely Kukhegow, Akhegow, Meluri, Lepthori and Metikhru villages are situated at a distance of 96,78,74,78 and 75 Kilometers respectively away from the District as well as Block Headquarters. The common mode of transportation for these places is private conveyances except the Meluri village where government buses are available for the general public. V.D.B. work involves frequent visit to the District and Block Headquarters since all correspondence for V.D.Bs. are made from the district and block headquarters. Similarly, the cash books of all the Bank Accounts of all the V.D.Bs. are maintained in the office of the Deputy Commissioner of Phek District. For the success of the V.D.Bs programme it is necessary to provide adequate organisational facilities by decentralising the administrative power upto the Sub-Divisional level. It is therefore, necessary that all the administrative work pertaining to the various V.D.Bs of Meluri Sub-Division may be transferred to the Sub-Divisional officer (Civil) and also all the Bank Accounts pertaining to the Meluri Sub-Division may be transferred to the State Bank of India, Meluri branch as a positive step towards quick delivery system of the V.D.B. Programme. At the time of visit to the office of the D.C. Phek, it was reported that the Bank accounts of Akhegow

and one another village namely Kanjan were already transferred to the State Bank of Meluri Branch. In the Similar wary the official records as well as the bank accounts of other villages may be transferred to the Sub-Divisional headquarters of Meluri for a better performance of the programme. It may not be too difficult for the government to declare the S.D.O. (Civil) of Meluri Subdivision as the Chairman of all the V.D.Bs to under his jurisdiction as the banking and other facilities are already available in that area. This will at least reduce the problem of V.D.B. office bearers of cover long distances in contaction D.C and S.B.I. Phek.

Paddy Cultivation :

3.10. In this column an attempt has been made to examine whether the villages of this area are self-sufficient in production of their own paddy or not. For this purpose, five villages were selected to elicit the necessary information which is presented below:-

Sl. No.	Name of the village	Total No. of house holds	Total No. of house holds who are having wet/cultivation	Total No. of house holds who are having jhum cultivation	Is the paddy sufficient for the whole year to all the villages.	Total No. of house holds for whom their paddy is not sufficient for the whole year.	How many months in a year they can continue with their own products
1	2	3	4	5	6	7	8
1.	Kukhegow	28	25	27	No	16	6
2.	Akhegome	175	152	173	No	30	6
3.	Meluri	317	250	312	No	117	6
4.	Lepthori	127	120	126	No	16	6
5	Lepthori	50	40	50	No	38	5
Total :		697	596	688	—	217	29

3.11. It is seen from column No. 6 of the above table that none of the five villages is self sufficient in respect of paddy. Only 31% of the households have reported to be deficient in respect of paddy produced by them and they can continue with their own product for 6 months/, only in a year. Rest of the months they have to buy their requirement of rice from the market or Fair Price shope. There are so many factors which are responsible for deficiency in production of food grains. One of the aspects/for poor performance in the production front is that they are still adopting the age old practice of Jhum cultivation though of late T.R.C. is also increasingly being taken up. Still 98% of the total population is doing Jhum or the shifting type of cultivation along with T,R C. cultivation. Jhum cultivation has to be abandoned in prefence of T.R.C. Government should give high priority for modernisation in the methods of cultivation so that the villages could adopt the improved type farm practices like using of improved variety of seeds, fertilizers, plant protection measures and improved types of tools and implements. Though the Agri. Department is doing its best in developing agriculture in their region, the measures for improvement in Agriculture need to be intensified further.

Composition of village Development Boards in Phek Block:

3.12. For the purpose of constitution the village Development Boards in a particular Village, the Board members are selected by the village Council in an open public meeting. The tenure for such selected members is fixed for 3 years. The Board should consist of at least one woman member representing all the women in the village. However, there is no number prescribed for man members in a V.D.B. Another aspect for constituting the Board is that each khel in the village should be represented by one member. The Deputy Commissioner is the ex-officio Chairman of each Village Development Board, it is also the responsibility of the members to select a literate person among them to be the secretary of the V.D.B. The details regarding the structure of the V.D.B.s in the ten selected village of Phek block is furnished in the table No:- VII.

TABLE NO. VII  
COMPOSITION OF VILLAGE DEVELOPMENT BOARDS

SI. No.	Name of the village.	No. of Khel in the village.	No. of man member in the Board.	No. of woman member in the Board.	Total
1	2	3	4	5	6
1.	Ketsopami	4	4	1	5
	Lozaphuhe	3	3	1	4
3.	Losami	8	9	1	10
4.	Sowkemi	3	6	1	7
5.	Old phek	4	8	-	8
6.	khukhegow	Nil	6	1	7
7.	Akhegow	3	8	1	9
8.	Meluri	5	5	1	6
9.	Lepthori	4	3	1	4
10.	Metikhru	3	3	1	4

3.13 It may be seen from the above table that every village has made their board members in conformity with the number of khels in the village. In Khukhegow village however, there was no khei within the village, however, they have selected 7 members for the V.D.B. In the matter of selection of woman member to V.D.B. all the villages are having one woman member excepting the village Development Board of Old Phek Village where no woman member available at present.

Relationship between the V.C. Chairman and Secretary of V DB.

3.14 It was attempted to ascertain as to how the village Council Chairman and the V.D.B. are functioning in relation to each other. It is satisfactory to note that their relationship has been found to be quite all right which help in smooth functioning of the V.D.Bs.

3.15 Further it may also be mentioned here with that the Secretary of the V.D.B. is the most crucial person who has to coordinate all the V.D.B. activities and also to do all the correspondence in regard to the V D.B.

work He is supposed to inform all the field officials of the B.D O. Office to come to the Village for measurement of completed works and also to prepare estimates for any other schemes. The Secretary as such is deeply involved with the V.D.B. schemes right from the stage of programme planning, programme implementation and till the completion of the programme. Over and above, all the bank accounts are operated jointly by the Chairman and Secretary of the V.D.B. To perform his duty effectively he has to go on tour to district and block headquarters for 5 to 6 times in every month. These duties entail him a considerable amount of expenditure in undertaking journeys to Block headquarters. But in most of the cases the V.D.B. Secretaries are not entitled for any T.A. so far for such journeys and they are put to financial hardship. To mitigate these difficulties the R.D. Department may recommend to V.D.Bs to meet the T.A. of secretaries from V.D.B. fund.

#### Linking of V.D.B. with the developmental departments in the State:

16 with the ushering in of planning in the State various developmental schemes are being framed by the state Government primarily with a view to improving the lot of poor in the villages. Some model schemes as sponsored by the Govt, of India at a National level are also being adopted in the State, few of the Centrally Sponsored Schemes are I.R.DP, MN.RP. etc. Obviously in implementing state schemes and Centrally Sponsored schemes there is overlapping of schemes at many an occasion. Very often it appears that the money is spent for the similar nature of work by different departments. To cite an example it may be stated that some of the schemes like Minor Irrigation and Land Development are taken up by the Agriculture Department as well as by the Rural Development Department. In operating these schemes money is spent for the same nature of work by different departments. The Industry Department and Rural Development Department also have similar type of programme like distribution of sewing machines or knitting Machines to the individual beneficiaries. In such a situation, there is every possibility that a single beneficiary may have the opportunity for deriving the benefits from two sources. There is thus a chance of getting benefit for more than once to a similar nature of work by one individual. Hence, there is a need for proper linking of V.D.B. with the developmental departments in the State.

#### V.D.B's ASSOCIATION WITH THE CENTRALLY SPONSORED SCHEMES:

1.17 Apart from the State Government schemes the V.D.B. is closely associated with the Centrally Sponsored schemes. Following illustrations are relevant in this context I.R.D.P.

1.18 The I.R.D.P. Scheme was implemented in Nagaland simultaneously with other States in India. This scheme has 3 components namely I.R.D.P. TRYSEM and S.L.P.P. All the expenditure against the I.R.D.P. Scheme is shared on 50: 50 basis by the State and the Centre. During the year, 1982-83 an amount of Rs. 168 lakhs was envisaged under this programme. The schemewise financial outlay alongwith the number of beneficiaries benefited during 1982-83 is furnished in the following table:-

TABLE NO. VIII  
I.R.D.P SCHEMES IN NAG ALAND DURING 1982-33

Sl. No.	Name of schemes	Number of beneficiaries	Financial Outlay
1	2	3	4
(A) I.R.D.P			
1	Land Development	4046	31.14
2	Minor Irrigation	2577	27.34
3	Horticulture	509	8.78
4.	Agri. Rools implements	—	0.03
5.	Animal power	410	4.10
6.	Forestry	752	4.95
7.	Dairy Development	94	4.70
8.	Poultry Development	209	3.16
9.	Piggery Development	279	5.32
10.	Goatery	58	1.15
11.	Duckery	83	1.25
12.	Fishery	1004	9.57
13.	Tailoring	1574	5.53
14.	Knitting	178	3.58
15.	Sericulture	12	0.16
16.	Blacksmithy	71	0.314
17.	Carpentry	81	0.233
18.	Bee Keeping	34	0.16
19.	Weaving	58	0.18
	TOTAL: -	12038	122.257
	(B) Schemes pending finalisation		6.50
	(C)S.L.P.P. (Special Livestock Production Programme)	50	20.00
	(D) TRY SEM Trainees)		6.75
	(E) Project Administration		12.50
		Grand Total: -	168.00

N.R.E.P.

3.19. Under the National Rural Employment Programme the schemes are selected by the District Planning Boards which are finally approved by the Nagaland Rural Development Committee. For the year 1982-83 total allocation for this proposal was Rs.30 lakhs. Out of this provision of 30 lakhs 10% of the allocation is earmarked for Social Forestry. Likely achievements during 1982-83 for the entire State under N.R.E.P is as follows:-

1. Foot path/Suspension Bridges-	24 Nos.
2. Village Roads -	86 Nos.
3. Culvert on village roads -	62"
4. Flight of stone steps -	45"
5. Social Forestry -	140 villages
6. Drinking water supply -	57 Nos.
7. Community buildings -	20 Nos.

All such programmes are executed with full involvement of V.D.Bs.

Preparation of Village Plan:

3. 20 The V.D.B. has to prepare a village plan every year according to the need of the people. As per procedures laid down by the Department, at the beginning of a new financial year the B.D.O. intimates every village about the admissible plan size and also the grants in aid to be allotted for the year. The V.D.B. prepares the village plan within 45 days from the date of receipt of the notification. The B.D.O. takes approximately 40 days for scrutiny and preparation of a report about the selected schemes. The B.D.Os report is submitted to the District Planning Board for their approval, the D.P.B. takes another 30 days for giving clearance and other norms for execution of the work. All this process takes the time duration of 115 days i.e. 3 months 25 days. At the time of enquiry it was found that sometime the clearance is issued to the V.D.B. towards the end of the financial year. A very limited time is left for the villages to complete their work, which at times retards the progress. It was found that in village Akhegow the clearance for construction of Christian English school Building for the year 1981-82 was received in the month of January 1982, Only 2 months were left for the ending of the year. And two months is too short a period for completion of elected scheme. In order to allow sufficient time to the V.D.B. for execution of a work» it is necessary that the clearance is issued well in advance. All the-procedures relating to preparation of village plan by the V.D.B., the scrutiny of the plan by the B.D.O. and the final approval of a scheme by the D.P.B. should be completed before the beginning of a new financial year to accelerate the work programme and it should be ensured that the programme initiated in a particular year is completed during that year itself as far as possible and backlog avoided.

Reaction of V.D.B. Secretary :

3.21. With a view to ascertaining the reaction of V.D.B. Secretaries in regard to the preparation of village plan and its accomplishments a few questions were put to the Secretary during the survey. The question along-with their answers are tabulated below :-



TABLE NO. IX  
REACTION OF V.D.B. SECRETARIES IN REGARDS TO VILLAGE PLAN.

SI. No.	Questions	Ketsapomi	Losphuke	Losami	Sowkumi	Old Phek	Kukhugom	Akhegon	Meluri	Le phri	Mati khri
1	2	3	4	5	6	7	8	9	10	11	12

1. Whether the village plan has been prepared as per need of the village people  
 YES YES YES YES YES YES YES YES YES YES YES YES

2. Whether any scheme has been forced in the village against their will  
 NO NO NO NO NO NO NO NO NO NO NO NO

3. Whether all the board member are aware about the village Plan  
 YES YES YES YES YES YES YES YES YES YES YES YES

2.22. It is very encouraging to know from the above table that all the V.D.B. Secretaries responded well to all the questions put by the Evaluation Team. This indicates that the members of the V.D.B. are giving due importance to the activities of the V.D.B's in relation to village Planning.

PHYSICAL ACHIEVEMENTS :

3:23. The V.D.Bs in Nagaland have started from the year 1980; the beginning of the Sixth Five Year plan period. And the progress so far made by the V.D.B. in Phek Block is also an encouraging feature for the stated as a whole. The people have slowly understood the real benefit of the V.D.B. and they are now very keen to adopt it for their own interest. The villagers feel that the popular Government is taking more lively interest in their welfare at present than a decade ago. Since the V.D.B. has completed only three years of implementation period and slow progress of the programme can be well understood in this initial stage

The Village-wise schemes undertaken by the V.D.Bs in 10 Villages of Phek block are mentioned herewith to show the achievements at these V.D.B.s during the period from 1980-81 to 1982-83:-

1. KETSAPOMI VILLAGE:

Extension of foot ball ground (1980-81) Construction of Suspension Bridge (1981-82)  
 Extension of foot ball ground Construction of Rest house at Phek (1982-83) Town.

2. LOZAPHUHE VILLAGE:

Construction of Circular road( )  
 Construction of Rest House ( ) at Old Phek  
 Construction of Foot Steps (1982-83)

### 3. LOSAMI VILLAGE

Extension of foot-ball ground (1980-81)  
Construction of A/Road  
Construction of Community (1981-82) Hall  
Construction of Cattle-sheds (1982-83) Construction of village Latrine

### 4. SOWHEMI VILLAGE:

Construction of Panchayat Hall (1980-81)  
Construction of Boys Hostel(1981-82)  
Extension of football ground  
Construction of foot step  
from New Phek to Sowhemi (1982-83)  
Village  
Construction of A/Road

### 5. OLD PHEK:

Construction of Community (1980-81)  
Hall  
Construction of Youth Club  
Construction of Link Road to  
paddy field (1981-82)  
Construction of Rest-house at  
Old Phek (1982-83)

### 6. KUKHEGOW VILLAGE:

Construction of Approach (1980-81) road (not completed)  
Construction of Approach road (1981-82)  
Construction of Rest House 1982-83)

### 7. AKHEGOW VILLAGE :

Construction of Link road to-paddy field, (1980-81) Construction of Christian-English School.  
(1981-82) Construction of C.C. Tank 3 Nos. Construction of foot steps. (1982-83) Making of  
furniture for Village Council Hall Construction of Rest House on the road side.

### 8. MELURI VILLAGE

Construction of Approach road.  
Construction of Community (1980-81)  
Hall.  
Construction of Approach Road- (1981-82)  
Construction of Community-Hall Developing a  
Cotton field. (1982-83)

### 9. LEPHORI VILLAGE

Village rest house (1980-81) Construction of Approach &  
road (1982-83) Construction of Link Road  
Developing a Cotton field. (1982-82)

### 10. MATIKHRU VILLAGE :

Extension of play ground Construction of grainnay-house- (1980-51)  
& Construction of Village. (1981-82)  
Court. (1982-83)

3.24. It will be seen from above that in Nagaland the rural community is not lagging behind in taking the benefits of village planning through the village Development Board. So far the schemes which are generally taken up by most of the villagers are uniform in nature, like the construction of approach road. Construction of Panchayat, hall and construction of Rest house. These works have no direct bearing in the production process of the economy of the village. However, the community as a whole gets benefits from these activities of the V.D.B. In other works, these works may be attributed as "Social Benefit" schemes for the good of the society as a whole. For a proper appreciation of the achievements of the programme it is necessary to bear in mind that the V.D.B. is an agency for carrying out a programme of development for the people. The success of the effort cannot be judged solely in terms of the effectiveness of the agency. Equally important is the content of the development programmes and reforms which is sought to be carried out through the agency. In this context it will be useful to consider if some of the "Experimental Schemes" which may generate some income to the community is selected by the V.D.Bs. In the production front, considering the geo-economic feature of the state some of the following schemes may be considered to be included in the model schemes:

Names of the Schemes:

1. Installation of paddy dehusking-Cum-Maize Crushing Machines.
2. Saw Mills depending on the availability of raw materials in the locality.
3. Purchase of Pumping set for irrigation wherever feasible for the village.
4. Salt processing Unit wherever it is feasible within the area. .
5. Fruit preservation factory wherever feasible.

PROBLEMS FACED IN IMPLEMENTATION OF VILLAGE PLAN.

3.25 With a view to ascertaining the different types of problems faced by the V.D.B. for implementation of the schemes the Secretaries of the V.D.Bs were asked to indicate their views to the evaluation team. Eight out of the ten villages have pointed out that their main problem for execution of a scheme is inadequate finances. The second problem which was indicated by one village is the lack of unity among the villagers for which they could not undertake any developmental work. As regards inadequate finances the matter will be discussed in details in the next chapter. However, as far as the problem of lack of unity is concerned, this has to be settled by mutual discussion and cooperation with the help of the Government. All efforts should be made by the administrative authority to persuade the villagers to cooperate with the Government in all developmental schemes. Further, the necessary steps should be taken by the block agency to enlighten the villagers about the workings of V.D.B. through demonstrations, public meetings and individual contacts, so that the ignorance as well as doubts from the minds of the villagers about the function of the V.D.B. could be removed and the villagers unite and take advantage of V.D.B. for village planning.

**Chapter-IV**  
**FINANCIAL ASPECT OF THE VILLAGE DEVELOPMENT BOARDS**  
**PROGRAMME IN PHEK BLOCK.**

4.1. The present study does not aim at find out the profit and loss accounts of the agency as the village Development Board is not purely a profit earning agency In this chapter an analysis has been made on the availability of funds as well as an attempt has also been made to see how far the V.D.B. could succeed in bringing about a change in the social order in the desired direction through these investments. The ultimate objective of the V.D.B. is to improve the rural life through provision of basic needs and services up to a minimum level by judicious utilisation of its funds. An analysis has, therefore, been made as to how far the V.D.B. funds are purposefully utilized.

Availability of financial Resources.

4.2. The V.D.B. raises its funds from four basic sources for its different developmental activities They can be defined as follows:-

1. Annual Governments grant-in-aid.
2. Villagers' own deposit in the Bank.
3. Government matching grant.
4. Interest which may accrue from the total deposits,

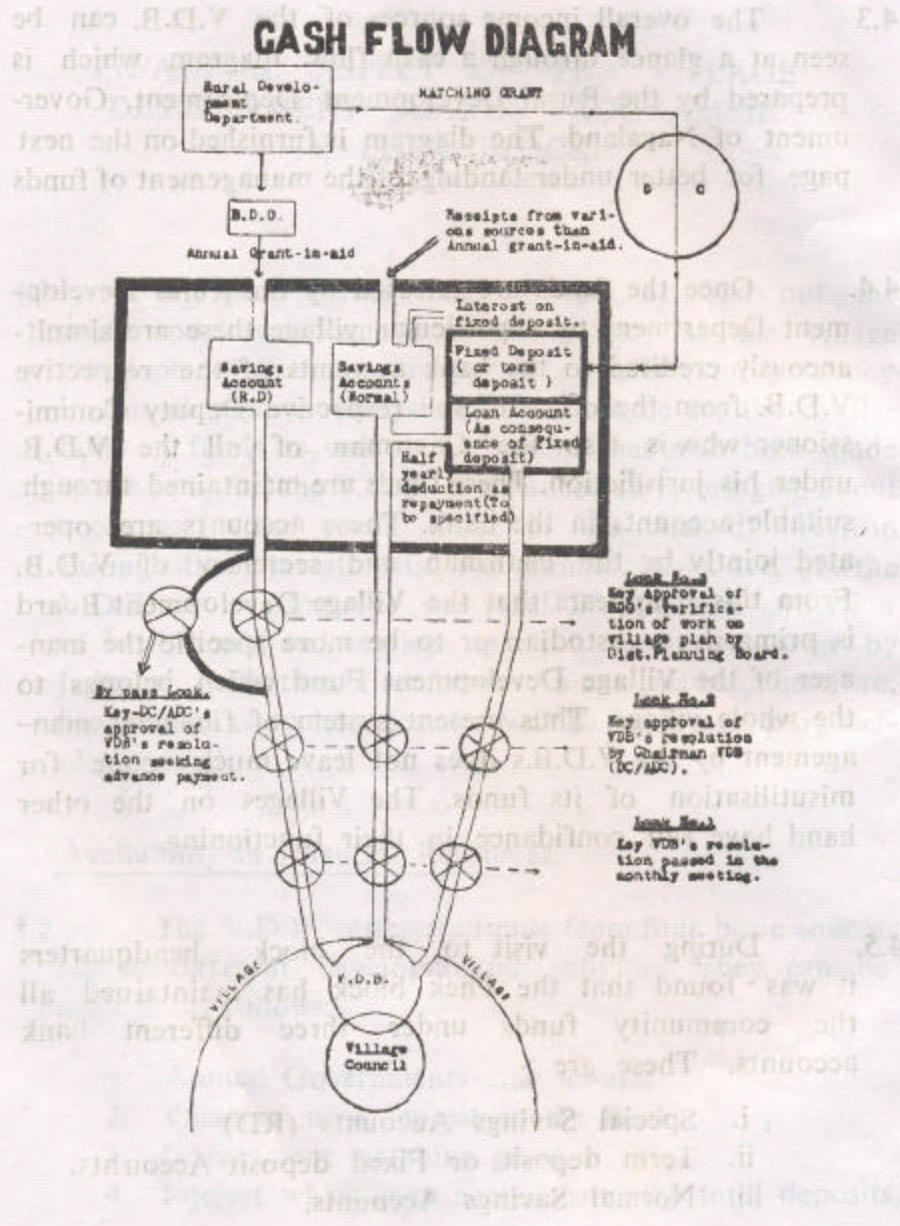
4.3 The overall income sources of the V.D.B. can be seen at a glance through a cash flow diagram which is prepared by the Rural Development Department, Government of Nagaland. The diagram is furnished on the next page for better understanding of the management of funds

4.4. Once the funds are released by the Rural Development Department to a particular village these are simultaneously credited to the bank accounts of the respective V.D.B. from the office of the respective Deputy Commissioner who is also the Chairman of all the V.D.B. under his jurisdiction. These funds are maintained through suitable accounts in the bank. These accounts are operated jointly by the chairman and secretary of V.D.B. From this it appears that the Village Development Board is primarily a custodian or to be more specific the manager of the Village Development Fund which belongs to the whole village. Thus present system of financial management by the V.D.B.s does not leave much scope for mis-utilisation of its funds. The Villages on the other hand have full confidence in their functioning.

4.5. During the visit to the block headquarters it was found that the Phek block has maintained all the community funds under three different bank accounts. These are :-

- i. Special Savings Accounts (RD)
- ii. Term deposit or Fixed deposit Accounts.
- iii. Normal Savings Accounts.

# CASH FLOW DIAGRAM



4.6. These accounts are jointly operated by the Chairman and Secretary of the V.D.B. Even though the bank accounts are jointly maintained it was found that the Deputy Commissioner holds the overall control over the V.D.B. fund. Nevertheless the villagers are at liberty to make any decision for utilisation of their own fund. The Deputy Commissioner exercises his overall disciplinary control on the withdrawal or maintenance of the V.D.B. fund in the following manner:-

- (a) The Deputy Commissioner/Chairman scrutinises and then approves resolutions authorising withdrawal from the account.
- (b) The Deputy Commissioner/Chairman examines that the Villagers Development Board renders account to the village folks every month.
- (c) The Secretary V.D.B. maintains a Villagewise account of the credits to the saving account and withdraws therefrom.

4.7. The Deputy Commissioner of the district is assisted by the Block Development staff, the Administrative Officer, the District Planning Boards and Area Council members. For the purpose of maintaining the office records as well as the bank accounts of each village it was reported that there was only one Head Assistant and an Upper Division Assistant was engaged for the entire official work of V.D.B.'s in Phek district. It seems that the work load of one Head Assistant and one U.D.A. is very heavy as they are supposed to maintain all the accounts and also to do the necessary official correspondence in regard to all the 96 villages of Phek district. Considering the work load of the existing staff it is advisable that at least one more post of L.D.A. is created in order to run the office work more smoothly.

The various Bank accounts which the V.D.Bs. are maintained in the Bank are discussed below

#### Special Savings Accounts (R.D.)

4.8. The Rural development Department of Government of Nagaland gives an annual Grants-in-aid to all the V.D.Bs. in the state for undertaking various activities as per the Village-plans drawn up by the V.D.B.'s. and which is duly approved by the District Planning Board. After getting the necessary sanction order from the department the respective B.D.Os draw the amount and re-deposit it in the bank into a special savings account of the V.D.B.'s. This savings account is already specified as "(Name of Village) Village Development Board R.D." Credits to this account of the V.D.B. shall be only the Grant-in-aid from the Rural Development Department. This year-wise Grant-in-aid is calculated on the basis of the total number of households existing in a village. In the initial year of 1980-81 till 1981-82 the Government of Nagaland allotted grant-in-aid to each V.D.B. at the rate of Rs. 100/- per household. From the year 1982-83 the rate of grant-in-aid to each V.D.B. has been again raised upto Rs. 200/- per household, out of which Rs. 50/- per household is reserved for women programme subject to a minimum of Rs. 10,000/- and maximum of Rs. 1,20,000/- It has been instructed by the department that all the Village-plan prepared by the V.D.B.s must show a scheme for the benefit of women totaling to not less than 25% of the village allotment. The village wise allotment of Grants-in-aid for two years from the year 1980-81 to 1981-82 is presented in the following table :

TABLE NO.X.

YEARWISE ALLOCATION OF GRANTS IN-AID TO V.D.B FROM 1980-81 to 1981-

82

SI. No.	Name of the village.	Allocation of Grant-in-aid			
		Total No. of Tax paid house: holds.	1980-81 Amount	Total No. of Tax paid house: holds.	1981-82 Amount
1	2	3	4	5	6
1.	Ketsapomi	146	12,500	146	14,600
2.	Lozaphube	231	18,300	231	23,100
3.	Losami	160	14,800	160	21,000
4.	Sowhemi	26	5,000	62	6,200
5.	Old Phek	229	24,600	229	22,900
6.	Kukhegow	23	5,000	23	5,000
7.	Akhegow	148	14,400	148	14,800
8.	Meluri	297	28,000	297	29,700
9.	Lepthori	198	10,300	108	10,800
10.	Matikhru	45	5,000	45	5,000

4.11. The Table No.X shows that all the ten villages selected for the study have received the Annual-Grant-In-Aid for the year 1980-81 and 1981-82. The amount received in 1981-82 for almost all the villages has gone up in Comparison to the year 1980-81. Only in two villages namely Kukhegow and Matikhru the grant-in-aid for the last two years remained constant because of the fact that the tax paying households were only 23 & 45 respectively.

4.12. The figures further reveal that in the year 1980-81 while allotting the Grant-in-aid the total amount was not sanctioned as per the actual number of the tax paying house, holds. However, from the next year i.e. 1981-82 the annual grant-in-aid was approved to each V.D.B. according to the actual number of tax paying house holds of every village.

4.13 It may be seen from the figures in table-X above that the highest amount of Rs.29,700 was allotted to Meluri Village during 1981-82 as against an amount of Rs.28,000/ for the same village during 1950-81. In the case of other selected villages the grant-in-aid varied from Rs.5,000/- to Rs.23,000/- during 1981-82. This yearly grant-in-aid made to each V.D.B. seems to be sufficient enough to undertake any developmental scheme for the community itself. However, it was observed that in the case of most of the V.D.Bs. funds are utilised for the social benefit schemes instead of such schemes which could generate economic activities oriented towards increased production.

4.14 While enquiring about the problems and difficulties in regard to the financial aspects, if any, the general response received from most of the V.D.B. secretaries was that the V.D.B. fund were inadequate and they lacked proper execution of plan and programmes. However, inadequacy of V.D.B. funds for Village plan execution could not

be substantiated by facts. As a matter of fact village plans are prepared with the assistance of the Block agency which could easily be executed within the V.D.B. funds and grant-in-aid. After preparation of the village plan the technical estimates are prepared for the requirement of funds. These estimates are finally approved by the District planning Board and then the funds are released by the D.C. Command according to the estimates. Thus if the village plans are not highly ambitious these are sanctioned and be implemented within the V.D.B. funds.

#### Fixed Deposits or Term deposits

4.15. The second type of accounts which is maintained by all the V.D.B.s in the bank are named as Fixed Deposits or term Deposits. The Village Development model rules also permit all the V.D.B.s to open a separate accounts as term deposits so that it will give the V.D.B. its credit worthiness to borrow money from any nationalised bank. Further this Govt, gives a matching grant on fixed deposits. Fixed deposits of V.D.B. are also a source of income to V.D.B. funds as much as the interest earned on these deposits are taken and utilised for V.D.B. activities.

#### Matching Grant.

16. The Rural Development Department of Government of Nagaland have adopted a policy for sanctioning a cash grant as "Matching Grant" equal to the total amount of money invested by the V.D.B s in fixed deposits in the bank during the period of 2(two) calendar years counting from the date on which the first of such fixed deposits is made, subject to a maximum of Rs. 75,000 (Rupees seventy five thousand) only. The matching grant sanctioned by the Government is subject to the following conditions:-

- (a) The sanctioning of matching grant to a village Development Board is made only once subject to revision by Government at an appropriate time.
- (b) It shall be invested in a fixed deposit of more than 5 years duration
- (c) Every time on maturity the matching Grant shall be reinvested in a fixed deposit.

4-17. The V.D.B. can derive maximum benefits out of the matching Grants received from the Government, some of the benefits taken by the V.D.B. are as follows:-

- i). Villagers are encouraged to raise their contribution to the maximum in order to take the advantage of Govt, maximum amount of grant i.e. Rs. 75000/- Thus the community funds are frozen for a period of at least 5 years and put in fixed deposit.
- ii). The credit worthiness of the village is quickly established.
- iii). The 'Loaning' potential of the village community as established, will helps needy people in the village.
- vi). A sense of self-reliance among the community is generated.



4.18. Financial investments against fixed Deposits accounts upto 20th September, 1982 in respect of ten selected villages are presented in table No-XI given below. The Government share of Matching Grant is also shown in the same table.

Table-XI.  
Financial investment in fixed deposit account by the V.D.B.

SI. No.	Name of the village	Total amount in fixed deposit (In Rs)	Amount received under Mat ching Grant (In Rs)	Date of receiving Matching Grant
1	2	3	4	5
1.	Ketsapomi	40,000	20,000	22-1-1979
2.	Lozaphuhe	40,000	20,000	5-1-1981
3.	Losami	8,600	2,000	29-1-1979
4.	Sowhemi	50,000	8,000	22-1-1979
5.	Old Phek	26,000	13,000	19-11-1980
6.	Kukhegow	21,082	8,191	22-10-1979
7.	Akhegow	35,370	16,000	16-3-1979
8.	Mekeri	50,000	25,000	5-8-1981
9.	Lepthori	20,000	10,000	26-10-1979
10.	Matikhm	20,000	10,000	6-4-1981

4.19. The figures in the above table indicate that all the ten selected villages have put their capital into a Fixed Deposit Accounts. The accounts are opened in the State Bank of India by all the V.D.B.'s. The highest amount in the Fixed Deposit was reported in respect of Sowhemi and Meluri villages which had deposited Rs. 50,000/—each in the State Bank of India. In regard to the Matching Grant the Meluri village received the highest share of Rs. 25,000 in the year, fixed Deposits Accounts in the year 1979. However, in the case of Sowhemi village through the Govt, matching grant was of the order of Rs. 8,000 only the V.D.B. further improved their fixed deposit by their own contribution. There are other two villages namely Ketsapomi and Lozaphuke which also received an amount of Rs.20,000 each as matching Grant during the year 1979 and 1980 respectively. The rest of the selected villages received the Matching Grant to the tune of Rs. 16,000 to Rs. 2,000 for each V.D.B. depending upon their capital deposits.

4.20. One important point which is worth mentioning here is that out of the 10 (ten) selected villages in Phek' District 60% of the total villages have already received the benefit of Matching Grant before the implementation of V.D.B. programme in the State. It shows that the people of this area are more conscious and tried to take full advantage of Govt, grants by raising their own resources for the community development.

#### 111. Advance Payment From The Bank.

4.21. The Fixed Deposits of the respective villages stand as a security to the Bank to give advances under various schemes. Two types of advances are granted by the State Bank of India to the villagers through the V.D.B.s. These are :-

- A) Advance payment of 75% of the Term Deposits and also.  
 B) Advance payment of 200% of the term deposits, (subject to the condition that 75% as in A is adjusted in this 200%) This is a kind of over draft.

4.22. The State Bank of India allows to draw 75% of the value of the term deposits to be used for the following purposes.

- i) Loans to individuals for consumption purposes.
- ii) Construction of office building' equipments etc. for the Boards and also meeting their own expenses.
- iii) Activities beneficial to the interests of the society like construction of churches, community Halls, School, Building, Roads, Bridges, Drainage, Channels etc.
- iv) Lending to the individuals for specific economic activities not considered as "eligible activities. The board can also finance for eligible activities within this ceiling.

4.23. Advances taken upto 75% of the total fixed deposits is not subject to scrutiny and is given in the recommendation of the V.D.B's. However,, the record of this category of loans is maintained amount-wise for the purpose of monitoring under this ceiling.

.24 The details of the advances taken by the villagers for various activities and their trend of repayment and also the liability up to 20-9-1982 is given in the Table No.XII.:-

**TABLE NO. XII**  
**STATEMENT ON ADVANCES REPAYMENT AND LIABILITY AGAINST FIXED DEPOSIT.**

SI. No	Name of the Village.	Total amount in the Fixed Deposit A/C.	Amount Withdrawn as advances/ loan.	Advances/Repayment of loan	Liability up to 20-9-1982
1	2	3	4	5	6
1	Ketsapomi	40,000	28,000	24,386.0	15,40.656
2	Lozaphuhe	40,000	15,000	6,500.00	10,334.24
3	Losami	8,600	! 2,000	13,235.76	No liability
4	Sowchemi	50,000	45,000	18,316 00	42,000.00
5	Old Phek	26,000	12,000	8,573.72	6,973.92
6	Kukhegow	21,082	12,000	V, 100.00	2,680.28
7	Akhegow	35,370	65,000	37,260.00	Not available
8	Meluri	50,000	32,000	No repayment	36,690.08
9	Lepthori	20,000	10,000	3,250.00	8,889.53
10	Matikhrn	20,000	17,000	3,210.00	16,814.14

4.25. The table No. XII indicates that the ten selected villages have withdrawn advances from the Bank but at the time of repayment it is seen that the borrowers are not very prompt in returning the amount in time. An amount of Rs.65,000 in respect of Akhegow Village is the highest one as advance taken from the bank among all the ten villages. This was covered under the 2nd type of advance which was drawn by the Akhegow village during the year 1982.

4.26. There is only one V.D.B. (out of the 10 selected for the study) in respect of Losami village, which has got the liability cleared as the V.D.B. had withdrawn an amount of Rs. 12,000 from the bank and returned the principal amount with interest totalling to Rs. 13,235.76 within a period of two years. The rest of the nine villages were having a huge outstanding amount as liability to be paid to the bank. The highest liability worth Rs. 37,260.00 was with the Akhegow village. It is very important to note that the financial institution has favourably granted the advances to all the V.D.B.s' for the welfare of the village people with an intention to achieve some positive results in the sphere of financing the rural development schemes under the agencies of V.D.Bs. However, for the success of such programmes much depends on the sincerity and seriousness with which the programme is taken up by villagers and V.D.Bs

4.26. In order to be since and more serious about the repayment of advances taken from the bank the following requisite procedures as already laid down by the State Bank of India should be followed strictly by all the V.D.Bs.

(a) All the Agricultural term loans or any other composite term loan for other purposes to be repaid in half yearly installments from the date of disbursement and the period of which should not exceed 3 years in any case.

(b) All agricultural term loans to be repaid within 2 months after harvesting of the crops.

(c) All the V.D.B.s should furnish a repayment schedule to the D.P.B. and concerning Bank positively at the end of every month.

Purposes for which the advances/Loans are issued.

4.27 The State Bank of India invests a large amount as advances/loans to the individual or community for providing the specific services to the society. It is, therefore, necessary to ascertain as to how far the expenditure is purposefully utilised. The money given by the bank agency should not become infructuous after some time and possibilities of misutilization of the advances also cannot be ruled out. The importance of the advances/loans given by the lead banks can be well judged from the factual account given below:-

**TABLE NO. XIII.**  
**DISTRIBUTION OF ADVANCES/LOANS IN THE SELECTED TEN VILLAGE UNDER VARIOUS SECTORS.**

Sl. No.	Name of the Village	Advance taken from the Bank						Total (Rs)	Percentage to total grant
		Agriculture		Industries		Social and Community service			
		Amount (Rs)	Percentage to total Grant	Amount (Rs)	Percentage to total Grant	Amount (Rs)	Percentage to total Grant		
1	2	3	4	5	6	7	8	9	10
1.	Ketsapomi.....			28,000	13.02	18,000	13.02		
2.	Lozaphuhe.....			15,000	6.98	15,000	6.98		
3.	Losami	6,000	2.79	6,000	2.79	12,000	5.58		
4.	Sowhemi			10,000	4.65	35,000	16.28	45,000	20.93
5.	Old Phek	3,000	1.40			9,000	4.19	12,000	5.59
6.	Kukhegow.....			12,000	5.58	12,000	5.58		
7.	Akhegow			32,000	14.38	32,000	14.88		
8.	Meluri			32,000	14.58	32,000	14.88		
9.	Lepthori			10,000	4.65	10,000	4.65		
10.	Matikhru			10,000	4.65	7,000	3.26	17,000	7.91
	Total For 10 Village.	9,000	4.19	36,000	15.74	1,70,000	79.07	215,000	100.00.

4.28. The table No. XIII shows the actual amount of advances used by the State Bank of India for the ten selected villages in different years beginning from 1978 to 1982, The advances which were given for various purposes have been divided into the broad sectors, viz Agriculture, Industries and Social and Community Services. These three major sectors have been again grouped together with different minor sectors as follows.

1. AGRICULTURE SECTOR.

- a) To develop irrigational channel for terraced rice cultivation.
- b) Land development for terraced rice cultivation.

2. INDUSTRY SECTOR.

- a) Giving assistance for purchase of new trucks.
- b) Setting up of Rice Mill ( Small Scale -Industry )
- c) Establishing of a new weaving unit.

3. SOCIAL AND COMMUNITY SERVICES SECTOR

- (a) Construction of community hall
- (b) Construction of football ground
- (c) Student Union Management
- (d) Construction of private building
- (e) Loan given to fire victims
- (f) Maintenance of English School
- (g) Construction of Church Building
- (h) Construction of Rest house.

4.29. It will be seen from the above figures that whereas the Agriculture and the Industries Sector could get an advance from Bank of the order of 4.19 & 15.74% respectively, most of the advances were taken for social and community services alone which accounted for 79.07% of the total advances given by the Bank to these 10 selected Village. It shows that for the present V.D.Bs were more enthusiastic about developing social and community services rather than for economically productive schemes.

4.29. In some cases irregularities about utilization of loan came to the notice of the Evaluation teams, in one case it was reported that the secretary had drawn an amount of Rs.3,000/- (Rupees three thousand) only as loan from the bank to help the fire victims in the village. But the money did not reach the fire victims, instead it was used by the Secretary for his private business. It is one of the most disheartening features of V.D.B. functioning. The district administration has to take the stringent action to stop such mal-practices. It is necessary to take all the precautionary measures for removal of such kind of evil which retards the progress of V.D.B.s 200% Overdraft Bank Schemes.

4.30. The State Bank of India provides another facility for the V.D.B. to draw an amount in excess of 75% of the Fixed Deposits and within 200% ( 125% over 75% ) as overdraft. This advance is issued under close scrutiny and for certain selected schemes only. The name of the schemes where overdraft is owed is listed below:-

AGRICULTURE.

- a) Paddy, Maize, etc. in terrace field using high yielding/improved local seeds.
- b) Cash crops like potato either in terraced field or Jhum land using high yielding improved local seeds.
- c) Land development and minor irrigation.

#### ALLIED AGRICULTURE.

- a) Rearing of cross-bred/cows/pigs/Ducks/goats etc.
- b) Paddy-cum-de-husking

#### VILLAGE INDUSTRIES.

- a) Handloom, loin loans as, carpentry, Blacksmithy, Bakery, Wood-carving, cane and Bamboo work, Paddy de-husking etc.
- b)

#### SMALL BUSINESS FINANCE.

- a) Small grocery, stationery and medicine shops, tea stalls, fair price shops etc. Besides, construction of granaries, fishponds, horticulture, etc. belonging to the community provided the relative schemes are economically viable.

4.31. For the entire Phek district only 18 villages had been selected by the Regional Branch of State Bank of India, Shillong for issuing of the 200/ overdraft, advances under various selected schemes. There were only 2 villages which had fallen under our sample villages which had already received the 200% overdraft advances under different schemes. These villages are Sowhemi and Akhego. The Sowhemi Village had been given an overdraft of Rs. 65,000/- for setting up of three (3) units Dairy farms, and Minor Irrigation scheme Akhego village from Meluri Sub-division received a total amount of Rs. 33,000/- for setting up of piggery farms. These advances are refundable in 36 quarterly installments.

#### NORMAL SAVINGS ACCOUNTS.

32. The third category of accounts which are being maintained by each V.D.S. is " Normal Savings Accounts., The Savings under this accounts are raised on the receipts from various sources other than the Annual-grant-in-aid. The funds raised by the Villagers which are kept in the State Bank as Normal Savings Accounts are utilised for day to day regular activities of the V.D.B. The sources of income of V.D.B. are (i) P.W.D. Contract Works (ii) Work relating to implementation of certain Centrally Sponsored Schemes apart from the regular activities of Rural Development Programme, (iii) interest earned from the fixed deposit accounts of the V.D.B. The Fixed Deposit Accounts earns interest twice in a year and these amounts are credited in the Normal Savings Accounts. Thus in the overall cash flow system of V.D.B. Programme the Normal Savings plays an important role for the accomplishment of various development schemes. The Evaluation team had collected accounts of each of the ten selected villages upto the end of 27-9-1982. The Village wise accounts in respect of these ten villages is presented in the table below:-

TABLE NO. XIV.  
NORMAL SAVINGS ACCOUNTS.

SI. No.	Name of the Village.	Receipts in the Accounts.			Withdrawn from the A/C till 27-9-82 (Rs.)	Closing balance till 27-9-82 (Rs.)
		Cash receipts from various sources. (Rs.)	Interest from other Accounts. (Rs.)	Total deposit. (Rs.)		
1	2	3	4	5	6	7
1.	Ketsapomi	39,853.00	17,447.85	57,330.85	39,367.77	17,963.08
2.	Lozaphuhe	19,035.00	7,530.74	26,565.74	22,443.04	4,122.70
3.	Losami	30,755.00	3,824.66	34,577.66	26,766.63	7,811.03
4.	Sowhemi	4,91,954.00	17,283.54	5,09,237.54	508,894.89	342.65
5.	Old Phek	18,810.00	6,342.67	25,152.67	17,226.68	7,925.99
6.	Kukhegow	10,262.00	6,036.92	16,298.92	9,875.02	6,423.90
7.	Akhegow	42,109.00	6,644.18	48,753.18	46,193.14	2560.04
8.	Meluri	49,000.00	9,902.54	58,902.54	57,400.00	1502.54
9.	Lepthori	46,929.00	7,020.37	53,949.37	45,552.00	8097.37
10.	Matikhru	17,255.00	3,619.27	20,874.27	17,589.52	3284.75
	TOTAL: -	7,65,990.00	85,652.74	8,45,642.74	791,608.69	60,034.05

4.33. The accounts shown in table —XIV relate upto the period 27-9-1982. Out of the total deposit of Rs. 8,46,642.00 of the 10 selected villages 90% deposits are realised from cash received by the V.D.B. from various sources and the rest 10% is raised from bank interest on Fixed Deposits, Special Savings Accounts (R.D.) and the interest accrued from the Normal Savings Accounts. While considering the individual village fund, the Sowhemi Village could raise the highest fund of an amount of Rs. 5,09,237.69 and the next to it came Meluri Village which could build up their normal savings to Rs. 58,902.54. On the expenditure side an amount of Rs. 5,80,894,89 and Rs. 57,403 were spent respectively by Sowhemi and Meluri Village during that period. In respect of other selected villages, the amount of deposit raised was Rs. 16,298 in respect of Kukhegow to Rs. 57,330/- in respect of Ketsapomi Village. The total closing balance on 29-7-1982 was Rs. 342 in respect of Sowhemi Village ( which could utilise their funds to the extent of Rs. 5,08,894 ). Rs. 17,963 in respect of Ketsapomi Village This shows that Sowhemi Village was quite active in carrying out developmental programmes.

#### ADVANTAGES OF BANK ACCOUNTS.

4.34. The Naga people, in general, are not in the habit of saving money in the bank. The new policy of the, Government i.e. the system of bank deposit by the Government and the Village Development Board, if continues, within a short period the economy of the rural areas will markedly improve and people in general will be encouraged to save money in Banks. Besides, the system of bank deposits gives some positive advantages to the village folks which are mentioned below in brief.

a) In this procedure there is little scope left for the individuals for mishandling the community money since the money is spent only after through discussion in the boards

meetings and can be withdrawn only by Joint Account operators. This also affords and opportunity for training in operating Bank accounts.

b) Provides small but guaranteed cash income to the community in the shape of interest.

c) Provide security against emergencies. The deposit in the banks could serve as security against natural calamities such as fires, epidemics, destruction of terraced fields by excessive rains etc.

#### AUDIT AND ACCOUNTS.

4.35. It was noted with satisfaction that the Cash Book pertaining to the Phek block was audited for the period from April 1980 to November 1981 during 1982. There is an imperative need for yearly auditing of the V.D.B. Accounts for efficient running of the Government policy and programme in all the blocks and hence should be timely undertaken.

4.36. For an internal auditing the village Development Boards Model Rules 1980 gives a clear instruction for auditing of the V.D.B. accounts by the Village Council every year.

The instructions read as follows : -

- i) The Village Council may cause the V.D.B.s accounts to be audited at such time as it may decide. The Deputy Commissioner will render necessary assistance in auditing the accounts.
- ii) V.D.B. shall place before the Village Council an Annual Account before 30th April of the previous year to 31st March of the current year.

4.37. It will be more helpful if the Rural Development Department made it compulsory for all the V.D.B.s to make periodical auditing of their accounts on the basis of Village Development Boards Model Rules. At present the V.D.B.s are not doing the auditing of their respective accounts in a regular manner.

#### RECORDS AND DOCUMENTATION.

4.38. From the stand-point of increasing the efficiency of the V.D.B. another important matter that calls for careful consideration is the need for improvement in the maintenance of basic records and documents of the V.D.B. It was found during investigation that most of the V.D.Bs. are not keeping their records properly. More over, no much attention is paid towards the maintenance of registers for recording of the different activities of the V.D.B. Here we may recall the rules regarding maintenance of records by the V.D.B.s.

"The Secretary of the Board shall maintain the following records which may be inspected by any member of the village in monthly public meeting": -

(a) A register showing a record of meetings held. It will show the time and date and place and names of members and loanees present and absent, It will show questions not answered by the Secretary or loanees to the satisfaction of the questioner.

(b) A file for money expenditure resolutions.

(c) A cash Register showing transaction of savings and Current Accounts and cash. This will be accounted as on the date of the monthly meeting. It will show loans taken by V.D.B. loans given by V.D.B. and loans given to individuals on the V.D.B.'s guarantee. It will show particulars of Fixed Deposits

(d) Secretary shall check his records against the records kept in the Chairman's office every 3 months.

(e) Secretary shall keep a file for vouchers proving money transactions (Payments and receipts)

(f) Secretary shall keep a file for letters to and from the Chairman,

(g) Secretary shall keep a file for other letters". It is suggested that the Chairman should insist on keeping all the said records in V.D.Bs. whenever it has not been done so far.-

## CHAPTER-V

### PEOPLE'S PARTICIPATION AND GOVERNMENT'S SUPPORT IN—V.D.B. PROGRAMMES.

#### PEOPLE'S PARTICIPATION

5.1. While planning for development the human element is considered to be the most important factor for development and growth of the society. More over, the achievement of the programme can be treated as the achievement of the men and women who are associated with its ' activities at all levels. Therefore, it is very necessary that both the planners and the people work together hand in hand.

5.2. The Naga people are co-operative in nature. Since the V.D.B. was introduced in Nagaland the Naga people are coming forward to extend their full co-operation for the betterment of their own society. The work in which the villagers are generally taking part with V.D.B. activities are in the nature of construction of community hall, construction of football ground, construction of approach road etc. They contribute their money, materials as well as manual labour as and when it is required by the society. If someone could not contribute anything for V.D.B. it was found that they were not lagging behind to give at least their moral support for V.D.B. A rough idea about the villagers contribution towards V.D.B. can be formed from the factual account given below :-

TABLE NO. XV.  
PEOPLE'S CONTRIBUTION TOWARDS V.D.B.

SI. No.	Name of the village.	Year of opening of VDB.	Villagers Contribution		
			Money	Materials	Others.
1	2	3	4	5	6
1.	Ketsapomi	1976	7,647	Nil	Manual Labour
2.	Lozaphuhe	1977	10	Wood post	”
3.	Losami	1978	110	Bamboo	”
4.	Sowhemi	1979	Nil	Wooden Post	Manual Labour
5.	Old Phek	1980	10,010	Nil	Nil
6.	Kukhegow	1978	100	”	”
7.	Akhegow	1976	100	”	”
8.	Meluri	1979	32,000	Bamboo Wall	”
9.	Lepthori	1979	5	Wooden Post	”
10.	Metikhru	1980	2,010	Nil	”

5.3 As can be seen from the above table the villagers had contributed towards the V.D.B. their money, materials as well as their labour for the common benefit of the society. In Meluri village, the villagers had contributed the highest amount of Rs.32,000 for the V.D.B. fund by raising this fund on voluntary basis from among themselves. Again in the case of Lozaphuhe, Losami and Sowhemi villages, each family had contributed one wooden post bamboo for making the bamboo wall for constructing of school building or community hall. Besides that in Ketsapomi, Lozaphuhe and Losami villages all the villagers have contributed their one day manual labour for construction of football ground and school



building. These are sufficient evidence that the villagers are extending their co-operation by taking active part in various activities of V.D.B. The villagers are now realising the importance of V.D.B as peoples programme and also they are learning to shoulder the responsibility for the development of their own community. Government's Support to V.D.B.

5.4. The main part of the Government agency to support the V.D.B. constitutes in providing technical help and guidance and financial help for the execution of V.D.B. programmes. In this respect the V.D.O. has to play an important role to create an awareness of the programme amount the people. The B.D.O. should maintain active liaison between the programme execution and the village folk. The knowledge of the V.D.B. can be spread among the villagers if the supervising officer keeps a constant touch with the people who are living in the villages.

5.5. The block personnel can educate the villagers about the V.D.B. through demonstrations, public meetings and individual contacts etc. This is necessary as while adopting a new innovations in the society there is generally a feeling of resistance to change. However this attitude can be overcome only by proper educating the people for whom the programme is being introduced. During the survey all the V.D.B. Secretaries were asked to indicate about the visit of Block personnel in the respective villagers. The following table will indicate the number of visits made by the Government officials during the year 1980-81 and 1981-82.

5.5, The above table reveals that the visits of all the Government Officials to the villages were rather inadequate. It may be mentioned here that the B.D.O. and Block Official visit to the villages are not sufficient at all though they are expected to visit the V.D.B. meetings as often as they can. The Government agency will have to make continuous efforts to motivate the people towards the community work. This could very well be achieved if the Block staff improves the visits to V.D.B. and instills a feeling in them that the V.D.B. is their own programme and they should actively participate in them.

5.6. There are altogether 48 villages Phek Block, and to supervise all these villages the Block Office is

1. Block Development Officer	— 1
2. Oversear	— 2
3. V.L.W.S,	— 3
4. Stockman	— 1
5. Extension Officer Agri.	— 1

The Phek block is spread over a large area the present approach of development works with regard to village wise preparation of annual plan and maintenance of various records pertaining of different schemes require lot of time and efforts. The block headquarter office is engaged with following work which is purely technical in nature.

1. Measurement and preparation of technical estimates for the villages.
2. Submission of detailed report to D.P.B. on village Plan.
3. Technical verification of works.
4. Release of fund.

It is quite obvious that the new strategy of the Government to implement Rural Development Schemes through the V.DB. S. is bound to increase the work load at the Block Level office. And to supervise all these works the Phek Block Office is having only 2 Overseers which is quite inefficient for doing justice with the interested work. Some more technical staff is therefore needed for the Block Office. It, therefore, becomes necessary, to strengthen the technical wing of

the B.D.O. Office so that they have the personnel as well as the Organisation to meet the increasing of the technical work. These the following are needed demand in the Block office:-

1. Extension Office — 3
2. Overseer — 2
3. V.L.W.S. — 3

## CHAPTER-VI

### IMPACT OF V. D. B. PROGRAMMES UPON THE VILLAGES.

A. General Information about the Villages.

6.1. In this chapter an attempt is made to measure the impact of V.D.B. programmes by ascertaining, the views attitudes, and propensity for adoption of the programmes by the villagers. It is expected that by creating durable community assets and provision of basic needs and services in the villages to a certain level the standard of living of the people in the villages would get improved, It is in this context that data on socioeconomic conditions of selected beneficiaries was collected. The following table shows the distribution of the selected families according to their family status, occupational status and literacy status.

TABLE NO.XVII.  
DISTRIBUTION OF RESPONDENTS AS PER FAMILY -OCCUPATIONAL AND  
LITERACY STATUS.

Sl. No.	Name of the village.	Total no of respondents.	Family Status.		Main Occupation of the respondents		Literate Status.	
			Single Family	Joint Family	Cultivatio n.	Govt. service	Literate	Illiterate
1	2	3	4	5	6	7	8	9
1,	Ketsapomi	10	10		10		8	1
2.	Lozaphuke	10	10		6	5	4	6
3.	Losami	10	10		9	1	3	7
4.	Sowherni	10	10		9	1	4	6
5.	Old Phek	10	10		10		4	6
6.	Kukhegow	10	10		9	1	6	4
7.	Akhegow	9	9		9		4	5
8.	Meluri	10	10		8	2	3	7
9.	Lepthori	10	10		10		7	3
10.	Metikhru	10	10		9	1	3	7
	<b>TOTAL</b>	<b>99</b>	<b>99</b>		<b>89</b>	<b>10</b>	<b>46</b>	<b>58</b>

(Source: - Field Investigation)

#### Family Pattern.

6.2. It may be seen from the above table that all the respondents were found to be single family units and there is none in our sample who are having joint family. It appears that the people prefer to be in a small family rather than to be in a big family size. It is a peculiar characteristic of Naga families that they prefer a single family.

### Occupations.

6.3. The majority of the respondents depends on the cultivation for their livelihood. Out of 99 selected beneficiaries there were 89 respondents who have reported their principal occupation as Cultivation and the rest 10 respondents reported to be employed as Government servants. The questions were also asked about other occupations, if any, but only the two aforesaid occupations were reported.

### Literacy Level

6.4. The Literacy percentage was found to be 41 of the total selected persons interviewed. Literacy rate for these selected villages seems to be in a higher side than the literacy rate of the district as a whole, The literacy rate of the total population of Phek district is 37.99% as per the population census of 1981. The marginal difference in literacy rate may be due to sampling variations. It may also be stated that there is one primary school, per 1,000 population and 45 students per teacher in Phek District.

### B. Knowledge about V.D.B. Programmes.

6.5. In order to ascertain the knowledge of the respondents about the V.D.B. they were asked to report if they were aware of the V.D.B. and its functionaries. It is one of the aspects to bring about the extent of impact of the programme. It is also important to know whether the common people are well acquainted with the agency which is directly or indirectly involved in the execution of the programme. The following table gives the information on the above aspect.

**TABLE NO. XVIII**  
**RESPONDENTS KNOWLEDGE ABOUT V.D.B. PROGRAMMES.**

Sl. No.	Name of the Village	Total No of respondents	No. reporting v-ho have the knowledge about V,D.B.	No. of respondents who know the Chair-man of V.D.B.	No. of respondents who know the Secretary of V.D.B.
1	2	3	4	5	6
1.	Ketsapomi	10	10	10	10
2.	Lozaphuhe	10	10	1	6
3.	Losami	10	10	5	10
4.	Sowhemi	10	10	9	9
5.	Old Phek	10	10	10	10
6.	Lukhegow	10	10	10	10
7.	Akhegow	9	9	9	8
8.	Meluri	10	10	10	10
9.	Lepthori	10	10	10	10
10.	Metikhru	10	9	9	9
	TOTAL :	99	98	83	92

( Source :- Field Investigation )

6.6. The table No. XVIII reveals that almost all the respondents knew about the existence of the V.D.B. though they were not knowing the actual functionaries of the agency. Although the people were having the knowledge of existence of V.D.B. yet they have to be enlightened that the V.D.B. is a people's programme meant for rural development. Regarding the knowledge of the Chairman and Secretary of V.D.B. it was found that out of 99 respondents 83 could identify the Chairman and 92 could identify the Secretary of V.D.B. This shows that the Villages are quite aware of the V.D.B. and their functionaries.

C. Village Plan.

5.7. Every V.D.B. makes a decision each year to take up some development schemes for their own community. The plan is prepared at the Village Level by the V.D.B. member themselves. An attempt has been made to ascertain the views of the village people as to how many were conscious about this arrangement and what is the role played by the villagers for the success of these plans. The views of the respondents in this respect are presented in the table below :-

**TABLE NO. XIX.**  
**FORMULATION OF VILLAGE PLAN**

SI. No.	Name of the Village.	Total No. of respondents.	No. reporting knowledge about the village Plan	No. of respondents who take part in village Plan.	No. reporting that the Village Plan is prepared as per need of the people.
1	2	3	4	5	6

1.	Ketsapomi	10	8	3	9
2.	Lozaphuhe	10	9	1	• 10
3.	Losami	10	10	2	10
4.	Sowhemi	10	10		10
5.	Old Phek	10	10	6	10
6.	Kukhegow	10	9	6	9
7.	Akhegow	9	9	8	9
8.	Meluri	10	4	6	9
9.	Lepthori	10	8	5	10
10.	Metikhru	10	10	6	10
	TOTAL :-	99	87	50	96

( Source : Field Investigation )

5.8. The table No. XIX give the distribution of respondents who are having the knowledge of village as participating in the preparation and execution of these plans as well. In most of the selected villages almost all the respondents were aware of the villages plans. However, in Meluri only 4 of the 10 selected respondents were observed having full knowledge of the village plan. In the matter of the preparation of plans for improvement it is observed that nearly 50% of the respondents were taking part in the activities of the plan formulation. No doubt it is very

encouraging feature for the community development programme as a whole. In so far as the village plan is concerned the respondents were asked to comment whether the village plans were prepared according to the need of the people. Altogether 96 respondents out of 99 have remarked that the village plan was made as per need of the villagers. Thus it is clear that the V.D.B. could create a greater awareness confidence among the rural masses who themselves have started participating in various programmes in the villages. This augures well of the V.D.B.'s impact on village people.

D. Benefits received by individuals and relatives through V.D.B s.

6.10. No doubt, through V.D.B. concerted efforts are being made in the field of community development projects. Apart from that, the V.D.B. helps the people living in the villages by providing some assistance through which the living standard of the people might go up to some extent. The benefits as well as the financial assistance received by the selected respondents in ten villages of Phek block are as under:-

**Table No. XX**  
**BENEFITS RECEIVED BY INDIVIDUALS THROUGH V.D.B.**

SI. No	Name of the village	Total No. of respondents	Financial Assistance received for						Total no of respondents received Asstt.
			Irrigation on channel	Land development	Horticulture development	Purchase of buffalo	Rice-mill	Other purpose	
1	2	3	4	5	6	7	8	9	10
1.	Ketsapomi	10	--	--	--	--	--	2	2
2.	Lozaphuhe	10	1	1	--	--	--	2	4
3.	Losami	10	4	1	--	1	--	2	8
4.	Sowherni	10	2	1	--	--	1	4	8
5.	Old Phek	10	5	1	--	--	--	2	8
6.	Kukhegow	10	2	3	--	--	--		5
7.	Akhegow	9	2	2	--	--	--	1	5
8.	Meluri	10	1	2	--	--	--	4	4
9.	Lepthori	10	--	--	--	1	--	--	1
10.	Metikhry	10	2	4	1	--	--	--	7
TOTAL:-		99	19	15	1	2	1	14	52

(Sources :- Field Investigation)

6.11 Table No. XX gives an over all view regarding the assistance received by the individual respondents for various purposes. It is worth nothing that through V.D.B.'s the villagers are getting the opportunity to increase the efficiency in various fields like Agriculture, Veterinary and Small Industries. Altogether 52 respondents have received the assistance through V.D.B. Out of that 19 have got the assistance for constructing the Irrigational Channel, 15 for Land Development. 14 respondents received financial assistance for unspecified, purposes 2 for

purchase of buffalo, 1 for Horticultural purposes and 1 for setting up a rice mill. The above figures (table No.XX & XXI) show that the V.D.B. is affording ample opportunity for providing self employment to village people and helping them in improving their avocation It will certainly go a long way in improving level of living of village population.

Financial Assistance to the relatives of respondents.

6.12 During the survey the information on the assistance received by the relatives of the respondents-J<sup>1</sup> were also collected. This will help us to form an idea about the extent of benefit received by the people through V.D.Bs. The following table gives the extent of benefits received by the relatives of the selected respondents: -

**TABLE NO. XXI**  
**FINANCIAL ASSISTANCE TO THE RELATIVES OF RESPONDENTS.**

SI. No	Name of the village	Total No. of respondents							
			Financial astt for other purpose	Irrigation channel	Land dev	Piggery dev	Buffalo	Fishery pond	No of respondents whose relative were benefited
1	2	3	4	5	6	7	8	9	10
1.	Ketsapomi	10	--	1	--	--	--	-	1
2.	Lozaphuhe	10	1	3	--	--	1	--	5
3.	Losami	10	4	3	1	--	--	--	8
4.	Sowherni	10	3	2	--	1	--	--	6
5.	Old Phek	10	1	1	--	--	--	--	2
6.	Kukhegow	10	--	1	1	--	--	--	2
7.	Akhegow	9	1	1	2	--	--	--	4
8.	Meluri	10	--	--	--	--	--	--	--
9.	Lepthori	10	--	--	--	--	--	--	--
10.	Metikhru	10	--	--	1	--	--	1	3
TOTAL:-		99	10	13	13	1	1	1	31

6.13 Table No.XXI indicates that out of the 99 respondents selected, 31 of them have reported that their relatives were benefited through V.D.B. The. distribution of 31 beneficiaries according to purpose of Financial Assistance is for other purposes-10, Irrigational channel 13, Land Development-5 and one each for Piggery, Buffalo and Fishery Pond.

E. People's reaction on the benefits received from the Government through V.D.B.S

6.14 There is every likelihood that sometime the people may raise some doubt or objection about the programmes and procedure as to how the benefits are given and beneficiaries selected by the V.D.B. as such. The people's reaction on the benefits received from the Government through V.D.B. has been collected and the details are presented in the following table: -

**TABLE - XXII**  
**PEOPLES REACTION ON THE BENEFITS RECEIVED BY THE V.D.B. FROM**  
**THE GOVERNMENT.**

SI. No	Name of the village	Total No. of respondents	No reporting who are aware about the Govt. Asstt. To V.D.B.	No reporting who raises doubt on the proper use of VDB fund	No of reporting about the procedure of selection of beneficiaries			
					Poor persons are selected	Influential persons are selected	Equal benefited both poor and influential	Cannot say
1	2	3	4	5	6	7	8	9
1.	Ketsapomi	10	10	1	10	--	--	--
2.	Lozaphuhe	10	5	Nil	10	--	--	--
3.	Losami	10	10	Nil	10	--	--	--
4.	Sowherni	10	10	1	10	--	--	--
5.	Old Phek	10	10	1	10	--	--	--
6.	Kukhegow	10	8	1	4	--	5	1
7.	Akhegow	9	9	2	4	--	5	--
8.	Meluri	10	9	4	5	2	1	2
9.	Lepthori	10	5	5	3	4	3	--
10.	Metikhru	10	9	2	4	--	2	4
TOTAL:-		99	85	17	70	6	16	7

[ Source :- Field Investigation ]

6.15 It will be observed from Table No. XXII that out of 99 respondents 85 of them were aware about the Government assistance which is coming to V.D.B. Thus, the respondents who are ignorant about benefit coming to V.D.B. is very negligible. With a view to assessing people's views on the utilisation of V.D.B. fund the respondents were asked to report if they had any doubt on its proper utilisation by the V.D.B. functionaries. Out of 99 respondent only 17 of them have raised doubts on the use of government fund. This doubt is raised mainly in the village of Meluri and Lepthori where 50% respondents were having doubt about proper utilisation of V.D.B. funds. In regard to the selection of beneficiaries the respondents were also asked to give their opinions as to how beneficiaries were selected. It was observed that 70 of the respondents have reported that the poorer persons in the village are selected for getting the benefits through V. D. B. Six respondents have reported that the influential persons in the village are availing the opportunity for getting the help from the V.D.B. There were 16 respondents who were saying that the villagers were equally benefited and other 7 respondents were found to be indifferent. Even though only a small proportion of respondents, give an adverse remark on selection of beneficiaries by V.DB. and utilisation of funds, it would be unwise if these views are totally

ignored. Rather it would be more appropriate if the implementing agency take these views seriously and make conscientious efforts to create more confidence among the villagers so that genuine appreciation for the accomplishments of various programmes under Rural Development is made by them and the V.D.B.s work to the satisfaction of all which will serve as a more powerful stimulus for further advancement of V.D.B. working.

6.16. The selection of beneficiaries under various schemes is considered as one of the major activities of the agency. With regard to this the V.D.B.'s should select beneficiaries in an open meeting as this will satisfy the villagers about the impartiality in selection. In fact it is always desirable that justice is not only done but it is shown to have been done and this can be achieved by adopting the following procedure.

- 1 The V.D.B. should select the beneficiaries in an open meeting as is the laid down procedure and not by the V.D.B. member alone without the knowledge of the members. The V.D.B. members should take all precautions, so that the influential candidates only do not get the benefits

While selecting the real beneficiaries.

- 2 The V.D.B. should take proper care and ensure that fictitious names are not included while preparing the list of beneficiaries.

3. The V.D.B. should give preference to real target group population by giving the benefit to the real poor who live in their own Village. The selection should be unbiased and it should not be motivated with doing favour to any individual.

#### F. RESPONDENTS ATTITUDE TOWARDS V.D.B.

6.17 An assessment has been made to measure the degree of satisfaction felt by the respondents on the schemes selected, methods followed and results realised by the V.D.B.s in executing their programmes, This analysis is as under :-



**TABLE-XX1II**  
**DISTRIBUTION OF SELECTED RESPONDENTS ON THE BASIS OF THEIR**  
**ATTITUDES TOWARDS V.D.B.**

SI. No	Name of the village	Total No. of respondents	No of reporting about the procedure of selection of beneficiaries								
			Satisfied	Not satisfied	Can not say	Satisfied	Not satisfied	Cannot say	Satisfied	Not satisfied	Can not say
1	2	3	4	5	6	7	8	9	10	11	12
1.	Ketsapomi	10	10	--	--	10	--	--	10	--	
2.	Lozaphuhe	10	9	--	1	9	--	1	9	--	1
3.	Losami	10	10	--	--	10	--	--	10	--	--
4.	Sowherni	10	8	--	2	8	--	2	8	--	2
5.	Old Phek	10	10	--	--	10	--	--	10	--	--
6.	Kukhegow	10	9	--	1	9	--	1	9	--	1
7.	Akhegow	9	9	--	--	9	--	--	9	--	--
8.	Meluri	10	5	2	3	5	2	3	5	2	3
9.	Lepthori	10	9	--	1	9	--	1	9	--	1
10.	Metikhru	10	10	--	--	10	--	--	10	--	--
TOTAL:-		99	85	2	8	89	2	8	89	2	8

[Source : Field Investigation]

6.18. It is observed from the above analysis that almost all the respondents expressed their appreciation for the workings of V.D.B.s Out of 99 respondents, 89 of them have reported that they were satisfied with the schemes as well as the methods which were followed by V.D.B. The Majority of the respondents consider that the results realised by V.D.B. were quite satisfactory. It is interesting to note that adverse reaction and indifferent attitude towards V.D.B.s functionary is quite negligible. Only 2 of the respondents have reported that they were not satisfied with the workings of V D B. while the other 8 respondents have reported that they cannot say anything about the actual performance of V.D.B. 6.18 The views of the respondents were collected for this study to determine as to how the Rural community views the V.D.B. and the Government implementing various schemes for economic betterment of the village people. The factual account in this regard has been furnished in the following table :-

**TABLE NO. XXIV**  
**DISTRIBUTION OF SELECTED RESPONDENTS ACCORDING TO THEIR**  
**VIEWS IN RESPECT OF V-DB & GOVT."FUNCTIONARIES.**

SI. No	Name of the village	Total No. of respondents	Relationship with the V.D.B Secy.			No reporting whether the govt is taking interest in development of villages Yes	No. reporting whether the VDB can fulfill the important need of the villages Yes	No reporting 1 <sup>st</sup> no such me has been forced on the villagers against their will Yes
			Good	Not Good	Cannot say			
1	2	3	4	5	6	7	8	9
1.	Ketsapomi	10	9	--	1	10	8	10
2.	Lozaphuhe	10	10	--	--	10	10	10
3.	Losami	10	9	--	1	10	9	10
4.	Sowherni	10	9	-	1	10	7	10
5.	Old Phek	10	9	-	1	10	9	10
6.	Kukhegow	10	9	-	1	10	10	10
7.	Akhegow	9	--	-	--	9	9	9
8.	Meluri	10	10	-	--	10	3	7
9.	Lepthori	10	10	-	--	10	7	9
10.	Metikhru	10	9	-	1	10	10	9
TOTAL:-		99	93	-	6	99	82	94

[Source : Field Investigation ]

6.19. The table No. XXIV reveals that almost all the V.D.B. secretaries were keeping good relationship with the villagers. Similarly, 100% of this respondents interviewed agree that the Government of Nagaland is taking adequate care for the development and welfare of the poor villagers, out of 99 respondents 82 reported that the V.D.B. could satisfy the important needs of the villagers. The views of the respondents were also taken whether any scheme has been forced on the villagers for implementation against their will and interest, but almost all the them have reacted that was not so. It is heartening to note from the above analysis that a large majority of respondents expressed, their favourable views on different aspects of V.D.B. and Government's role in economic development of the country.

G. CHANGE IN LIVING CONDITIONS OF THE VILLAGERS

6.20. An overall assessment has also been made about the change in living conditions of the rural poor on the basis of the views given by the selected respondents. This reveals the impact on economic conditions of villagers, made through V.D.S.'s role in planning. The views given by the respondents in this aspect are presented in the following table: -

TABLE NO. XXV  
INFORMATION ABOUT THE CHANGE IN LIVING CONDITIONS OF THE VILLAGERS

Sl. No.	Name of the village	Total No. of respondents	No. of selected respondents who have reported about change in living condition		
			Improved	No Channel	indifferent
1	2	3	4	5	6
1.	Ketsapomi	10	10	1	--
2.	Lozaphuhe	10	7	--	3
3.	Losami	10	9	--	1
4.	Sowherni	10	9	-	1
5.	Old Phek	10	10	-	--
6.	Kukhegow	10	7	3	--
7.	Akhegow	9	9	-	--
8.	Meluri	10	7	3	--
9.	Lepthori	10	9	-	--
10.	Metikhru	10	10	-	1
TOTAL: -		99	87	7	5

6.21. The table No. XXV shows the impact of economic effects of the programmes implemented by the V.D.B. on the individual families as well as the community as a whole. The selected respondents are broadly divided into three categories to ascertain their views in this respect. The majority of them i.e. out of 99 respondents 87, have expressed their views that living conditions of the villagers have improved since then. There were 7 (seven) respondents who have reported that there was no discernible change in the living standard of the people in the villages, and they were unable to express their views whether or not there has been any change

in the living conditions as a result of development through the V.D.Bs. 5 (five) respondents were found to be indifferent. The people as well as the V.D.Bs. should not, however, be complacent with the results achieved so far by V.D.Bs, because there is still enough scope for raising the living standards of the poor villagers in Nagaland and the V.D.Bs should continue their efforts in this direction more vigorously.

## **CHAPTER — VII**

### **TEACHERS PARTICIPATION WITH V.D.B.**

7.1 A general doubt has been persisting in the mind of most of the people that the teachers being the Secretary of V.D.B. is adversely affecting machine in the classes.

Keeping in view this as per the Evaluation Team has also ascertained the view of the people on this aspect. No doubt, the education has got the national priority and at any cost it cannot be neglected at any level. But most of the time it is found that teachers are utilised for extra work other than teaching in the school because of innumerable constraints of infrastructure availability in rural areas. In connection with V.D.B. also the teachers are engaged as the secretary of some of V.D.B.s in Nagaland.

7.2 In our sample only 2 (two) villages were found where the teachers are entrusted with the job of the Secretary of V.D.B.s in their villages. Those villages are Ketsapomi and Akhegow. In Ketsapomi village it was reported by the secretary of V.D.B. that the villagers were opposing for teachers to be the secretary of V.D.B. because it hampers their work in the school. If the teachers is secretary of a V.D.B., he has to remain absent from school because of preoccupation with V.D.B.s work It, therefore, creates misunderstanding among the teaching staff in the school. Out of 10 (ten) selected respondents in Ketsapomi village 4 of them have also reported that the school work suffers because of the absence of the teacher since he has to be away from the village for 5 to 6 days in a month in connection with V.D.B. work

7.3 It is, however, surprising to note that in Akhegow village that people do not raise any objection for making the school teacher as the secretary of V.D.B. Thus may be due to lack of knowledge, about the real duties of the teacher in education field.

7.4 In view of the difficult situation about the teachers involvement with V.D.B s an attempt has been made to evaluate the matter on the basis of merits and demerits of the issue. It may then be possible to arrive at a conclusion as to whether a teacher can be engaged as the secretary of V.D.B. or not. The analysis is made as under

#### **MERITS :**

In support of teachers being the Secretary of V.D.B.s the following arguments are forwarded

7.5. It is a fact that in the rural areas of Nagaland there is an actual dirth of educated personnel who can hold the change of secretary of V.D.B. Because anybody who crosses the level of Matriculation goes to other places for higher education. After doing graduation a person moves out in search of better job and none of the qualified local people normally remain in the village. Thus there is a practical problem to get a literate person to be entrusted with the work for V.D.B in the village. The functions of V.D.B. Secretary also entail him to write the report of each meeting held in the village. He has also to prepare the proposal of the board and to send it to the Chairman for consideration. Apart from that, he has to make all the official correspondence with other concerned department. It is, therefore, necessary that some educated person is entrusted

with the job of looking after and managing the day to day affairs of V.D.B. Teachers are, sometimes the only personnel in the village to handle these jobs and thus they have to be appointed as Secretary of V.D.B. not with standing their other pre-occupation in the school.

#### DEMERITS :

##### 1. Inadequate working day of the teacher in School.

7.6. In order to improve the educational standard of the people it is important that the teachers presence in the classes are regular through out the year. It may be mentioned here that the report of the Education Commission headed by Prof. D.S Kothari recommended the number of working/instructional days in a year to 234 days for schools. While taking account of a particular teacher who also works as the Secretary of V.D.B. it is very doubtful if he can attend the school according to the total working days as recommended by the Education Commission and adopted by the State Education Department Out of the 365 days in a year, approximately 90 days ( i.e. 1 month for summer vacation and 2 months for winter vacation ) are spent on yearly vacation. Approximately 100 days are lost on account of Sundays and other holidays. Another 30 days are spent on examination (excluding preparatory holidays ) and some 20 days are spent on celebration of school function day, annual functions and annual sports etc. Apart from all these holidays if the teacher again works for V.D.B. he has to remain another away from the school for about 60 days. Thus altogether a total of 300 days are lost on an average, for the teacher and only 65 days are left for possible instructional working days in a year. Within these hopelessly low working days it will not be possible to impart the desired minimum standard of education in the school. Specially, in view of the local conditions in rural areas, where even children absent themselves on many days due to domestic and other problems.

##### II. Future carriers of students are spoiled.

7.7. It is well recognised that today's child is the leader of tomorrow. If the teachers neglect their own duty in the school it may spoil the future carriers of many students. More over due to their negligence for educating the children, the literacy in the state as a whole will always continue to suffer and the children cannot develop properly. It is thus not at all proper that for the interest of V.D.B. work the carriers of children is sacrificed by way of allowing teachers to neglect their primary duty towards the schools.

##### III. Teachers Obligation to the School Authority.

7.8. The Secretary of V.D.B. requires to give full time to V.D.B. as he has to be sincere if he really wants to work for the community. It is a full time job and he is bound to move out of the village in connection with V.D.B. duties very frequently. As such if the teacher wants to leave the village being the Secretary of V.D.B. he will have to take the prior approval from the school authority. On the other hand the authority also cannot approve his tours since the teacher is not attending any work relating to school. So whenever a teacher goes out of the village for V.D.B. work some difficulty arises for approval of his tour as well as granting of casual leave to the teacher. It is also imperative for the teacher to take the necessary clearance from the education department if he wants to work for the V.D.B. in addition to his Government duty. As teachers.

7.9 That being so sometimes the teacher takes up the V.D.B. job without observing these formalities which is rather irregular. Considering all these important aspects on the of demerits and taking into account the magnitude of loss in the possible instructional working days of the teachers it is advisable that as far as possible the school teachers are not entrusted with the V.D.B. work. Further the teacher should not be utilised for extra departmental work so that their teaching time is not taken for other duties resulting in schools/education to suffer.

7.10 If at all there is no literate person available in the village the teachers help can be taken only on part time basis for writing the report or other proposals passed in the meeting, after school hours. But in any case the entire responsibility of the secretary have to be shouldered by a free sincere local person in the village so that he will be able to devote his full time in connection with the V.D.B. work.