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Rural Development in Uttar Pradesh through central Government Schemes

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Abstract: Rural development has always been an important issue in all discussions pertaining to economic development, especially of developing countries, throughout the world as well as in state of Uttar Pradesh. Rural development is a strategy designed to improve the economic and social life of rural poor. Rural Development is a process, which aims at improving the wellbeing and self-realization of people living outside the urbanized areas through collective process. The all-round development of the country is possible only through the development of rural India. Uttar Pradesh, with a population of 16.62 crores as per 2001 Census, is the most populous State of the country. UP covers 2,40,928sq.kms. in which rural area covers 234.37 Sq.Km. and urban covers 6.56 Sq.Km. and accounts for 7.3 percent of total area of the country which makes it the fifth largest State in the country. The main objective of Indian government since its independence is overall development of country. The Ministry of Rural Development is striving to bring about rapid and sustainable development and socio-economic transformation in rural sector with an integrated approach towards improving the quality of life of rural poor and ensuring equity and effective people's participation. Panchayati Raj Institutions have been introduced under the 73rd Amendment Act of the Constitution of India. The state government enacted the Uttar Pradesh act1947 which did away with some defects of the earlier legislation. In year 1994, following the 73rd amendment Uttar Pradesh panchayat raj act came into force. Rural Development includes measures to strengthen the democratic structure of society through the Panchayati Raj Institutions (PRIs) and to improve the rural infrastructure, improve income of rural households and delivery systems pertaining to education, health & safety mechanisms. PRIs have launched various development schemes. Some schemes are sponsored by central government such as MNREGS, IAY, PMGSY, SGSY, RGGVY, NRHM and some scheme are sponsored by Uttar Pradesh state government like Ambedkar gram sabha vikas yojna, mahamaya garib balika aashirvad yojna, lohia aawas yojna, Uttar Pradesh Mukhya mantra Mahamaya Garib Arthik Madad Yojana etc. through these schemes Government of India seems to accomplish its dream of rural India's development. A huge amount of funds is spent on the rural development by the government but this is not properly utilized. A huge difference is seen between the funds sanctioned by the government and funds utilized by the Panchayats. It is a need to keep a strict watch over the utilization of funds by Gram Panchayats.

Keywords: Rural Development, Central Government Schemes, Uttar Pradesh

Introduction

Rural development has always been an important issue in all discussions pertaining to economic development, especially of developing countries, throughout the world as well as in state of Uttar Pradesh.

The Ministry of Rural Development is striving to bring about rapid and sustainable development and socio-economic transformation in rural India towards improving the quality of life of rural poor and ensuring equity and effective people's participation. The thrust of rural development programmes has been to make an attack on poverty through special employment generation programmes, productive asset transfer through institutional credit and subsidy programmes and programmes of rural housing, drinking water and sanitation. All the plans and blue-prints of development were built upon elimination of poverty, ignorance, diseases and inequality of opportunities and providing a better and higher quality of life were the basic premises.

According to Ministry of Rural Development (Govt. of India) "Rural Development implies both for the economic betterment of people as well as greater social transformation. In order to provide the rural people with better prospects for economic development, increased participation of people in the rural development programmes, decentralization of planning, better enforcement of land reforms and greater access to credit are envisaged."

Because of the needs and aspirations of the local people, Panchayati Raj Institutions have been involved in the programme implementation and these institutions constitute the core of decentralized development of planning and its implementations.

Uttar Pradesh, with a population of 16.62 crore as per 2001 Census, is the most populous State of the country. UP covers 2,40,928sq.kms. In which rural area covers 234.37 Sq.Km. and urban covers 6.56 Sq.Km. and accounts for 7.3 percent of total area of the country which makes it the fifth largest State in the country. The main objective of Indian

government since independence is overall development of country. The Ministry of Rural Development is striving to bring about rapid and sustainable development and socio-economic transformation in rural sector with an integrated approach towards improving the quality of life of rural poor and ensuring equity and effective people's participation. Panchayati Raj Institutions have been introduced under the 73rd Amendment Act of the Constitution of India. The state government enacted the Uttar Pradesh act 1947 which did away with some defects of the earlier legislation. In year 1994, following the 73rd amendment Uttar Pradesh panchayat raj act came into force. Rural Development includes measures to strengthen the democratic structure of society through the Panchayati Raj Institutions (PRIs) and to improve the rural infrastructure, improve income of rural households and delivery systems pertaining to education, health & safety mechanisms. PRIs have launched various development schemes. Some schemes are sponsored by central government such as MNREGS, IAY, PMGSY, SGSY, RGGVY, NRHM and some scheme are sponsored by Uttar Pradesh state government like Ambedkar gram sabha vikas yojna, mahamaya garib balika aashirvad yojna, lohia awas yojna, Uttar Pradesh Mukhyamantri Mahamaya Garib Arthik Madad Yojana etc. through these schemes Government of India seems to accomplish its dream of rural India's development. A huge amount of funds is spent on the rural development by the government but this is not properly utilized. A huge difference is seeing between the funds sanctioned by the government and funds utilized by the Panchayats. It is a need to keep a strict watch over the utilization of funds by Gram Panchayats.

Objective of the Study

To analyse the financial and physical performances of the centrally and state's sponsored schemes of Uttar Pradesh.

Centrally Sponsored Schemes in Uttar Pradesh

Some schemes are fully or partially sponsored by central government that is called centrally sponsored schemes in which the major schemes are as given below-

1-Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)

Financial Performance of MGNREGS in U.P.

(Rs. in lakh)

Year	Total Fund	Total Expenditure	% of Utilization
2006-07	102871	77968	75.79
2007-08	222726	189825	85.23
2008-09	459332	356887	77.70
2009-10	713268	590003	82.72
2010-11	722148	563120	77.98
CAGR	65.89	66.33	

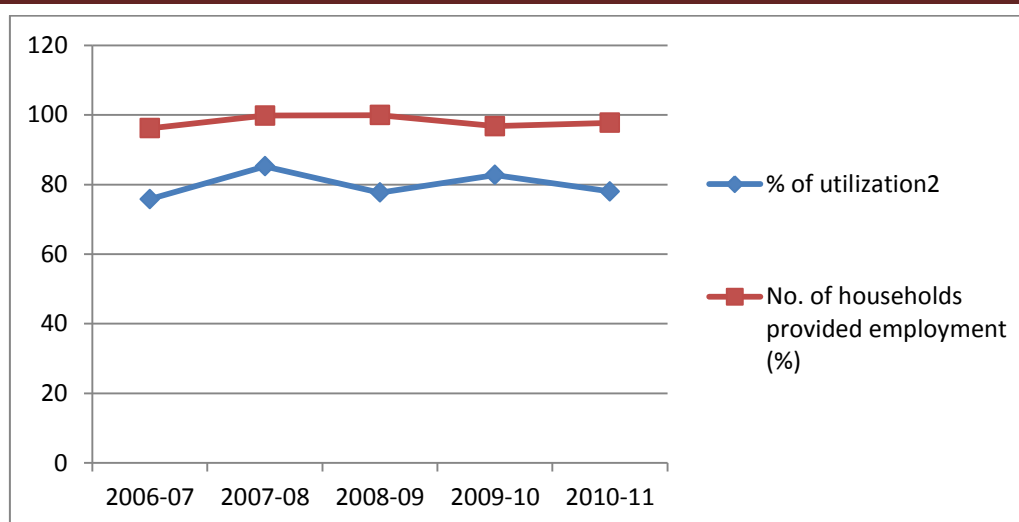
National Rural Employment Guarantee Act was enacted on 5th September, 2005 and came into force 2nd February, 2006. On 31st December, 2009, the Act was renamed by an Amendment as the Mahatma Gandhi National Rural Employment Guarantee Act, 2005 but it is now commonly referred to as Mahatma Gandhi NREGA. The scheme provided supplementary livelihood in rural areas through unskilled manual work a legal right, any rural household seeking unskilled manual work could register its family in the Gram Panchayat and obtain a job card. The registered rural household could apply for work for at least 100 days in the Gram Panchayat. Under this scheme certain categories of work to be taken up for providing employment to the job seeking rural households. These categories are generic in nature such as water conservation, drought proofing, irrigation, land development, rejuvenation of traditional water bodies, flood control and drainage work, rural connectivity and work on the land of SC/ST/BPL/IAY beneficiaries/land reform beneficiaries/ individual small and marginal farmers.

Objective

The primary objective of the Act is to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household. Other objectives are: generating productive assets, protecting the environment, empowering rural women, reducing rural urban migration and fostering social equity, among others.

Financial Performance of MGNREGS in U.P.

The fund which provided for the implementation of MNREGS in the state have been consistently increasing from 2006-07 to 2010-11 so additional districts comes under the scheme. The scheme expend fund on wages, material, administration etc. a major share of funds was utilized for payment of wages. The % of utilization was 75.79% in 2006-07 and increased to 78% in 2010-11. The funds are available for the scheme increasing consistently but these funds are not utilized fully. The CAGR of the total fund is 65.89 and 66.33 of total expenditure. The CAGR of total fund and total expenditure is almost similar means both total fund and total expenditure increases almost same over the period.



Note- upto march 2011

Source- MORD, GOI, <http://nrega.nic.in>

Physical Performance of MGNREGS in U.P.

No of households employment demanded increase from 2006-07 to 2010-11 as 26.76 lakh to 65.82 lakh respectively. In 2006-07, 26.76 lakh households demanded employment among them 96.15 % households provide employment. In this phase it was reported that a total of 822.91 lakh person days employment generated. In 2010-11 65.82 lakh household demanded employment under MNREGS and 97.71% households provided employment but only 9.34 % households were provided employment more than 100 days and total of 3348.97 lakh person days employment were generated. The share of women improves from 2006-07 to 2010-11.

Physical Performance of MGNREGS in U.P.

Year	No. of Households Who Demanded Employment (lakh)	No. of Households Provided Employment (%)
2006-07	26.76	96.15
2007-08	41.04	99.81
2008-09	43.38	99.95
2009-10	56.68	96.75
2010-11	65.82	97.71

Note-upto march 2011, Source- MORD, GOI, <http://nrega.nic.in>

If we will see the overall physical and financial performance of MGNREGS, we will find that during 2006-07 financial achievement was 75.79% and physical achievement was 96.15% so achievement of physical target was more than the financial achievement even though from 2006-07 to 2010-11 physical achievement of MGNREGS more than the financial achievement.

2-National Rural Drinking Water Programme (NRDWP)

NRDWP is a Centrally Sponsored scheme to provide financial and technical assistance to State Governments for providing safe drinking to State Governments for providing safe drinking water to rural habitations.

Objectives

provision of safe and adequate drinking water supply of all uncovered, partially covered and quality affected habitations in the rural areas of the country, schools

and anganwadis have access to safe inking water, manage, operate and maintain local water sources and water supply; to provide support and environment for PRIs and local communities for this purpose, household level drinking water security, sustainability of drinking water sources , water budgeting and preparation of village water security plans, convergence with Total Sanitation campaign, NRHM, ICDS, SSA, BGRF, MNREGS Watershed campaign.

Financial Performance of NRDWP in U.P.

The total fund for NRDWP stepped up from 94108.75 crores in 2006-07 to 164400.00 in 2009-10. The total expenditure for NRDWP against total fund released during the year 2006-07 only 71.70% utilization. In the next year it was 82.77% but it was 100 % during 2009-10. The CAGR of total fund is 18.83 and 31.91 of total expenditure. This shows that total expenditure increases more than the total fund over the period.

Financial Performance of NRDWP in U.P.

(Rs. in lakh)

Year	Total Fund	Total Expenditure	Percentage of Utilization
2006-07	94108.75	67471.37	71.70
2007-08	115164.10	95320.08	82.77
2008-09	121275.87	105139.24	86.69
2009-10	164400.00	164400.00	100.00
CAGR	18.83	31.91	

Source- Directorate of UP Jal Nigam, Government of Uttar Pradesh

Physical Performance of NRDWP in U.P.-

The total target habitation under normal NRDWP was only 60% during the year it increases 100% during the 2009-10. The target for quality affected habitation during the year 2006-07 fully achieved but during the year 2009-10 achievement only 30%. During the year 2009-10 against the target of one lakh new hand pumps 78298 (78%) new hand

pumps installed, it was 95.88% during the year 2007-08 and 105.61% in 2008-09. The target of re-Bore hand pumps has been increase from 25300 in 2006-07 to 90000 in 2009-10. an urgent need to enhance the central assistance for water supply. People awareness and participation should ensure about the conservation and ill effects of drinking water.

Physical Performance of NRDWP in U.P.

(Nos)

Year	Habitation Benefited (normal)		Habitation Benefited (quality affected)		Hand Pumps		Re-Bore Hand Pumps	
	target	achievement	target	achievement	target	achievement	target	achievement
2006-07	247.5	150	922	922	178205	168205	25300	28049
2007-08	500.0	216	1200	1364	171440	164243	60145	75383
2008-09	555.0	213	1600	1155	150000	1584	90000	90023
2009-10	689	689	2000	600	100000	78298	90000	88149

Source- Annual plan (2010-11), state planning commission, Government of Uttar Pradesh

3-Indira Awaas Yojana (IAY)

It is one of the important programs of the Rural Development Ministry to construct houses for BPL population in the villages. The aim of this scheme is to provide Grants for construction/upgradation of dwelling units of members of Scheduled Castes/Scheduled Tribes, freed bonded labours, minorities in the below poverty line category and other below poverty line non-SC/ST rural households by providing them a lump sum financial assistance. This scheme provided financial assistance worth Rs.70000/- in plain areas and Rs.75000/- in difficult areas (high land area) for construction of houses. The houses are allotted in the name of jointly between husband and wife or in the woman. The construction should be carried out by the beneficiary himself/herself. No contractor should be involved in the construction of houses under IAY and also not be constructed by any Government department/agency. In the case of very old beneficiaries above sixty years of age and persons with disabilities who may not be able to stand the strain of supervisory construction and who request for such support in writing, construction may be entrusted to reputed agencies. Smokeless chullah and sanitary latrine are required

to be constructed along with each IAY house for which additional financial assistance is provided from Total Sanitation Campaign and Rajiv Gandhi Grameen Vidyutikaran Yojana respectively.

Following categories may be covered on priority to achieve saturation:-

- (i) Women including widows, those divorced or deserted, women victims of atrocities and those whose husbands are missing for at least three years, and, women headed families.
- (ii) Mentally challenged persons
- (iii) Physically challenged persons
- (iv) Transgender persons
- (v) Members of defence/paramilitary/police forces killed in action (even if not BPL)

Objectives

Primary objective of the Indira Awaas Yojana is to help construction/up-gradation of dwelling units of members of Scheduled Castes/Scheduled Tribes, freed bonded labourers and other below the poverty line non-SC/ST rural households by providing them a lump sum financial assistance.

Financial Performance of IAY in U.P.

Total available fund increased from 29151.62 lakh in 2002-03 to 146146.01 lakh in 2010-11. The cost is share between the central and state government in 75:25 ratio during each of the financial year. Utilization of funds was satisfactory. The range is

varying from 95% to 107% in the % of utilization. The problem is delay in the release of funds and its utilization in the next year. CAGR of total fund is 43.47 and 38.95 of total expenditure means that total fund increased more than the total expenditure over the period of time.

Financial Performance of IAY in U.P.

(Rs. in lakh)

year	Total Fund	Total Expenditure	% of Utilization
2002-03	29151.62	3124.20	107.11
2003-04	32913.45	34628.00	105.15
2004-05	42012.29	40536.96	96.49
2005-06	47211.68	44862.77	95.02
2006-07	44811.88	42750.32	95.40
2007-08	63240.65	69348.90	109.66
2008-09	114233.87	110302.89	96.56
2009-10	144895.97	156460.21	107.98
2010-11	146146.01	146269.92	100.08
2011-12	2466205	140441.03	5.41
CAGR	43.47	38.95	

Note- Upto march 2011

Source- annual reports of rural development, GOI, <http://rural.nic.in>, <http://iay.nic.in>

Physical Performance of IAY in U.P.

The annual target of house under the IAY increased from 1.77 lakh during the year 2002-03 to 3.5 lakh during the year 2010-11. The achievement of house

completed in the state has been quite satisfactory. % of achievement varied from 92% to 107%. but under the scheme large no. of districts could not achieve the additionally allotted target of beneficiaries in the state.

Physical Performance of IAY in U.P.

(Rs. in lakh)

year	Total Target House	House Complete	% of Achievement
2002-03	1.77	1.77	100.00
2003-04	2.00	1.91	95.50
2004-05	2.11	1.99	94.31
2005-06	1.73	1.86	107.51
2006-07	1.83	1.65	10.16
2007-08	2.56	2.62	102.34
2008-09	2.82	2.75	97.51
2009-10	4.83	4.73	97.93
2010-11	3.35	3.00	89.55
2011-12	3.32804	208993	62.80

Note- Upto march 2011

Source- Annual Reports of Rural Development, GOI, <http://rural.nic.in>

The overall financial and physical performance shows that the financial performance is better than the physical performance because if we will see the percentage of financial achievement never go down from 95% but the physical performance it goes down from 95% like 89.55% and much low during the year 2006-07 as 10.16%.

4-Pradhan Mantri Gram Sadak Yojna (PMGSY)

The Pradhan Mantri Gram Sadak Yojana was launched in December 2000 as a 100% centrally sponsored scheme with the objective of connecting every village by all-weather road by the year 2007. Rs. 2500.00 crore was earmarked for the rural roads programme during 2000-01. For this programme 50% of the cess on high speed diesel (HSD) is earmarked.

Objective

The main objective of PMGSY is to provide connectivity to the unconnected habitations in the rural area by way of all-weather road (with necessary culverts and cross drainage structure). All habitations with a population of 1000 persons and above were to be covered in the first three years (2000-03) and all unconnected habitations with a population of 500 persons and above were targeted to be connected by the end of the Tenth plan period (2007).

The programme also permits upgradation of existing roads accordingly prescribed standards in those districts where all the habitations of the designated population size had been provided all-weather road connectivity. However it must be noted that upgradation is not central to the programme and can not exceed 20% of the state's allocation as long as eligible habitations in the state still exist.

Financial Performance of PMGSY in U.P.

The total fund for PMGSY 878441crore including the World Bank assisted and the total expenditure 891481crore so the utilization of fund overall 101.90%.The negative value of CAGR for total

fund shows that total fund did not increase over the as much as should be. The CAGR for total expenditure is not in negative value but the value is too low means that total expenditure also not much increased.

Financial Performance of PMGSY in U.P.

(Rs. in lakh)

Year	Total Fund	Total Expenditure	% of Utilization
Phase 1	31500	31500	100.00
Phase 2	59476	48713	81.90
Phase 3	65077	61961	95.29
Phase 3 W.B.	31027	29348	94.59
Phase 4	80388	88799	110.46
Phase 5	201031	175369	87.10
Phase 5 W.B.	27630	20950	75.82
Phase 6	20103131	185577	92.31
Phase 6 W.B.	7357	12812	174.15
Phase 7	168589	236385	140.21
Phase 8	1471	67	4.55
TOTAL	878441	891481	101.26
CAGR	-5.1471988	0.7828376	

Source- U.P. rural road development authority, Lucknow, Uttar Pradesh.

Physical Performance of PMGSY in U.P.

Total length connectivity was 18837.17 kms against the target of 20108.67 kms the overall achievement was 93.68% through year to year performance fluctuated. Additional implementing

agency have been involved in the PMSY and outsourcing of second tier machine in proposed to ensure quality from primary level, but there is no availability of adequate no. of eligible contractor in the state as per PMSY norms.

Physical Performance of PMGSY in U.P.

Year	Target		Achievement		% of Utilization	
	No. of roads	Road length(in km)	No. of roads	Road length(in km)	No. of roads	Road length(in km)
Phase 1	3180	5304.42	3180	5304.42	100.00	100.00
Phase 2	1262	2384	1262	2384.77	100.00	100.00
Phase 3	1437	2767.81	1366	2585.62	95.06	93.42
Phase 3 W.B.	514	1270.00	461	1115.93	89.69	87.87
Phase 4	2114	3834.42	1884	3412.45	89.12	89.00
Phase 5	1718	3039.09	1491	3031.28	86.79	99.74
Phase 5 W.B.	438	893.76	305	635.85	69.63	71.14
Phase 6	81	167.73	65	130.77	80.25	77.96
Phase 6 W.B.	0	0.00	0	0.00	0	0.00
Phase 7	170	332.19	128	236.08	75.29	71.01
Phase 8	24	114.46	0	0	0.00	0.00
Total	10938	20108.67	10142	18837.17	92.72	93.68

Source- U.P. rural road development authority, Lucknow, Uttar Pradesh.

In the first phase of PMGSY both financial and physical performance was same 100%.in the second phase financial achievements was 81.90% and physical was again 100%. But if we will see the financial performance from phase 1 to phase 8 that is better than the physical performance so PMGSY was better in financial achievement than the physical achievements.

5-Sampoorna Grameen Rozgar Yojna (SGRY)

SGRY was launched in 2001 and a merger of two employment schemes, Jawahar Gram Samridhi Yojana (JGSY) and Employment Assurance Scheme (EAS). Sampoorna Grameen Rozgar Yojana (SGRY) breaks the cycle of unemployment and food insecurity by providing wage employment during the lean agricultural season, and by creating rural infrastructure. The scheme aims at bringing the assisted poor families (swarozgaries) above poverty line by providing them income generating

– assets through a mix of bank credit and government subsidy, it is achieved through organizing rural poor into Self - Help Groups (SHGs) at the grassroots level through the process of social mobilization. The process of social mobilization is followed by capacity building and training of rural poor. The scheme implemented in the States by the District Rural Development Agencies (DRDAs) and funds are transferred by Ministry of Rural Development directly to the DRDAs with active involvement of Panchayati Raj Institutions (PRIs). Funds are allocated by the Planning Commission and further to the districts on the basis of their Below Poverty Line (BPL) population. The scheme is trying to achieve social mobilization through formation of member owned, member controlled and member managed institutions of the poor in the form of Self Help Groups (SHGs). The scheme provided food security and wage employment, by undertaking labour intensive work in rural areas and contributes to the creation of durable community assets. Wages were paid as a combination of food grains and cash. The centre and states allocate funds for SGRY in the ratio 75:25. There is earmarking of 50% for SC/STs, 40% for women, 3% for disabled and 15% for minorities under the scheme SGSY.

Objective

The objective of Self- help group is to bring the assisted poor families above the poverty line by ensuring appreciable increase in income over a period of time and achieved by inter alia organizing the rural poor in to Self- help group through a process of social mobilization, their training and capacity building and provision of income generating assets through a mix of bank credit and government subsidy.

Financial Performance of SGSY

Total fund for SGSY increased from 22203.75 lakh in 2002-03 to 70644.49lakh in 2010-11 consistently also the expenditure in the same manner. Maximum fund was 70644.49lakh during the year 2010-11 and expenditure also same year 50996.23 lakh but the highest percentage of utilization was in the year 2005-06. Percentage of utilization varied from the lowest 66.39% to highest 94.05%. The lowest percentage of utilization was during the year 2002-03 and the highest was in the 2005-06. The CAGR of total fund is 16.63 and 15.74 of total expenditure. Both values is similar means improve is also similar for total expenditure and total fund.

Financial performance of SGSY

(Rs. in lakh)

Year	Total Fund	Total Expenditure	% of Utilization
2002-03	22203.75	14741.56	66.39
2003-04	25465.92	19564.6	76.83
2004-05	31524.03	27733.63	87.98
2005-06	29225.47	27486.93	94.05
2006-07	30817.14	26155.00	84.87
2007-08	43125.57	36642.48	84.97
2008-09	56657.41	40278.25	71.09
2009-10	70120.33	49324.3	70.34
2010-11	70644.49	50996.23	72.19
CAGR	16.63	15.74	

Source- Department of rural development, GOI

Physical Performance of SGSY in U.P.

The number of SHGs and swarozgaries assisted increased from 65342 and 33129 in 2002-03 to 306398 and 88080 in 2010-11. Highest number of swarozgaries assigned 99047 in 2008-09 and SHGs 306398 in 2010-11.

Physical Performance of SGSY in U.P.

Year	Total No. of Member of SHGs Assigned for Economic	Total No. of Swarozgar Assigned for Economic
2002-03	65342	33127
2003-04	121882	18740
2004-05	190984	56140
2005-06	225225	35855
2006-07	211273	46304
2007-08	227670	64435
2008-09	224988	99047
2009-10	263691	36399
2010-11	306398	88080

Source- Department of rural development, GOI

Conclusion

State government of Uttar Pradesh as well as central government implemented large no. of anti poverty programme under its planned development efforts for rural development in Uttar Pradesh. We find that in some schemes financial performance is better and in some physical achievement better. We can't say that financial or physical performance better of these schemes. These programmes achieved their target in some way but these programmes have not succeeded in achieving the desire goals because of many systematic and operational problems. On the basis of CAGR we can say that MGNREGS is the most important programme for the rural development because it has the highest value of CAGR.

These programmes suffer many limitations, such as lack of people participation, faulty design, high target orientation and excessive bureaucratic control coupled with the lack of effective accountability. Uttar Pradesh does not release their

share of matching contribution or percentage share to the panchayats. Overload of administrative on departments leads to inefficiency in processing request for funding and delayed and lumpy releases and also lack of transparency in releases. It is evident that from the data given that a huge amount of funds is spent on the rural development by the government but this is not properly utilized. A huge difference find between the amount sanctioned and the utilization of the amount by the panchayats. Right to information and social audit by gram panchayat can help in changing power relatives and the dynamics of decision making equation in many areas. Participation of rural people should increase in the rural development programmes for better prospects and economic development. Involvement of NGOs or can be done to ensure better outputs. The development programmes shall be carried out in planned manner. It should further be estimated as to how much target is possible in one year so the achievement could be possible 100 percent.

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