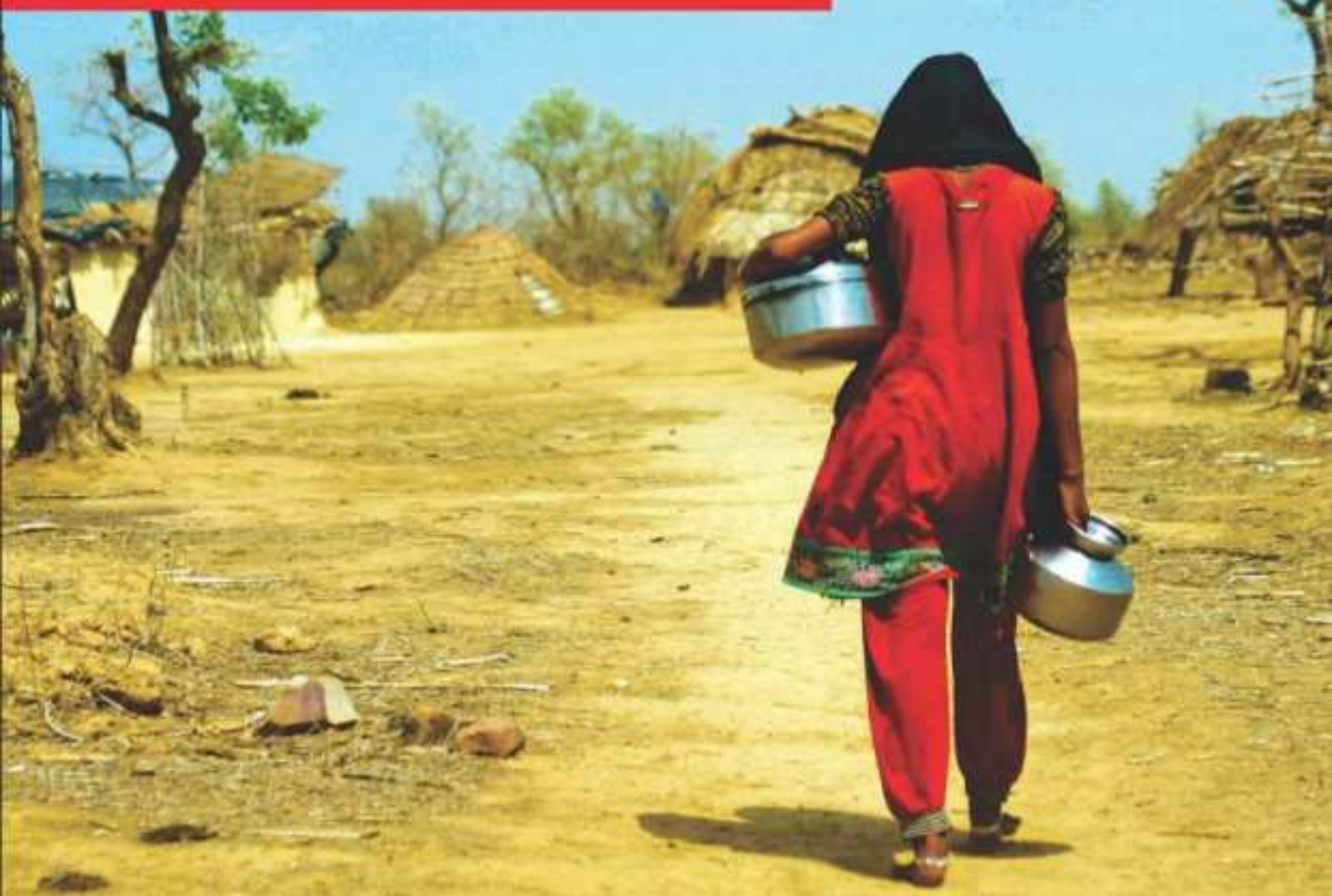




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# **CHRONIC DROUGHT IN BUNDELKHAND**

A REPORT ON HOW  
COMMUNITIES ARE COPING



# Some Highlights of Media Coverage

## सूखे की हकीकत जानने की पहल

जय प्रकाश नरु

आज तक हमें सूखे की हकीकत जानने की पहल नहीं मिली है। सूखे की हकीकत जानने की पहल के लिए हमें सूखे की हकीकत जानने की पहल मिलनी चाहिए। सूखे की हकीकत जानने की पहल के लिए हमें सूखे की हकीकत जानने की पहल मिलनी चाहिए। सूखे की हकीकत जानने की पहल के लिए हमें सूखे की हकीकत जानने की पहल मिलनी चाहिए।

## दैवीय आपदा से प्रभावित रहा जनपद

विश्वकर्मा नरु

दैवीय आपदा से प्रभावित रहा जनपद। जनपद के लोगों को सूखे की हकीकत जानने की पहल मिलनी चाहिए। सूखे की हकीकत जानने की पहल के लिए हमें सूखे की हकीकत जानने की पहल मिलनी चाहिए। सूखे की हकीकत जानने की पहल के लिए हमें सूखे की हकीकत जानने की पहल मिलनी चाहिए।

## दस विकास खण्डों के 538 गांवों में हुआ सर्वेक्षण

असफोदप संस्थान की एक दिवसीय समन्वय बैठक

सर्वेक्षण के लिए एक दिवसीय बैठक का आयोजन किया गया। बैठक में विकास खण्डों के 538 गांवों में सर्वेक्षण का कार्यक्रम चर्चा किया गया। बैठक में विकास खण्डों के 538 गांवों में सर्वेक्षण का कार्यक्रम चर्चा किया गया। बैठक में विकास खण्डों के 538 गांवों में सर्वेक्षण का कार्यक्रम चर्चा किया गया।

## राष्ट्रीय स्वयंसेवक संघ द्वारा राष्ट्रीय प्रथा बुन्देलखण्ड की सबसे बड़ी समस्या

राष्ट्रीय स्वयंसेवक संघ द्वारा राष्ट्रीय प्रथा बुन्देलखण्ड की सबसे बड़ी समस्या का सर्वेक्षण किया गया। सर्वेक्षण के लिए एक दिवसीय बैठक का आयोजन किया गया। बैठक में विकास खण्डों के 538 गांवों में सर्वेक्षण का कार्यक्रम चर्चा किया गया।

## ग्रामीणों ने प्रदर्शन कर मांगा हक

ग्रामीणों ने प्रदर्शन कर मांगा हक। ग्रामीणों ने प्रदर्शन कर मांगा हक। ग्रामीणों ने प्रदर्शन कर मांगा हक। ग्रामीणों ने प्रदर्शन कर मांगा हक। ग्रामीणों ने प्रदर्शन कर मांगा हक।

## स्वतंत्र भारत

स्वतंत्र भारत का विकास। स्वतंत्र भारत का विकास। स्वतंत्र भारत का विकास। स्वतंत्र भारत का विकास। स्वतंत्र भारत का विकास।

## आगरा ज्वालामुखी नाराज ग्रामीणों ने किया प्रदर्शन

आगरा ज्वालामुखी नाराज ग्रामीणों ने किया प्रदर्शन। आगरा ज्वालामुखी नाराज ग्रामीणों ने किया प्रदर्शन। आगरा ज्वालामुखी नाराज ग्रामीणों ने किया प्रदर्शन। आगरा ज्वालामुखी नाराज ग्रामीणों ने किया प्रदर्शन।

Chronic Drought in

*Bundelkhand*

A report on how communities are coping



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# Chronic Drought in Bundelkhand

A report on how communities are coping

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## Preface

Over the past ten years, Bundelkhand region has been experiencing regular episodes of severe drought, obstructing the growth and development of the region to a great extent. In a region where 75% of the population is dependent on agriculture and 96% of the income comes solely from agriculture and livestock, drought has left the economy in a crippled state.

In order to provide relief to the population, the government introduced various schemes with the aim to deliver aid, help recovery and build resilience in the region. However, there have been many lapses in the implementation of these schemes due to which the entitlements and rights of the local people have been undermined.

ActionAid India's Uttar Pradesh & Uttarakhand Regional Office with the support of UNICEF worked with the drought affected communities in six districts of Bundelkhand namely Chitrakoot, Banda, Mahoba, Hamirpur, Jalaun and Lalitpur; to check the bottlenecks in the Drought Relief Measures undertaken by Government. We organized interface cum consultations, public meetings, public hearings and mobilization around entitlements, raising the issue of the structural and functional reasons behind the gaps in access of entitlements and rights by the community. At the same time, we collected data and information from the community regarding their issues and captured stories with potential solutions for those problems. The assessment was carried out on the basis of various participatory approaches such as focused group discussion, community meetings, conversations with available stakeholders in villages and social mapping exercises. The lists of various issues faced by communities were made with the help of both individuals and the community, and the lists were signed by both individuals and representatives of the community to minimize possibilities of errors in the process of the preparation of lists. Issues like functioning of public distribution system, availability and access of drinking water, condition of livestock, extent of compensation provided to farmers and implementation of Mid-Day Meal scheme, Integrated Child Development Services, Mahatma Gandhi National Rural Employment Guarantee Act, Hausla Poshan Yojana were taken into consideration in the project.

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*Chronic Drought in Bundelkhand: A report on how communities are coping* seeks to provide a detailed understanding of the vulnerable condition of the communities in the region and the issues faced by them. It highlights the attempts to resolve the gaps in implementation thereby bringing forth the impact of the project.

The report is a collaborative effort of various allied organizations and friends. We hope it provides a detailed picture of the condition and our work. We request readers to please share thoughts and suggestions to this discourse.

In solidarity

Khalid Chaudhry  
Regional Manager, ActionAid India  
(Uttar Pradesh and Uttarakhand Regional Office)

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## Executive Summary

Drought in Bundelkhand has affected 80% of the population living in 7 districts of Uttar Pradesh. Regular drought coupled with unseasonal rainfall has affected four seasons of crop in the area. This has created a direct devastating impact on people's lives as it affected water availability, agriculture, livelihoods, food production and food security.

In response to the acute drought, the Government declared the Drought Package 2015 which included a detailed support system to compensate the loss during the drought. Keeping in view of the severe drought situation the Government had declared the Drought Package 2015. Unfortunately, the support failed to reach the grass-root level leading to dissatisfaction and hopelessness among the people.

ActionAid India's Uttar Pradesh and Uttarakhand Regional Officer along with many other civil society organisations and social movements responded to the drought in 6 districts of Bundelkhand in Uttar Pradesh reaching out to the most marginalized and in solidarity with them advocated for relief and other support from the state. To complement our work on drought, we also conducted a study to capture the crises and the response to the crisis. Village surveys covering 538 villages, 50-55 villages in 10 blocks of 6 districts were part of the process. The assessment was conducted during the month of August to October of 2016.!

### **Strategies for Effective Implementation**

The project focused on strategically enhancing the condition of the communities. First of all, this required selection and capacity building of the team working in the areas. Then the aim was to increase awareness among the communities and mobilize the community into action so that they file applications, participate in public meetings and hearings and monitor the implementation of various schemes. Make them realise the importance of social audit for transparency in the schemes and micro-planning of works to be done for water conservation to combat with drought.

### **Findings: A detailed view of the Prevalent Condition**

Availability of drinking water is insufficient due to dysfunctional water sources leaving 37% of the villages still under water crisis. With only 10% of the sanctioned

food actually distributed to livestock, field reports reveal that thousands of cattle were left abandoned or died. All the families in the area would have met their food and nutritional requirements if public distribution system, mid-day meal scheme, Integrated Child Distribution Services would have been operating accurately. However, food shortage continues owing to the lapse in the functioning. Reach and regularity of these provisions was unsatisfactory. Thousands of farmers are yet to get compensation for their crops affected by the drought. Furthermore, MGNREGA, a source of alternative wages failed to support the people owing to the delayed payments of the wages. All of this directly affected the migration pattern in the area with more and more people choosing to migrate in search of better livelihood.

### **Efforts and Impact of the Project**

Numerous village level committees were formed to increase community involvement and channelize community effort. Through sustained efforts to enhance community awareness and participation in their issues, filing of applications was undertaken with the assistance of the organization's team. Over a 12,000 applicants have filed and shared more than 600 applications at block, tehsil and district level to put forth the problems faced by the people.

As a result, many households in the National Food Security Act List which were earlier deprived of ration started getting ration and more eligible households were included in the list. Repairing and chlorination of water sources was undertaken. Hausla Poshan Yojana became operational in numerous Anganwadi centres and quality of mid-day meals was improved. Furthermore, new job cards were made under MGNREGA and many workers got their pending wages.

### **Success Stories**

Through its efforts, the project was able to make a difference in the prevailing scenario which has been recorded in the form of stories. These are about payment of wages under MGNREGA, better cropping techniques, improvements in schools and Anganwadi centres, increased food security and adoption of water conservation.

### **Recommendations**

Recommendations include ideas for establishing relief as a right for communities affected by emergencies including drought and various steps that can be undertaken for sustainable development and equitable distribution of resources and their access of all community members.



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## Acknowledgements

We gratefully take the opportunity to thank UNICEF for supporting us for this project. We are also thankful to Arunoday Sansthan - Banda, Diya Welfare Society - Chitrakut, Gramonnati Sansthan - Mahoba, Parmarth Samaj Sevi Sansthan - Jalaun, Sai Jyoti Gramodyog Seva Samiti - Lalitpur, Samarth Foundation - Hamirpur and Society for Pragati Bharat - Lalitpur, who were involved in the project and this report. Alos we are grateful to the project team, government and administration and individuals for their valuable support and contribution to the project. Finally we than the communities for generously sharing their stories and issues they face. Without all these solidarities the project and this report would not have been possible.

***Chronic Drought in Bundelkhand: A report on how communities are coping*** covers the study of the Drought Relief Measures undertaken by Government of Uttar Pradesh and efforts to bridge the gap by strengthening communities in 538 villages of 10 blocks in 6 districts Banda, Chitrakoot, Hamirpur, Jalaun, Mahoba and Lalitpur of Bundelkhand region - Uttar Pradesh.

ActionAid India, Lucknow Regional Office is happy to join hands with all like-minded organizations working in Uttar Pradesh, to bring the issue of drought to the centre stage of state and national debate, policy reform and action. We look forward to all the support we can get to build wider solidarities around this issue with vulnerable populations.

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## 1. Background of the Study (Introduction)

### 1.1 Scenario of Drought at National Level

Drought 2015-16 has affected more than 330 million people in more than 2.5 lakh villages of 266 districts from 11 states. It has had a devastating impact on people's lives as it affected water availability, agriculture, livelihoods, food production and food security, natural resources and also put a huge burden on exchequer.

Sr. No.	State	Total Districts	Districts declared as Drought Affected	Blocks / Talukas declared as Drought Affected	Villages declared as Drought Affected
1	Odisha	30	27	235	29077
2	Jharkhand	24	22	238	29639
3	Madhya Pradesh	51	46	289	42829
4	Chattisgarh	27	25	117	16878
5	Maharashtra	36	28	160*	15747
6	Andhra Pradesh	13	10	359	6974
7	Telangana	10	7	231	5519
8	Karnataka	30	27	137	22759
9	Uttar Pradesh	75	50	224	72014
10	Rajasthan	33	19	120	14487
11	Gujarat	33	5	*	994*
	<b>Total</b>	<b>362</b>	<b>266</b>	<b>2,110*</b>	<b>256,917*</b>

Table 1: Area affected by Drought in Different States

Consistent rainfall deficit for two years and failure of four agriculture seasons has worsened the situation. But there is a broad consensus that more than rainfall deficit, the policies and practices in relation to surface and ground water use, cropping patterns, neglect of rain-fed areas and micro-irrigation, skewed investment priorities, dwindling efficiency of big dams, prioritizing big

solutions over local peoples knowledge and experience and the failure to ensure timely relief and mitigation measures, has collectively led to the crisis.



Figure 1: Map showing the severely hit Drought Affected Areas in India

(Source: <http://www.mapsofindia.com/maps/india/drought-prone-areas.html#tab-1>)

Central and State Governments' response to the crisis were insufficient to address the scale and extent of the emergency situation. Parched lands with not a drop of water, millions of people migrating in search of water and work, distress sales of livestock and other assets, reservoirs and water bodies becoming bone dry, tankers and railway wagons supplying water, the need for issuing prohibitory orders under Section 144 of the Criminal Procedure Code to avert conflict among people queuing up for water at water sources – together present a grim picture across the country. Rural communities across the spectrum were affected by Drought 2015-16, but emergency situations like

these have a differential impact on people, thus the landless poor, small and marginal farmers, women and children and most vulnerable population (old, single women, persons with disability etc.) were the worst affected ones.

## 1.2 Scenario of Drought at State Level - Uttar Pradesh

Uttar Pradesh has been roiled by three successive crop failures due to drought and unseasonal rains. The situation caused by extensive damage to Rabi crop consecutively due to hailstorm and unseasonal rains and drought has worsened the life of small and marginal farmers and poor people living in the affected districts. The successive crop failures had a convulsive impact on people: especially small and marginal farmers and wage labourers from

worsening hunger to mass exodus of entire villages in the drought affected districts.

Due to the situation of drought 2015-16, widespread intense crisis of food, nutrition, drinking water, health ailments, and fodder for animals was visible in villages; small and marginal farmers were unable to pay off their mounting crop debts, due to recurring crop failure. The crisis of feeding the destitute, especially old persons, women and children had been critical and they were suffering the most in that situation. The state government had declared 50 districts as drought-hit in Uttar Pradesh on 19<sup>th</sup> November, 2015. The affected districts, spread evenly across the state, either received less than 60 percent rain from June to September 2015 or more than 33 percent crops have been destroyed.



Figure 2: Drought affected 50 districts of Uttar Pradesh declared by Govt. of Uttar Pradesh. The boundaries of the Project districts are encircled in black

### 1.3 Scenario of Drought in Bundelkhand

Bundelkhand was amongst the worst drought affected region within Uttar Pradesh. Even though water scarcity has been prevalent in the region and it was not a new phenomenon, the cumulative impact of poor mitigation measures and total ignorance to the plight of the people had rendered the

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region parching with one of the worst droughts it had ever seen. Bundelkhand, a region home to 7 districts of Uttar Pradesh had a population density of less than one-third of the UP state average. 79% of its people live in the rural areas of which one-third households are officially Below Poverty Line (BPL) entitling them to state's welfare schemes. Over 75% of Bundelkhand's population continues to depend on agriculture, while 96% of the total income is raised from agriculture and livestock together. 30% of this population has a land holding between 1-2 acres. The region has been facing recurrent droughts coupled with unseasonal rainfalls due to which four seasons of crops have been badly affected - Kharif and Rabi of 2014-15 and Kharif and Rabi of 2015-16. This has also resulted in a steep spurt in the average temperatures. The situation was anticipated to only get worse with the soaring temperatures.

In Bundelkhand region all the 7 districts of Uttar Pradesh had been declared drought affected by the government and 80% of the people had been affected by the crises mentioned above. These had impacted not only in scarcity of food and water for the marginalized people but also scarcity of fodder and drinking water for livestock. Further it had led to death of people in the region and loss of livestock as well.

Keeping in view of the severe drought situation the Government had declared the Drought Package 2015. It included a wide range of support promised by Government to compensate the loss. However the ground reality on the reach of this compensation was not deemed as satisfactory by people.



## 2. Government's Response to the Drought

State Government declared 50 districts as drought-hit in Uttar Pradesh. 7 districts of Bundelkhand were the worst affected by the drought. In order to provide the relief support to the affected communities, Government has announced various packages and schemes for the drought affected families and specifically for Bundelkhand region. State government took special measures to combat drought in Bundelkhand.

Main measures included NFSA, MGNREGA, Fodder camps for animals, provisioning of drinking water, crops loss compensation, repairing and installation of hand pumps, excavation of ponds, and stopping revenue dues from farmers.

### 2.1 Provision for Drought Relief - Mentioned in Government Order of Uttar Pradesh

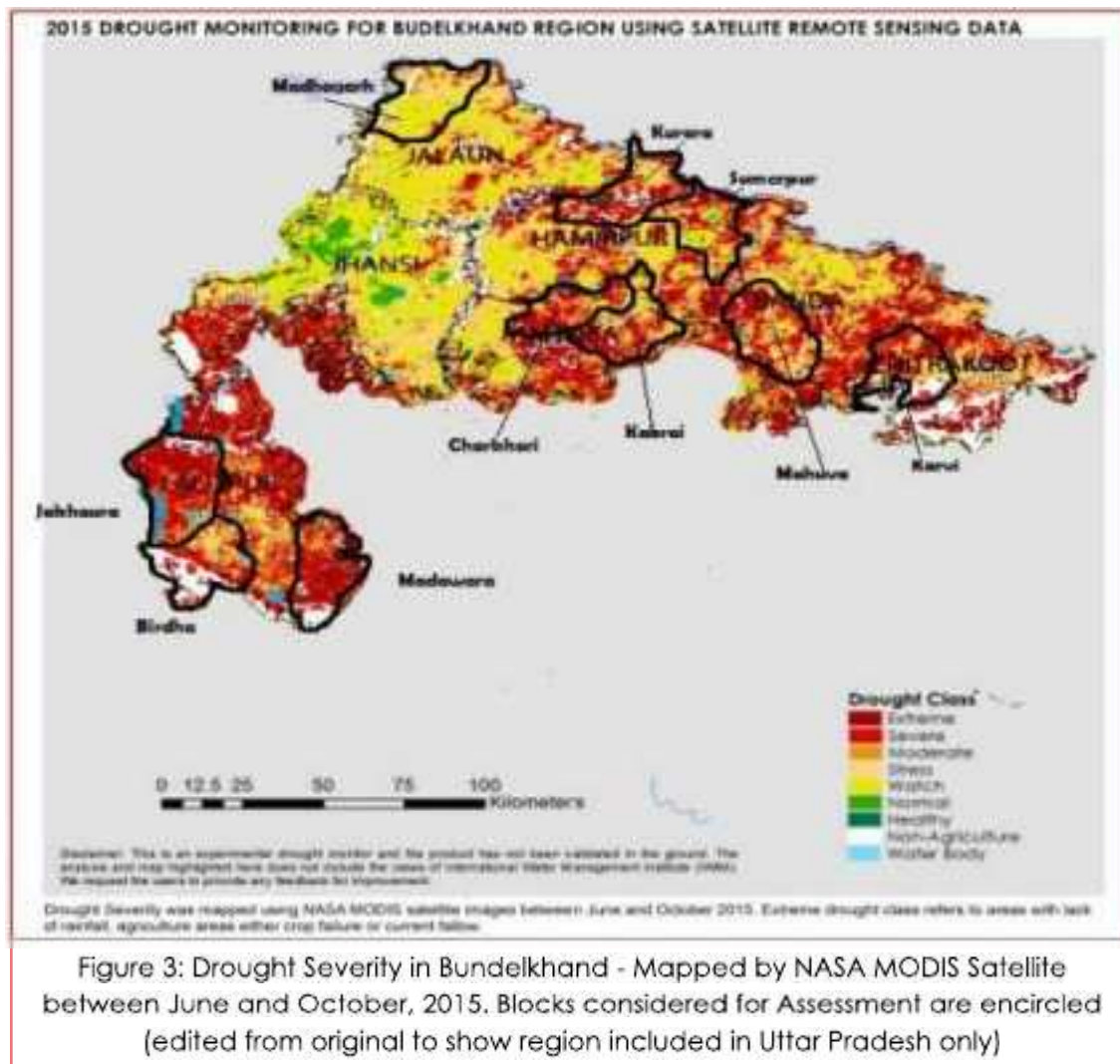
1. Recovery of revenue dues from farmers (Land Revenue and Irrigation) postponed till 31.03.2016. In addition, during this period strict action cannot be taken against farmers.
2. Fodder camp for animals should be organized. These camps should have the Arrangement of drinking water, vaccination for livestock's.
3. In rural and urban areas of drinking water from tankers should be provided
4. In case of 33 % or more of damaged agricultural crops, loss compensation should be distributed to small and marginal farmers.
5. Regular close monitoring of Drought situation need to be done to stop starvation (hunger) death and the action plan should be implemented immediately.
6. Rapid Response Team of Health Department should be constituted in these districts through which Distribution of chlorine tablets for water purification and regular disinfection of drinking water sources maintained also life-saving drugs should be made available at primary health centers, and community health centers.
7. Each Gram Panchayat should provide employment each day under MGNREGA through Gram development department

8. Repairing of hand pumps and new installation of hand pumps should be done immediately.
9. For smoothly supply of Drinking water facilities in rural and urban areas, hands pumps should be repaired immediately
10. Installation/repairing of Shallow, medium and deep tube wells should be completed in time through minor irrigation department so that availability of irrigation water for farmers can be ensured.
11. For sowing department of Agriculture should distribute Mini kit of seeds to Small and Marginal farmers.
12. Malfunction of state tube wells should be fixed immediately so that irrigation system can be maintained. Extra Transformer need to be kept so that timely backup support and maintenance of these tube wells can be done immediately.
13. In Districts affected by drought electricity connection for tube well on priority basis should be provided to farmers. That connection should be provided under RashtriyaKrishi Vikas Yojana (RKVY) after receiving Bill of Loading form (B. & L form).
14. PDS food grains should be provided to Antoyodaya and BPL families
15. All districts of Bundelkhand should have 24 hours electricity supply in rural areas.
16. Employment under MGNREGA has been increased from 100 days to 150 days.
17. Under MGNREGA excavation of large tanks and ponds should be on priority basis.
18. Implementation of National Food Security Act from 1st January 2016 in all the districts of Bundelkhand.
19. To provide fodder for animals compact fodder blocks should be built so that farmers can be provided fodder for animals immediately.
20. Goat rearing has been proved very useful in Bundelkhand region so goat rearing program should be promoted.

### 3. A Brief of the Project

Considering the worst impact of drought in Bundelkhand, the ActionAid India and UNICEF had undertaken initiative to assess the effectiveness of the implementation of Government Schemes and Programmes which government had announced and directives of Supreme Court to combat with drought. Further it was decided that, the identified gaps during the assessment will be sorted out through advocacy with block, district and state level government officials.

The assessment was undertaken during the month of August to October, 2016. 10 blocks of 6 districts were identified and in every block 50-55 villages comprising a total of 538 Villages were assessed.



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## 3.1 Objective of the Project

### 3.1.1 Primary Objective

The primary objective of the project was to eliminate gaps in the implementation of drought relief measures undertaken by the government through community mobilization.

### 3.1.2 Secondary Objectives

- Sensitizing and capacitating the community on their rights to schemes and entitlements.
- Developing community based monitoring and advocacy systems at the local level
- Ensuring effective implementation of various government schemes and packages through community mobilization and interface with the government.

Hence, the title of the project was decided, ***“Eliminate gaps in the implementation of drought relief measures undertaken by the government through community mobilization and developing community based monitoring and advocacy in 6 Districts of Bundelkhand Region of Uttar Pradesh”***.

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## 4. Strategies for Effective Implementation

### 4.1 Selection of organizations at local level

Under the Project Title: "Eliminate Gaps in the Implementation of Drought Relief Measures Undertaken by the Government through Community Mobilisation and Developing Community based Monitoring and Advocacy in 6 Districts of Bundelkhand Region of Uttar Pradesh" supported by UNICEF, seven agencies of six districts were identified by ActionAid for effective implementation of the Project. The Agencies were following:

1. Arunoday Sansthan, Banda
2. Diya Welfare Society, Chitrakut
3. Gramonnati Sansthan, Mahoba
4. Parmarth Samaj Sevi Sansthan, Jalaun
5. Sai Jyoti Gramodyog Seva Samiti, Lalitpur
6. Samarth Foundation, Hamirpur
7. Society for Pragati Bharat, Lalitpur

### 4.2 Selection of Project Area

Within the district, the block and within the block the villages which were worst affected by drought were identified. All the 538 identified villages were revenue villages. The selection of villages was based on Census data of 2011, according to that we were targeting a total of 160,356 households comprising population size of 881,069 people in which SC and ST populations were 214,972 and 33,173 respectively.

### 4.3 Selection of team at local level

The local agencies were given the responsibility of selection of team at block level. A block was divided into 5 clusters of 9-12 villages per cluster based on area and population. One cluster was allocated to one Cluster Coordinator. So comprising the 5 clusters in a block, the number of villages was ranging from 50-55 villages per block.

A brief of the Block-wise Project Area and the Concern Agencies								
District	No. of Block	Block	No. of Villages	Households	Total Population	SC Population	ST Population	Concern Agency
Banda	1	Mahuva	50	18687	98768	28818	0	ArunodaySansthan
Chitrakut	1	Karvi	50	18909	108565	29509	2	Diya Welfare Society
Hamirpur	2	Kurara	55	17550	92672	22497	9	Samarth Foundation
		Sumerpur	55	21280	114019	22733	8	Samarth Foundation
Jalaun	1	Madhogarh	54	9851	58294	19475	4	ParmarthSamajSeviSanstha
Lalitpur	3	Birdha	55	14711	82629	15226	12328	Sai Jyoti
		Jekhaura	55	19403	104437	21338	11993	Sai Jyoti
		Madawara	55	12828	70982	14257	8790	Society for Pragati Bharat
Mahoba	2	Charkhari	55	11542	62618	14992	15	Gramonnati
		Kabrai	54	15595	88085	26127	24	Gramonnati
6 Districts	Total 10	10 Blocks	538 Villages	160,356 Households	881,069 Total Population	214,972 SC Population	33,173 ST Population	7 Agencies

Table 2: Brief of the Block-wise Project Area and the Concern Agencies (As per Census 2011)

## 4.4 Development of Assessment/Survey Format

For identification of gaps in the drought relief measures announced by Government, an Assessment Survey format was developed. The developed format was of village level information rather than household level. Considering the time-period of the project, it was not feasible to conduct household level survey of all the villages in such a short span of time and then reaching the advocacy phase.

The format was finalized after the field level testing by team in villages and considering their feedback for further modifications in it. For getting clear and similar information from all the team members, 20 types of Annexures for making list of various issues were developed.

### 4.4.1 Schemes and Information Covered in Survey Format

In survey format we had, covered following information:

- Caste-wise Number of Households

- Caste-wise Population
- Number and Status of Drinking Water Sources (Hand pumps, Supply of water through water-head tanks or tube-wells, dug-wells)
- Status of Water Purification and disinfection of Water sources (Chlorination)
- Detail of Livestock and fodder distribution
- National Food Security Act, 2013
- Integrated Child Development Scheme
- Mid-Day Meal Scheme
- Mahatma Gandhi National Rural Employment Guarantee Act, 2005
- Land-holding Pattern-wise Farmers Details
- Farmer's Loans from Bank and Money-lenders
- Details of Kisan Credit Card
- Compensation of damaged crop loss
- Information on Migration

#### **4.5 Capacity building of the Team: On various Govt. Schemes, Programmes and Survey Format, etc.**

A Pre-Orientation of the team about the Project objective, Project related Schemes and Acts, Government Orders related to drought and the developed Survey Format were conducted in all the six districts by Project Coordinator before the main Orientation-cum-Training held at Mahoba on 10<sup>th</sup> and 11<sup>th</sup> of August.

In the main Orientation-cum-Training held at Mahoba, all the team members of the project, head of the agencies, ActionAid's team were present in which detailed discussion and training on NFSA, MNREGA, ICDS, MDM, Crop Compensation, Kisan Credit Card, Khet Talab, Micro Planning and Social Audit were given by the resource team. Financial aspects and budget of the project were also discussed and disclosed.



Figure 4 : Orientation of Project Team during the Training held in Mahoba



Figure 5: Capacity building of the Team: Groups Involved in Assigned Group Activities

The team was oriented in the field as well by the Project Coordinator and Assistant Coordinators on how to get involved with the communities, how to ask questions for collecting the required information, how to fill formats and make lists, and how to do social mapping and PRA exercises.



Figure 6: Project Coordinator discussing with Society for Pragati Bharat Team on Making of Social Mapping



Figure 7: Groups Involved in Assigned Group Activities



## 4.6 Conducting of Survey/Assessment

The assessment was carried out by the cluster coordinators at village level. Community meetings, focused group discussions, PRA exercises, social mapping, etc. were conducted to involve communities and the required information was collected. Social mappings were also done in all the 538 villages.



Figure 8: Team holding community meeting to spread awareness about Govt. Schemes and Conducting Survey to identify gaps



Figure 9: Community Participation in Social Mapping of the Village

## 4.7 Awareness about Government Schemes and Programmes to Communities

The communities of the project villages were made aware about the government announced schemes and programmes, including its provision and eligibility criteria. The community meetings were done on the identified schemes to make people aware in all the 538 villages.



Figure 10: Capacity Building of Community by making people aware about the Government Schemes

## 4.8 Identification of Cadres for Capacity Building of the Community

The people from the community have been identified as cadres for the capacity building of the community who can monitor the schemes and programmes implemented in the village and the gaps in it. Further they can raise queries to the concerned authority and write applications. A total of 4,645 people from the communities were identified as cadres across the 538 villages in which 2928 male and 1717 female members. The cadres are from the marginalized and weaker sections, out of total 4645, from SCs - 2498, STs - 542, OBCs - 1129, General - 365 and Minority - 111.

<b>Total Cadres</b>	<b>4,645</b>
<b>Male</b>	<b>2,928</b>
<b>Female</b>	<b>1,717</b>
<b>SCs</b>	<b>2,498</b>
<b>STs</b>	<b>542</b>
<b>OBCs</b>	<b>1,129</b>
<b>General</b>	<b>365</b>
<b>Minority</b>	<b>111</b>

Table 3: Gender and Caste-Wise Distribution of Cadres

## **4.9 Formation of Village Level Committees for Monitoring and Advocacy of the Govt. Schemes and Programmes**

The identified cadres in the villages were formed as a committee with certain assigned task to monitor the effective implementation of government schemes for the welfare of the communities. They will resolve the queries by discussing with the local authorities or at block level officials, writing and filing applications in Tehsil Divas etc. for the same. The committees were formed in all the 538 project villages.

The committees were formed keeping in mind the following guidelines:

1. The participation of women members will be ensured in the committee
2. The participation of members from the marginalized section will be ensured
3. The committee will monitor all the work operated in the village
4. The committee will monitor the services of the village stakeholders so that the community will get benefits of their services
5. The member of the committee will identify the issues in the village
6. After identifying the issue same will be discussed in community meetings
7. The community meetings will be held fortnightly and the proceedings should be written in the register
8. The issues of the marginalized section will be prioritized
9. The committee will further take the issues to the authorities at block and district level
10. The committee will participate and help in the social audit of the schemes
11. Neither any member of the committee will get involved in the political activities nor he/she will use the platform of the committee for political benefits

## **4.10 Interface Meetings with Govt. Officials at Block and District Level**

Interface meetings with government officials were conducted at block and district level. The identified gaps and issues were discussed with the officials by project team, local agencies and community members and possible solutions for the same were discussed. The officials were given the list of issues pertaining to gaps in the schemes and benefits announced by government with applications signed by communities.



Figure 11: District Level Interface Meeting Chaired by District Magistrate, Hamirpur; Person from Community giving applications to DM Hamirpur and DC MNREGA Addressing the Issues of MGNREGA to the People



Figure 12: Participation of Communities in Block Level Interface Meeting held in Mahuva block of Banda district.

#### 4.11 Filing of Applications at Block, Tehsil and district Level

The applications to resolve the identified gaps were given to the Panchayats, blocks and district level officials. Applications in Tehsil Divas were also filed in all the Tehsils across the project area by the communities. A total of 669 applications were filed by 12,084 applicants along with the list of issues at District, Tehsil, Block and Panchayat level.



Figure 13: People especially women from Community outside the Karvi Tehsil (Chitrakoot) to file Applications of their issues in Tehsil Divas

#### 4.12 Follow-up of the Filed Applications

Follow-up of the filed applications was done to see the extent to which the issues were resolved. Further applications were filed based on that. For example, an application given at Panchayat level was raised at Block level and Block level application at District level or in Tehsil Divas. Not all applications which were filed in Tehsil Divas have been resolved yet.

### 4.13 Micro-Planning under MGNREGA for Restoration of Water Sources, Irrigation Channels, Land-Levelling, etc.

Micro-Planning under MGNREGA for Restoration of Water Sources, Irrigation Channels, Land-Levelling, etc. was done in 50 villages of the project area. Along with the social mappings, natural resource mappings were also done in those 50 villages which were identified for micro planning. One village per cluster comprising 5 villages per block have been identified where the Micro-Planning was much needed considering the objective. The lists of the identified work were handed over to the Gram Panchayats after discussion and approval in the open meetings of Gram Sabha.



Figure 14: Team Conducting Resource Mapping of the Village with Community for Micro-Planning under MGNREGA

### 4.14 Social Audit of Govt. Schemes for Effective Implementation of the Government Welfare Schemes and Programmes Announced for Communities

Social audit of Govt. schemes related to drought relief measures for effective implementation of the government welfare schemes and programmes announced for communities were conducted in one village per block in all the 10 blocks across the 6 districts.



Figure 15: Community participation during Social Audit of the Govt. Schemes



Figure 16: Community participation during the physical verification of work done under MGNREGA for Social Audit

## 5. Findings: Impact of the Drought and Access to Entitlements

The findings of the study have been depicted in this section as the impact of the drought on different categories of the people. The findings explain the vulnerability of people pertaining to drought in 538 villages of 10 blocks across the 6 districts of Bundelkhand Region of Uttar Pradesh. The present report also contains significant case studies from the field which substantiates the factual situation of the ground pertaining to drought.

Drought and Unseasonal rains causing four consecutive crop failures have plagued the soil of Bundelkhand. Poorer sections and small and marginal farmers have been the worst affected in this scenario. Acute hunger and mass migration have become the face of Bundelkhand.

The prevailing conditions led to extreme crisis of food, nutrition, drinking water, health ailments, and fodder for animals was visible in villages; small and marginal farmers were unable to pay off their mounting crop debts, due to recurring crop failure. The destitute, especially old people, women and children suffer the most in this condition. Crop failure led to food shortage, which further led to low intake of food has now made the community extremely vulnerable. With not many choices left for survival, people chose to leave their village in search of livelihood and are exploited further.

### 5.1 Demographic Details of the Project Coverage

According to the assessment a total of 2,05,359 households have been found in the 538 villages in which 58,327 of SC, 10,696 of ST, 1,01,425 of OBC, 31,007 of Gen. and 4,857 of minority communities; comprising a total population of 11,28,620 out of which 3,18,685 of SC, 53,379 of ST, 5,34,956 of OBC, 1,74,175 of Gen. and 26,519 of minorities.

Description	Household	Population
SC	58,327	318,685
ST	10,696	53,379
OBC	101,425	534,956
General	31,007	174,175
Minority	4,857	26,519
Total	205,359	1128,620

Table 4: Caste Wise Distribution of Household and Population in Project Coverage Area

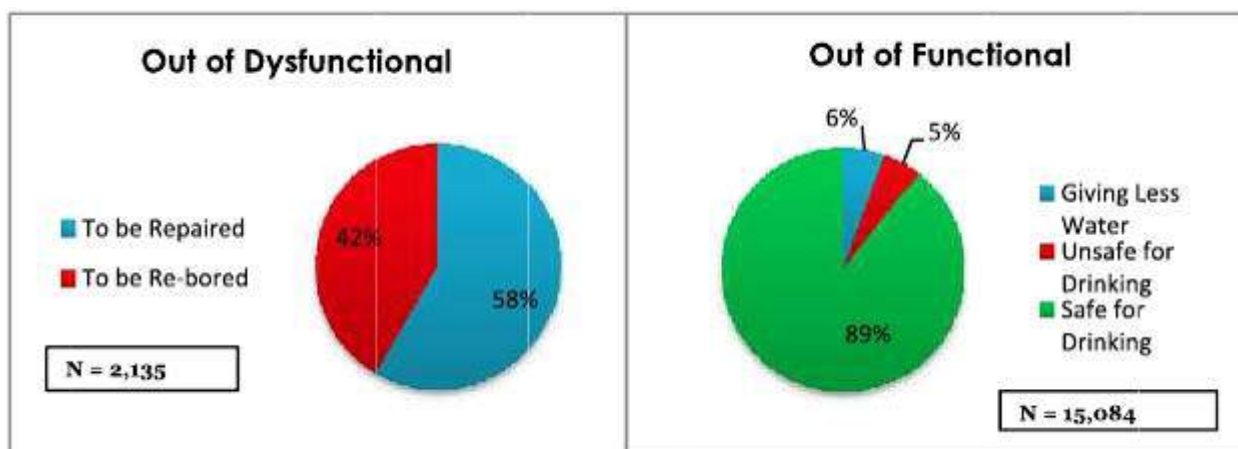
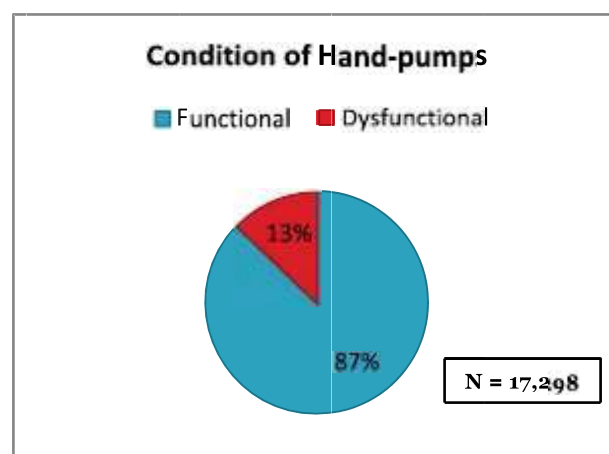
### 5.2 Status of Drinking water in Rural Areas

Drinking water scarcity is still severe in drought hit villages in Bundelkhand region, though the Government had announced to provide potable drinking

water by tankers in all the affected villages. Apart from that repairing and re-boring of dysfunctional hand pumps, installation of new hand pumps was part of drought response of Govt.

### 5.2.1 Condition of Hand pumps

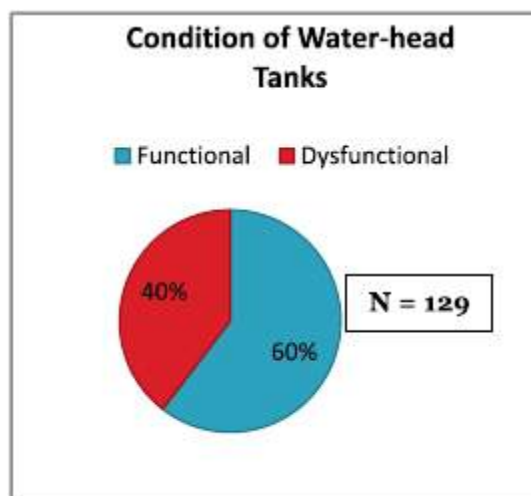
In 538 villages of the assessment, a total of 17,295 hand pumps were found out of which 15,081 (87%) has been functional and 2,211 (13%) dysfunctional. Out of functional hand pumps 842 (6%) were giving less water and 764 (5%) were unsafe for drinking purposes. This meant that out of the total 17,298 hand-pumps only 78% were functional and giving safe drinking water. The dysfunctional hand pumps were further categorised in two conditions: ones which needed repairing and others which required re-boring. In this, 810 (58%) were needed to be repaired and 577 (42%) to be re-bored and the rest 688 (28%) could not be categorised.



This scenario varied from block to block. While Charkhari (95.94%) and Mahua (90.60%) had the maximum functional handpumps, Karvi (74.80%) and Birdha (84.49%) had the least number of functional handpumps. However, maximum number of functional handpumps with safe drinking water in them were found in Charkari (90.10%) and Kurara (84.35%) and minimum in Madhogarh (64.55%) and Karvi (64.81%).

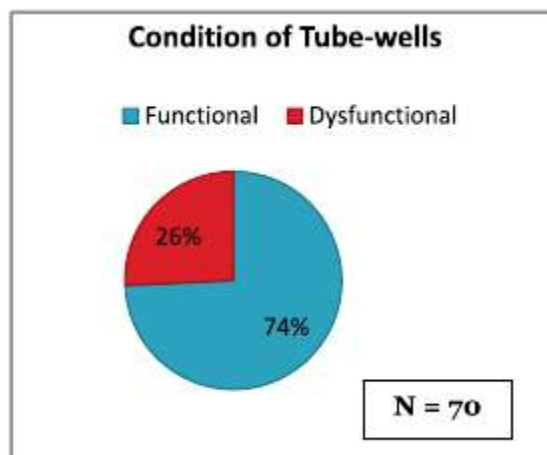
## 5.2.2 Condition of Water-head Tanks

In 538 villages of the assessment, a total of 129 Water-head tanks have been found in 112 (21%) villages out of which only 78 (60%) were in working condition and rest of the 51 (40%) were non-functioning. The maximum number of Piped Water Supply Schemes was found to be 24 in Karvi block of Chitrakoot but only 14 were functioning. On the other hand, Jakhaura block in Lalitpur had only 2 pipe-water supplies.



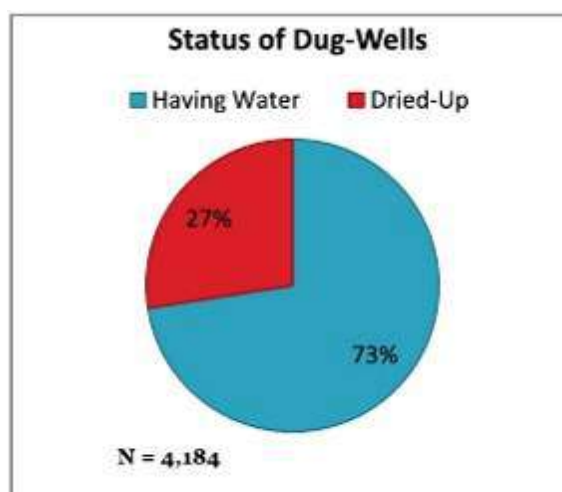
## 5.2.3 Condition of Tube-Wells

In 538 villages of the assessment, a total of 70 tube-wells for supply of drinking water have been found out of which only 52 (74%) were in working condition and rest of the 18 (26%) were non-working.

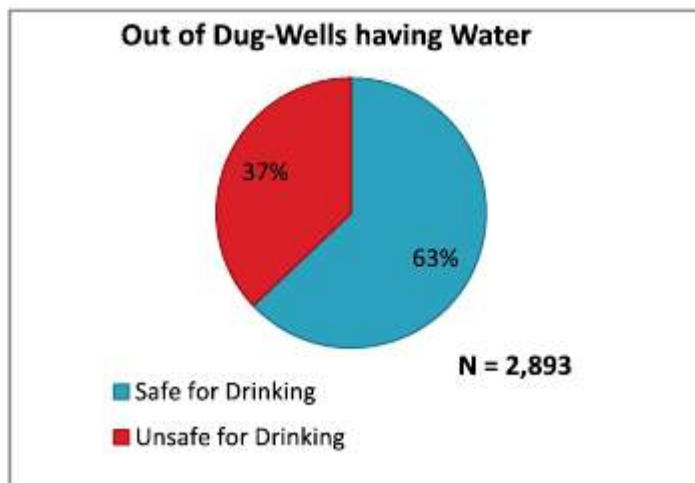


## 5.2.4 Condition of Dug-Wells

In 538 villages of the assessment, dug wells were found only in 458 (85%) villages, comprising a total of 4,184 dug-wells. Out of which 2,893 (73%) reported having water and 1096 (27%) dried-up even when this year there had been heavy rainfall during the month of August. Where some villages even got flooded, the wells remained in dry condition.



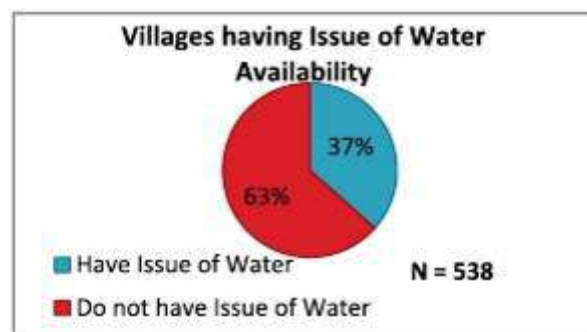




Water quality of 1,072 (37%) wells out of 2,893 wells having water is unsafe for drinking purposes which means 63% of the wells having water are safe and 37% unsafe for drinking. Out of 4,184 wells, 1,062 (25%) have been identified which need to be repaired.

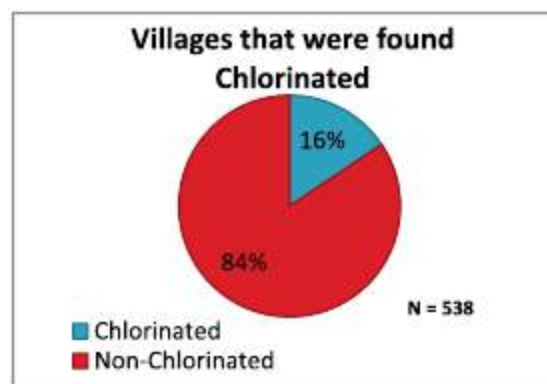
### 5.2.5 Persistence of Water Scarcity

People in 197 out of 538 are still facing issue of water, amounting to around 37% villages. Most of the households affected with the water crisis belong to the poor and marginalised communities of SC, ST, and OBC sections of the society. Madhogarh block of Jalaun district has maximum 40 villages out of 54 with the issue of water availability as per the communities' perception followed by Madawara of Lalitpur and Sumerpur of Hamirpur with 32 villages out of 55 villages. Contrastingly, in Kabrai block of Mahoba there is no issue of water availability in any village and on 6 villages had issue of water availability in Charkhari.



### 5.3 Condition of Safe Drinking Water

The Uttar Pradesh government also issued direction for health department to set up rapid response team for the distribution of chlorine tablets for drinking water purity but



proactive response from special health team was not visible in villages.

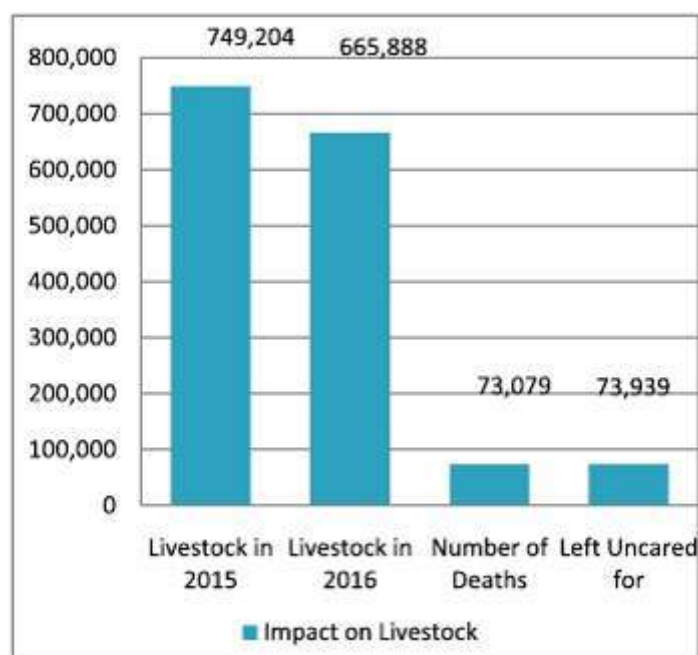
The chlorination of all the water resources was also found negligible, with only 84 (16%) out of

Category	Block	Villages Chlorinated	All Sources	Some Sources
Highest	Charkhari	24/55	20	4
	Kabrai	24/54	17	7
Lowest	Sumerpur	1/54	0	1
	Madawara	1/55	1	0

538 villages chlorinated that too not on a regular basis. Out of these 84 villages, all the water sources have been chlorinated only in 66 (12.27%) villages and in rest 18 (3.35%) villages some water sources have been left out. Thus, the question of safe drinking water still prevails.

## 5.4 Status of Livestock

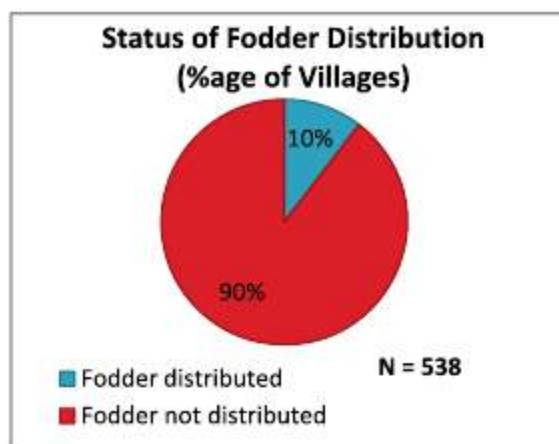
The impact of drought on cattle was more severe than that on human beings. People were selling their cattle as they did not have facilities available to take care of it. An increase in the death toll of cattle was seen as compared to last year. As per the assessment, the number of livestock dwindled from 749,204 in last year to 665,888 during the assessment period indicating a decrease of



83,316 (11.12%) livestock since last year. 73,079 (9.75%) deaths in livestock were reported since last year due to the water and fodder scarcity and 73,939 (9.87%) livestock were left-out uncared as people did not had fodder to feed them. For those who wished to sell their cattle, people were either not ready to buy or were not giving fair prices for it.

### 5.4.1 Condition of Water Facilities and Distribution of Fodder for Livestock

The sources of water for cattle are hand pumps, *charahi*, wells, ponds, rivers, etc. but out of 538 villages there were 53 (10%) villages where scarcity of water for cattle still persists. Distribution of Fodder was found negligible with only 56 (10.41%) villages out of 538 reporting distribution of fodder. 6,863 families got benefits of



fodder distribution comprising of 20,933 (3%) livestock of the current number of 665,888 livestock, while the Government had sanctioned Rs. 1 Crore to each districts of Bundelkhand only for the distribution of fodder. Variation in distribution was such that 44% of the villages got fodder in Charkari and none of the villages got fodder in Kurara, Madawara, Jakhaura and Madhogarh.

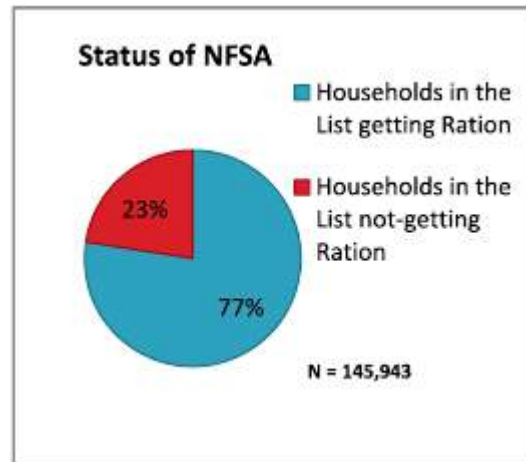
## 5.5 Status of Food and Civil Supplies and Implementation of National Food Security Act (NFSA)

### 5.5.1 Condition of National Food Security Act, 2013

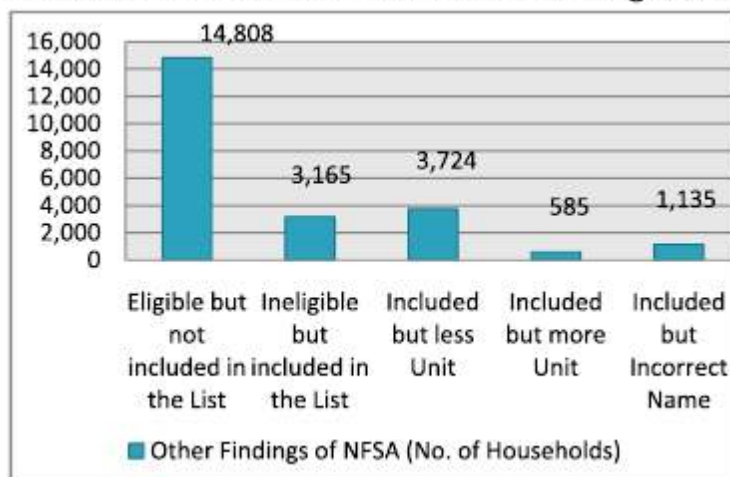
The National Food Security Act, 2013 (NFSA) aims to expand its coverage beyond BPL lists to ensure food security to the millions. The act promises subsidised food-grains to 75% of the rural and 50% of the urban population of our country. Its purpose is to meet the food security of the families by making available sufficient food grains to meet the domestic demand at affordable prices.

Supreme Court also instructed State Governments to: guarantee monthly food grain entitlements to all households (regardless of whether households fall under the category of priority or not) as per the National Food Security Act; also waived off the requirement of possessing a ration card to get monthly entitlement of food grains under NFSA. Rather, any appropriate identification and proof of residence can substitute the ration card to access food grains.

After the declaration of drought, the government started the implementation of National Food Security Act from 1st January 2016 in all the districts of Bundelkhand. In our assessment of 538 villages it was found that a total of 145,943 household's names were in the NFSA list but only 113,024 (77%) households were getting ration and 32,919 (33%) were not even when their names were in the NFSA list.



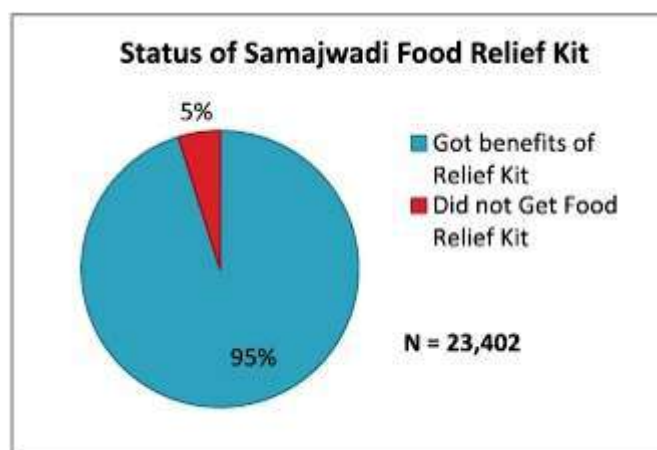
In the assessment 14,808 such households were found which are eligible as per the guidelines of NFSA but not included in NFSA list and 3,165 such households which are ineligible but are getting the benefits of NFSA. There were 3,724 households whose allocated units are less, 585 whose allocated units are more and 1135 households having error in their names.



This scenario prevailed regardless of NFSA guidelines that there should be verification of the NFSA list in open meeting of the village and the list of beneficiary should be made public, pasted openly at the ration shop.

### 5.5.2 Condition of Samajwadi Food Relief Kit

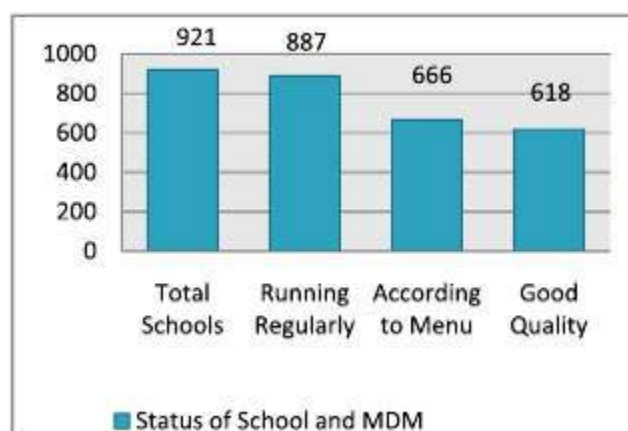
Most popular relief scheme was the provision of Ration Kit which is known as Samajwadi Food Relief Kit, initiated in all the districts of Bundelkhand. On March 4, 2016, Government announced that food packet containing 10 kg of Flour, 25 kg of Potatoes, 5 kg Gram, 5 litres of Mustard oil, 1 Kg of Desi Ghee and 1 Kg of Milk Powder per family will be distributed in all seven districts of Bundelkhand to families with Antyodaya card. In our project assessment villages, a total of 23,402 Antyodaya card holders were found out of which only 22,266 (95%) got the relief kit, this meant 1136 (5%) card holders were left out from the benefits of the most popular relief kit.

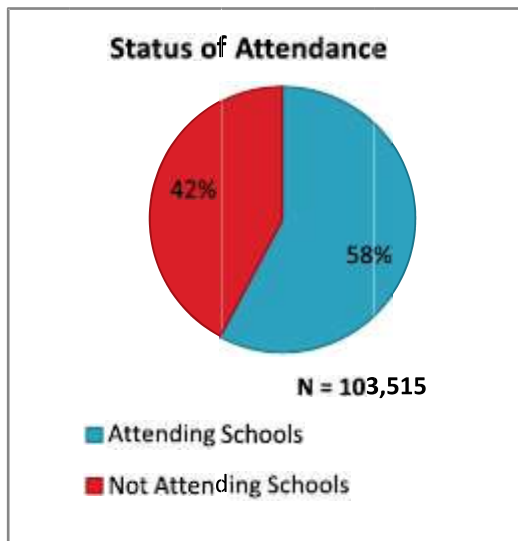


### 5.6 Scenario of Schools and Mid-Day Meal Scheme

A total of 921 government schools are present in the project villages out of which 517 primary, 345 junior, 48 girls' primary and 16 girls' junior comprising total number of 103,515 enrolled students. The distribution of enrolled students is 63,172 in primary,

33,714 in junior, 5,363 in girls' primary and 1,266 in girls' junior. Out of 921 schools Mid-Day Meal have been found running regularly in 887 (96%) schools, according to the MDM Menu in 666 (72%) schools and the good quality of MDM food in 618 (67%) schools.



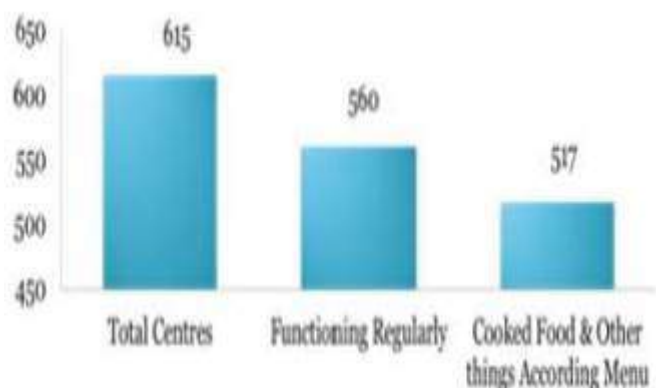


As per the information collected from the schools on an average 59,838 around 58% students are having Mid-Day Meal out of 103,515 enrolled students which also mean that only 58% of the students are attending the schools regularly. The attendance rate in Madawara and Jakahura blocks of Lalitpur is 34% and 37% respectively which is far below the average rate while it was way above the average in Birdha (82.02%) and Charkhari (71.07%). These students have either migrated with their parents or are

involved in other household or farm activities. The Supreme Court order mandated provision of mid-day meals during summer vacation. The Court directed States to make provision for the supply of eggs or milk or any other nutritional substitute preferably 5 days in a week or at least 3 days in a week. Effective implementation of mid-day meals (MDM) would have taken care of the food/nutritional requirements of the children in schools and also would have relieved their families in distress to some extent. A part of their responsibilities towards the children would have been taken care of and they would have been able to go to work too.

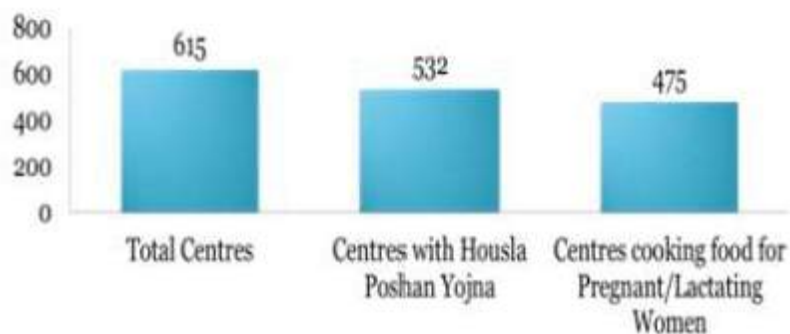
### 5.7 Scenario of Integrated Child Development Scheme and HauslaPoshanYojana

A total of 615 anganwadi centres have been found in 538 villages in which 36,615 children are enrolled. Out of 615 anganwadi centres, 560(91%) were functioning regularly and 517 (84%) were serving cooked food and other materials according to menu. During the assessment period it was found that anganwadi centres were not functioning for almost one month as the anganwadi workers were on strike.



## 5.8 Condition of HauslaPoshanYojana

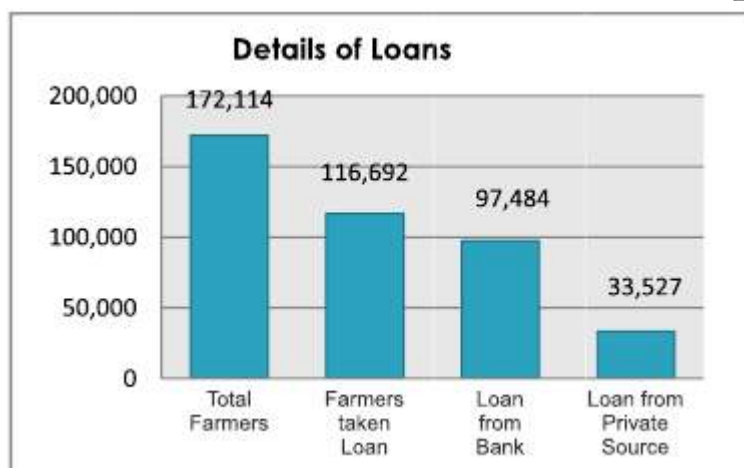
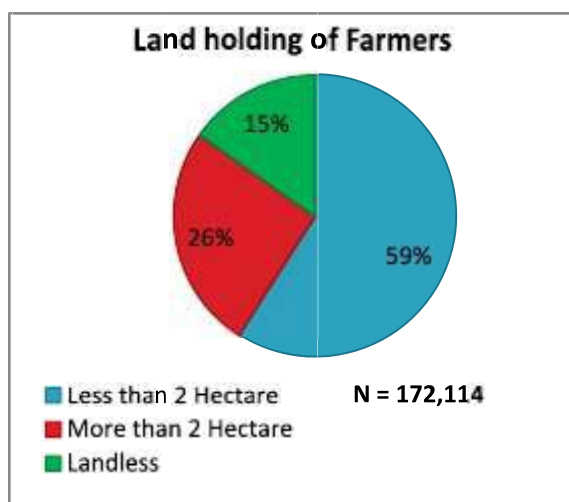
The state government had announced the Hausla Poshan Yojana for highly malnourished children and pregnant women. Under this scheme the cooked food was to be served



to highly malnourished children and pregnant women at Anganwadi Centres and the menu was to be according to the menu of Mid-Day Meal scheme. The HauslaPoshanYojana was found running in 532 (86%) centres out of 615 but cooked food was served only in 475 (77%) centres.

## 5.9 Status of Farmers' Loan and Kisan Credit Card

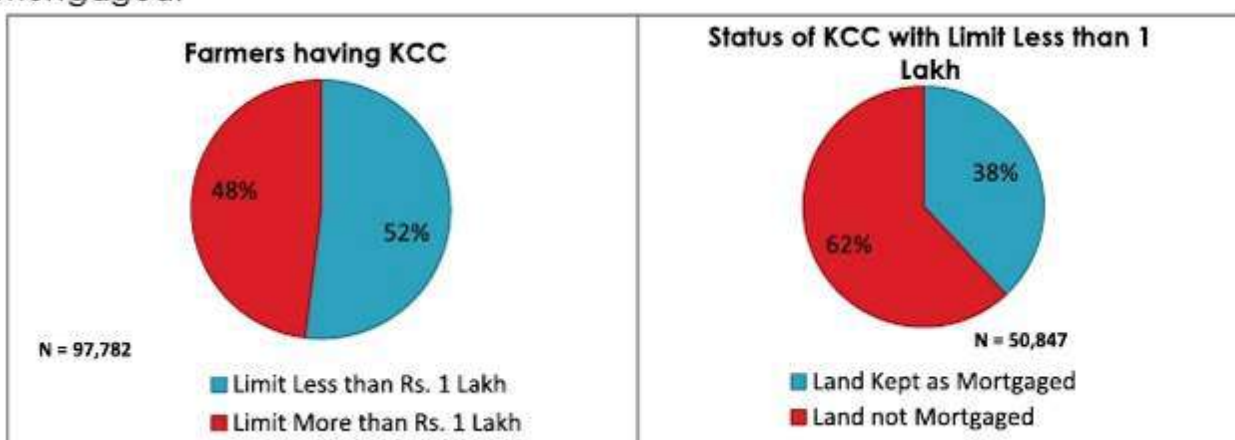
The total numbers of farmers in 538 villages are found 172,114 out of which 101,609 (59%) farmers have land holding of less than 2 Hectare, 44,301 (26%) farmers have land holding of more than 2 Hectare and 26,204 (15%) farmers are landless.



Out of the total farmers, 116,692 (68%) have taken loan in which 97,484 (83%) have taken them from Banks and 21,814 (19%) from private sources such as landlord or

money-lender; while some farmers have taken from both the sources.

In the 538 assessment villages the numbers of Kisan Credit Cards were 97,782 of which 50,847 around 52% of the total KCC having limits less than Rs. 1 Lakh. Out of the KCC with limits less than Rs. 1 Lakh, 19,329 (38%) have land kept as mortgaged.



## 5.10 Status of Compensation for Crop Loss

Huge disparities were seen in the distribution of compensation. In most of the villages there are a certain numbers of eligible farmers whose crop had been lost but did not get the compensation. Furthermore those who were tenants, farming on lease basis are not getting any compensation from the government. Those who have migrated for work or other purposes and were not available in the village were left out from getting the compensation. Farmers have little or no knowledge about the compensation process. They do not know that for which season crop failure they are being compensated nor they know how the rate at which compensation is being calculated. In all the villages they are clueless about whether they got the compensation for Hailstorm or Drought; for Rabi Crop or Kharif Crop and also the year whether for 2014-15 or 2015-16. In assessment we considered last four crop seasons, Kharif and Rabi of 2014-15 and Kharif and Rabi of 2015-16.

### 5.10.1 Crop Loss of Kharif 2014-15

In assessment it was found that during the crop season of Kharif 2014-15, 96,614 farmers sowed their crop and crop of 92,836 (96%) got affected due to drought. Out of the affected farmers 45,021 (48%) got their compensation and 11,330 (12%) still didn't get while they were eligible and considered for



the compensation. Rest 40% of the farmers whose crops were affected not considered for compensation.

### 5.10.2 Crop Loss of Rabi 2014-15

In assessment it was found that during the crop season of Rabi 2014-15, 124,516 farmers sowed their crop and crop of 116,110 (93%) got affected due to hailstorm. Out of the affected 114,196 (98%) got their compensation for the crop loss.

### 5.10.3 Crop Loss of Kharif 2015-16

In assessment it was found that during the crop season of Kharif 2014-15, 117,541 farmers sowed their crop and crop of 111,149 (95%) got affected due to drought. Out of the affected 80,115 (72%) got their compensation and 19,984 (18%) didn't even after being eligible for it. Rest 10% were not considered for the compensation.

### 5.10.4 Crop Loss of Rabi 2015-16

In assessment it was found that during the crop season of Kharif 2014-15, 82,401 farmers sowed their crop and crop of 78,685 (95%) got affected due to drought and hailstorm. Out of the affected 31,865 (40%) got their compensation and 21,037 (27%) didn't.

Financial Year	Crop Season	Farmers Sowed Crop	Natural Calamity	Crop got Affected	Farmers got Compensation	Still have to get Compensation
2014-15	Kharif	96,614	Drought	92,836	45,021	11,330
	Rabi	124,516	Hailstorm	116,110	114,196	-
2015-16	Kharif	117,541	Drought	111,149	80,100	19,984
	Rabi	82,401	Drought/Hailstorm	78,685	31,865	21,037

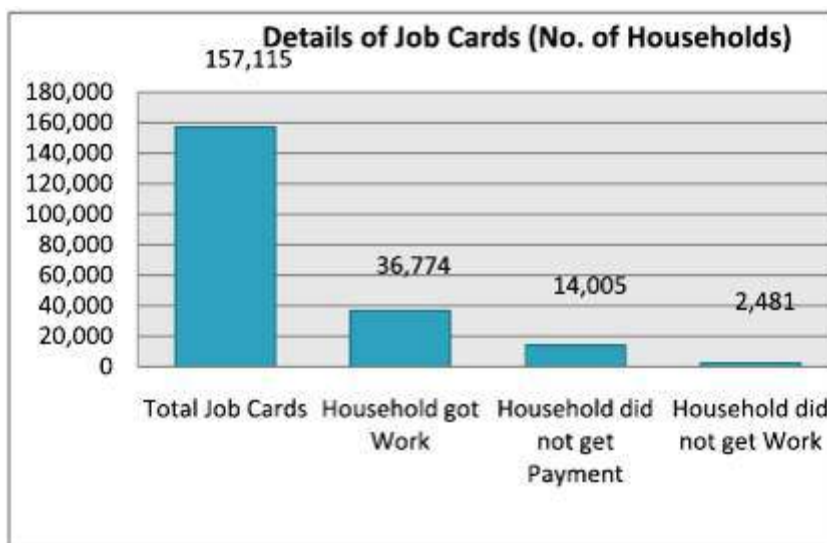
Table 5: Details of Crop Compensation

The people are also facing issues with the local authorities which are involved in the compensation process as they are doing arbitrary conduct of their own. Some have reported that corruption is also involved in the process. People are also facing problem with the available Crop Insurance facilities

they need some easy insurance procedure and by the government agencies rather than the private.

### 5.11 Status of MGNREGS

MGNREGS has failed to check migration due to lack of work opportunity and delayed payment. In 538 villages of the assessment, a total 157,115 households have Job Cards. Since its inception of Financial Year (2016-17), from 1st April 2016, a total of



87,571 Labours of 36,774 (23%) households (Job Cards) got to work under MGNREGA. As a relief measure Government made provision for 50 additional days in drought affected districts which means 150 days of work under MGNREGS rather than 100 days' work, so that impact of drought can be reduced in vulnerable families from rural areas of Bundelkhand. Out of those who worked 14,005 laborers did not get their payment; 2,481 workers having Job card and interested to work did not get the opportunity to work under MGNREGA. There have been 2,060 such households identified, who want to work but did not have job cards. In this financial year, 1677 households applied for new job cards but job cards have been provided to 1192 only.

The pending payment to the laborers was attributable to the fact that the government did not update their expenditure details (Consumption Certificate) from last year and so could not provide any payment after 22<sup>nd</sup> July. As a result, all the payments were outstanding.

Such a situation rendered MGNREGA under bad light in the eyes of the people and as a result many became disinterested in getting involved in work through MGNREGA and were left with no choice but to migrate in search of work and livelihood.

## 5.12 Scenario of People's Migration

Details	Scenario of Study Area
Total Number of Households	205,359
Number of Households from which People have Migrated	26,210 (12.76%)
Number of Households Migrated with whole Family Members	17,186 (65.57% - 8.37%)
Number of Households from which only Male has Migrated (women, children and old-aged people are left behind in villages)	9,024 (34.43%)
Total Migrated Population	91,532 (8.12%)
Male	41,336 (45%)
Female	21,351 (23%)
Total Children	28,845(32%)
Children (0-6 Years Age-Group)	10,950
Children (6-14 Years Age-Group)	13,319
Old-aged People	789 (0.01%)

In 538 villages of the assessment, members of 26,210 families 12.76% of the total 205,359 households have been migrated as a result of drought. Out of these households, 17,186 households migrated with all the family members amounting to 65.57% of the migrated household. These formed 8.87% of the total households in the area even though the Rate of Migration for Rural Household is 1.3% for India and 0.80% for Uttar Pradesh comprising of Employment and Forced Migration Category according to NSS 64<sup>th</sup> Round Report (NSS Report No. 533 (64/10.2/2) conducted in 2007-08. A total of 91,532 people have migrated including 41,336 (45%) males, 21,358 (23%) females and 28,845 (32%) children. 10,950 (38%) children of age group 0-6 years, 13,319 (46%) children of age group 6-14 years and 789 (0.01%) people were of age above 60 years. This implies that 8.12% of the population migrated in the area while The Rate of Migration for Rural Population is 0.01% for India and 0.005% for Uttar Pradesh comprising of Employment and Forced Migration Category according to NSS 64<sup>th</sup> Round Report (NSS Report No. 533 (64/10.2/2) conducted in 2007-08. There are 9,024 (34%) such families were identified from which only males have migrated leaving behind the women, children and old-aged at home who are more vulnerable in any calamity.

## 5.13 A brief of Social Audit

A brief of the findings in Social Audit of Govt. schemes are following:

### 5.13.1 MGNREGA

- The Job Cards of the laborers was kept with Gram Pradhan
- The community bore the costs of the photos pasted in the Job Cards community while there is a provision for it to be paid from Panchayat's account
- The wages of the laborers for the work done was pending for more than two months
- The panchayat was not accepting the work demand of the labours, the work was being provided by Gram Pradhan/Panchay at Mitra on their own
- No transparency in the allotment of work to the labours
- The availability of water at work site was not being ensured
- The facility of maid for taking care of children was not ensured
- The construction of most of the Lohiya Awas under MGNREGA was not completed
- People who want new Job Cards were not being provided
- The work done by the laborers was not updated on their Job Cards
- People were not getting benefits of schemes such as construction of poultry, fish pond, etc. under MNREGA as it had not been implemented

### 5.13.2 NFSA

- Marginalized families who were eligible for getting ration under NFSA but were left out from the NFSA list even when their financial condition was very poor
- Families with their names in the NFSA list were still not getting ration
- Only the families whose names had been updated in or before February were getting the ration while the others were not.

- 
- Families which don't have the names of all family members in the list, had less ration units on their cards than the original, so they were not getting full ration as per the provision
  - Some families were getting more number of units in the NFSA list than the actual number of family members
  - Distribution of ration was done only once in the month and PDS shop opened for one day or 2-3 days in some villages

#### **5.13.3 ICDS**

- Anganwadi Centres did not open regularly
- Irregularity in timings of Anganwadi Centres
- Irregularity in distribution of nutritional supplements
- No timely admission of malnourished children in N.R.C.
- No proper implementation of Hausla Poshan Yojana

#### **5.13.4 School and MDM**

- Irregularity and Unpunctuality of teachers
- Irregularity in attendance of the students
- Provision of MDM not as per the menu of the MDM

## 6. Efforts Carried-out to resolve the Gaps

- Capacity building of the community by making them aware about drought relief measures/schemes undertaken by Govt.
- Orientation of the community to realize their right to get benefits of those schemes
- Selection of active volunteers/cadres from the community who could take the responsibility in getting those benefits
- Formation of Village level committees in the villages covered under the project from the active cadres/volunteers
- Capacity building of the community to identify prevailing issues and their possible solution
- Capacity building of the community to raise various issues and file applications for the same to government officials
- Mobilization of the community to file applications and providing assistance in the same
- Provision of a platform to community members such as Block and District Level Interface Meetings with the government officials to voice their issues in front of them uplifting their confidence
- 669 applications of 12,084 applicants given along with the list of issues at Panchayat, Block, Tehsil and District level.
- 569 applications of 11,169 applicants filed during Tehsil Divas on 20<sup>th</sup> Sep, 4<sup>th</sup> Oct and 18<sup>th</sup> Oct, in 10 Tehsils across the 6 districts.
- List of issues along with applications shared with the Government Officials at Block and District Level Interface Meetings
- Micro-Planning under MGNREGA of 50 selected villages, 5 villages per block, for restoration of water sources, water conservation, irrigation channels, land leveling, etc.
- 10 Social Audits, one in each of the 10 blocks, of the government schemes related to drought relief

## 7. Impact of the Project

- Village Level Committees have been formed in all the 538 Villages covered under the Project
- Out of 32,919 households whose name were in the NFSA List 11,353 are now getting rations
- Out of 14,808 households who were eligible for getting benefits of NFSA, 3,530 new households have been added
- 513 dysfunctional hand pumps have been repaired and 13 have been re-bored
- Installation of 33 new hand pumps has been done
- Chlorination of water sources in 315 villages has been done
- Under MGNREGA, 1,168 households got new job cards
- 1,035 households who want to work under MGNREGA got opportunity to work
- 2,133 laborers whose wages were pending have got their payment
- 862 farmers got their Crop Compensation
- Anganwadi Centres in the working area are now functioning properly, centres are opening on time and the benefits are being provided according to the Menu
- During the project period Hausla Poshan Yojana was found almost non-functional but now has started in 532 Anganwadi Centres
- The quality of Mid-Day Meal has been improved in all the project villages and food is being served as per the Menu
- The identified works during Micro-Planning under MGNREGA of 50 villages, have been considered by Gram Panchayats for next financial budget of 2017-18

## 8. Success Stories and Best Practices in Bundelkhand: Case Studies

### 8.1 Payment of due wages under MGNREGA work

#### SUCCESS STORY: MAHUA BLOCK OF DISTRICT BANDA

During the course of the project, a survey was conducted regarding the issues of the people in 50 villages. It was found that in the fiscal year 2016-2017, a sum of Rs. 49,54,000 was pending to 4,258 labours who had worked under the scheme for 5 months. The labours who had already been suffering from the drought felt dejected and lost the will to work under the scheme. With the no employment alternative left in the village, many migrated to the cities in search of work.

It was found during the project that one of the major reasons for such condition of the labours was due to lack of awareness. Hence, a meeting was organized in the village to inform the people of their rights and the benefits they would get through various schemes launched by the government.

Once informed, the community members actively participated in lobbying for their due rights. They presented their issues in front of the government officials on Tehsil Divas and demanded their due payment under MGNREGA. Furthermore, a block-level workshop was organized under the project on issues where all the members presented their situation to the administrative authorities.

As a result, a sum of Rs. 41,46,400 has been paid to the labours and only Rs. 8,07,600 is pending. The project became a platform for the labours to voice their opinion and demand their rights. With their new found knowledge about the government schemes, they formed a monitoring mechanism to ensure effective implementation of the schemes. All the members of the team pledged to meet their responsibilities. Furthermore it was decided that whenever any labour would work under MGNREGA only after seeking a written notice of the work.



## 8.2 Children from Scheduled Tribe community join School

### SUCCESS STORY: MADAWARA BLOCK OF LALITPUR DISTRICT

In Pisanari village of Madawara block, two Scheduled Tribe communities stayed on the outskirts of the village. The level of education in these communities was really low. This was due to the fact that even though the children in the community were registered in government schools in Pisanari, only 4 out of 48 enrolled were actually attending school. The discrimination was being done with the students.

Society for Pragati Bharat, a local partner of ActionAid was executing Drought Relief Assessment Project in the area. The issue was revealed during the survey for the project. The cluster coordinators of the project henceforth conducted regular meetings with the parents of these children in order to sensitize them about the importance of education. Consecutively, 45 children started attending schools in which they were registered.

A little effort from the side of the organization helped in making the future of these students bright and promising.

### 8.3 Chlorination of the Water Resources

#### SUCCESS STORY: MADHOGARH BLOCK OF JALAUN DISTRICT

Madhogarh block is located 56 Km. from the Jalaun district headquarter. Parmarth, a local partner of ActionAid started working in 54 villages of the block under the Eliminate Gaps in the Drought Relief Measures Project. During the assessment and meetings with community it was found that there was no any water source which has been chlorinated since last year in any of the project villages.

The team made them aware about the importance of safe drinking water and the communities realized that in the past many diseases which occurred might be due to the water. The concern was raised by the communities to Govt. officials in block level interface meetings. The BDO has instantly forwarded a letter to the P.H.C. for the same and ensured that all within 15 days all the water resources will be chlorinated. When the formed committees saw delay in it they again went to Medical Officer of P.H.C. with an application. He called the concern person and asks him for chlorination to be done in all the 54 villages within 7 days.

After 1-2 days the people started calling from the villages to the respective cluster coordinators that the chlorination is being done. Within 7 days all the water sources of 54 villages has been chlorinated. The people feel happy that from their effort community has become safe with water-borne and related diseases and realized until we ask for the things we will not get it.

## 8.4 Improved Condition of Anganwadi Centre

### SUCCESS STORY: MAHUA BLOCK OF BANDA DISTRICT

In Terah village of Mahua block in Banda district, the community members were unaware of their rights. They did not know much about the schemes launched by the government. Various officials took undue advantage of their lack of knowledge and hence the community could not effectively reap the benefits of the schemes.

During the survey which was conducted under the Assessment of Drought Relief project, the Cluster Coordinators questioned the members about various schemes such as Mid-Day Meal, Anganwadi Centre, HauslaPoshan Yojna, etc. Through the survey it was found that the anganwadi workers were not following the rules, no pregnant/lactating women or children were getting meals under HauslaPoshan Yojna and the centre was not even opening on time.

The volunteers first of all took the task of making the community aware about various schemes and then guided the members to form a village committee which can demand their rights from the authorities. The committee members realized that they can get their rights only if they fight for it united. As a result, 12 people were selected from the community to form the committee and they pledged to perform their duties.

The community members through the village committee started pressurizing the Anganwadi workers to let go of their corrupt ways and give them their due right. After continuous effort by the community members backed by the team from the organization, the workers finally started performing their duties.

The workers started providing women and children with nutritious meals and the centre started functioning on time. The community members were overjoyed not only because they got their due benefits but also because they fought and won for themselves. They realized the power of unity and decided to stay united and fight against any injustice. The village committee members continue to monitor the execution of various schemes so that all the people in the village benefit from various schemes launched by the government.

## 8.5 Ration for All - Increased Food Security

### SUCCESS STORY: MAHUA BLOCK OF BANDA DISTRICT

Almost 50% of the population in Paigambarpur village in Mahua block of Banda district was suffering from food shortage. The drought prevailing in the region had led to the shortage of food. However, lack of ration supply to all the families in the village worsened the condition. A total of 849 households name was in the NFSA List but only 405 families were actually receiving the ration. Due to the persistence of feudal domination in the village, most of the Dalit families were not provided with the Ration.

During the Drought Relief Project of ActionAid, volunteers from its partner organization surveyed the village. They found out about the issue while questioning the villagers about various indicators in the survey. When they probed in the matter they found out that the condition was due to the abusive behavior of the PDS shopkeeper and because of the lack of awareness among the villagers about their rights.

The volunteers, first of all, conducted meetings to inform the villagers about various schemes offered by the government as a part of the drought relief measures in the area. Furthermore, the volunteers invoked the villagers to fight for the cause together. After some initial resistance, all the villagers got together to pressurize the PDS shopkeeper to distribute ration to all the families.

The villagers were ready to take the issue to the block, tehsil and district level as well in case PDS shopkeeper didn't heed their demand. Owing to the joint action of the villagers and the support and backing provided by the organization, the PDS shopkeeper finally gave in.

As a result the number of families getting ration increased from 405 to 834. The entire village stood up for the rights of the Dalit community and together acted for the issue. The success of their joint effort inspired the villagers to stay together while fighting any issue and to not give up until the issue is resolved.

## 8.6 Appeal against Corruption: Villagers get their due ration

### SUCCESS STORY: KURARA BLOCK OF HAMIRPUR DISTRICT

Where the minds are aware, hearts are united and souls are determined, every goal is achievable. Villagers from Kutubpur in Kurara block of Hamirpur turned this statement into reality.

Kutubpur is a village with more than 400 household out of which 112 are Dalit and 70 are Muslim. Without many choices for livelihood, most of the villagers either work on small farms or as laborers under MGNREGA. This leaves them with meager income to support their family and earn their daily bread. Fair Price shops which supply ration at subsidized rate are equivalent to ambrosia for these villagers.

However, until recently, they could not reap the benefits of the Public Distribution System. In the month of September, the PDS shopkeeper for their village, sold the essential grains like wheat and rice allotted for their village at the block level in black.

ActionAid and UNICEF had been executing their drought relief project in the area through their partner Samarth Foundation. Through the project, the villagers were made aware of their rights. So, when they got to know about the unfair act of the PDS shopkeeper, they reported the issue to the District Supply Officer (DSO) with the help of our volunteers. When no action was taken, they took the case to the Additional District Magistrate (ADM) and then the District Magistrate (DM) so that they could look into the matter. After inspection of the complaint, the PDS shopkeeper was asked to distribute the ration to the villagers. After constant pressure from the villagers and the authorities, the PDS shopkeeper bought ration from market and distributed it among the villagers as per the government standards. All this while, our organization's volunteers constantly supported the villagers by regularly informing them about their rights, assisting in filings applications to authorities and monitoring the delivery of the ration.

Presently, the PDS shopkeeper is suspended, and the villagers are getting their ration which is distributed by the PDS shopkeeper of Pachkhura village.

## 8.7 Increased Profits through better Cropping Techniques

### EXISTING PRACTICES: SUMERPUR BLOCK OF HAMIPUR DISTRICT

Jagannath Srivas, a farmer from Sumerpur block of Hamirpur owned 3 acres of land. He would work on his field as well work as a labor to make ends meet for his family. The cost of chemical fertilizers used on the field would be so high that he would be left with no savings. The economic condition of the family kept on worsening day by day. Meanwhile, Parmarth, a partner of ActionAid, formed a water panchayat in his village under the Water Welfare Project of HUF.

During the monthly meetings of the committee, training was given to community member regarding various types of farming methods to improve cultivation. Jagannath Srivas learned about gardening, mixed cropping and organic farming.

As a result he adopted gardening of rows of different fruits including mango, guava, amla, lemon and pomegranate. Furthermore, he adopted mixed cropping for coriander, peas and onion cultivation. He was able to sell the coriander for Rs 3,000 and peas for Rs. 5,000. Presently, the onion is yet to be harvested but he is sure to sell them for around Rs.25,000.

Srivas used only cow urine and organic manure to cultivate all these crops. Through the training, he was able to reap best results for his cultivation. He and his family are overjoyed to have benefited from the present cultivation and expect to reap more benefits from different fruits they have gardened.

## 8.8 Food Security for All - Grain Banks: A Community Initiative

### EXISTING PRACTICES: KURARA BLOCK OF HAMIPUR DISTRICT

One can either sit and lament over problems or stand and find a solution to them. The Dalit and Muslim women in Kurara block of Bundelkhand decided to do the latter. They decided to fight the hunger prevailing in their area and ensure food security. For this, they found out a unique solution in the form of grain banks. Presently, 14 villages in Kurara have 15 grain banks named after Ambedkar, Gandhi, etc. to support the villagers during drought.

In the Khoraunj village of Kurara, the manager of the grain bank is Smt. Rani. She had taken the initiative of starting a grain bank in 2010 owing to the persistent drought and famine in the region leading to increased migration and unending debt. Women and children were most adversely affected due to this. She along with 10 other women saved food grains bit by bit to establish the grain bank. Each family contributed 20 kg of grain for this. Together they collected 2 quintal grain and started the working of the grain bank. These women set their own rules for the bank. Samarth Foundation, a local partner of ActionAid, realized the potential of this grain bank. ActionAid, therefore, supported 5 quintal food grains to the bank to take it to the next level. Their aim was to ensure that no family in the village would sleep hungry.

Entire management, maintenance and documentation of the bank are being done by Dalit and Muslim women. Names of the families in need of grain were noted and appropriate amount of grain was allotted to them based on the availability of grains in the bank. The grain bank is functional 24 hours a day and preference is given to disabled, widow, landless and the poor. If a family is unable to pay the debt, then the community together compensates for it.

The initiative reduced borrowing and debt in the area. In the present scenario, the bank has 21 quintal of food grain out of which 5 quintal is in circulation and rest 16 quintal is stored. The initiative has not only instilled self-confidence and self-esteem in the women but has also ensured a community level food security mechanism in the area.

## 8.9 Check-dam reduces water shortage: Water Conservation

### EXISTING PRACTICES: SUMERPUR BLOCK OF HAMIRPUR DISTRICT

On the outskirts of Chandpurwa village in Sumerpur block of Hamirpur district, there was a channel on which the government had constructed a Check-dam five years ago. However, it broke after the first rain itself. Following this, rain water would collect in this channel but would go as there was no way for it to be stored or harvested.

A social service organization, Parmarth, a local partner of ActionAid, in collaboration with Hindustan Unilever initiated water welfare project in the region. The condition of this check-dam was discovered by the organization in the Panchayat meeting following which a technical team was sent to inspect the situation. Soon the work of constructing a check-dam across this 2-kilometer long channel was started.

With the construction of check-dam the shortage of water in the area reduced. Even with less rainfall, the 2-kilometer channel got filled thrice. The water table in the region got recharged. The well belonging to Ashok Kushwaha is present near the dam. It got replenished and through it his crops and those of other living nearby were saved from getting destroyed in the drought. As a result the region got one quintal more produce as compared to other regions nearby. Furthermore the underground water level in the region did not decrease despite the heat.

Earlier, full power engine was required to irrigate the field in the area near the channel, despite deep boring. But now farmers could fetch waters for their fields using diesel pumping set. In other regions the underground water level is so low that no water can be fetched with full power electrical pumping.

The region now not only gets water for irrigation without any interruption but also the problem of drinking water has been solved to a great extent bringing relief to the community members. While the scorching heat left many hand-pumps dry in other regions, the hand pumps in this region discharge the same amount of water as in winter.

A small effort from the organization has proved to be a great aid for the villagers.



## 8.10 Increased Opportunities of Employment and Income

### EXISTING PRACTICES: SUMERPUR BLOCK OF HAMIPUR DISTRICT

Raja Babu, a farmer from Chandpurwa village of Sumerpur block was deep laden with the curse of poverty. With only one acre land to cultivate wheat on, he didn't have sufficient produce to feed his family for the entire year.

To worsen the condition, expensive chemical fertilizers increase the cost to such an extent that entire money earned from production was spent on cultivation. As a result, without any alternative source of income, economic crisis in his family kept on increasing.

Under the Water Welfare Project by Parmarth, a partner of ActionAid, employment was given to villagers in the form of water conservation activities. When Raja Babu got to know about this, he requested the Water Panchayat to assign him work under the project. He got to work for a week and gained some additional income for his family. Since then, Raja Babu gets some or the other work whenever any task is taken up under the project.

Not only this, while working under the project, he got to know about organic farming through trainings and adopted the techniques on his own farm. He prepared manure from cow dung and cow urine as a replacement of urea. It not only increased the produce in his farm but also reduced his cost to a great extent. While other farmers using chemical fertilizers generated only 4 quintals of produce, Raja Babu had a total of 6.5 quintal produce. The project provided him additional source of income, increased his produce and reduced his costs giving him and his family food security for the entire year.

## 9. Recommendations

### 9.1 Social and Economic Inclusion

- Given the fact that Bundelkhand has an extremely feudal culture embedded in discrimination towards Dalits, Tribals and Women, it is imperative to keep them as the epicenter of the package and design accordingly.
- Loan waiver and relief should be looked at from the perspective of women landless labour from excluded communities.
- The vulnerability of specific livelihood groups like the betel farmers and fisherfolk needs to be restored given the current scenario where their existing flimsy livelihood base has been usurped.
- The allocation of the package should be increased towards people centric sustainable employment generation activities other than investing on big projects which may further displace people or debar them from resources. More allocations should be made to programmes for people who have little or no assets such as land.

### 9.2 Food and Work Entitlements

- Activating and empowering mother committees of Anganwadi centres and concerned monitoring committees to ensure full functioning of Integrated Child Development Services (ICDS).
- Provisions should also be made for families that have migrated to ensure that they get the adequate nutrition for their families.
- Those migrating within Uttar Pradesh in search of job, there should be some provision that they can use NFSA card (compatibility of NFSA card) to other places which will ensure their food security.
- The Supreme Court has instructed State Governments to guarantee monthly food grain entitlements to all households, regardless of whether households fall under the category of priority or not as per the NFSA. It also waives off the

requirement of possessing a ration card to get monthly entitlement of food grains, any appropriate identification and proof of residence can substitute the ration card to access the food grains. Still there are many eligible people who are facing the problem of not getting Ration so providing ration should be ensured.

- Take support of higher academic institutions to design employment generating programs (Micro-Planning) in large numbers, in order to increase coverage under MGNREGA, and provide speedy payment of wages. It will benefit in Conservation of Water and provide livelihood options which will ultimately help to prevent Migration.

### 9.3 Agriculture and Livestock Support

- Adequate and timely provision of funds for agriculture and livestock.
- Make crop insurance mandatory and also institutional arrangements for timely payment of insurance premiums.
- Provide effective crop insurance and credit to majority of farmers including tenant farmers and non-loanee farmers and ensure proper implementation. There is need of some policies for agriculture Insurance to cover 100% coverage of the crops of all loanee and non loanee.
- Promotion of local and indigenous seeds and crops which are more resilient
- Bundelkhand has a variety of dry land crops and this need to be preserved. The current organic policy looks at high value brands. These need to be converted into people friendly practices and policies,
- The Government Order of Declaration of drought also included providing compensation of crop loss to eligible farmers but the tenant farmers and share cropper are not eligible to receive compensations for the crop loss, only the owner of the land is getting any type of compensation. So there should be some provision of providing compensation to tenant farmers and share cropper.
- The *Agriculture Policy* should be geared towards improvement of dry land farming; low input farming systems; soil and water conservation; promoting

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alternative low cost and water efficient irrigation systems; promotion of sustainable agriculture practices using indigenous seeds.

- There is need of fodder and nutritious diet for animals, there should be some provision for providing incentive to the farmers for sowing green fodder.

## 9.4 Water Resources

- Equitable distribution of water resources and prioritizing of domestic and irrigational needs of the people.
- The Water Policy should be clearly geared towards effective conservation and management of the existing water harvesting structures and towards making the best possible efforts for conserving rain water.
- The thrust should therefore be placed on repair, maintenance and effective management of the traditional water harvesting structures; development of water recharging capacities; prohibition of installing excessive ground water extraction technologies and promotion of surface water utility; provide greater emphasis on development and management of watersheds; focus on water equity which will ensure equal distribution of water for everyone.

## 9.5 Accountabilities of the State and Need of a Monitoring System

- Centre and state governments need to be proactive in quick assessment of onset of drought by improving their forecasting and technical machinery so that declaration and release of funds and following actions can be timely and efficient. Timelines for assessment and declaration and other actions have to be mandated as per Supreme Court orders.
- Regular monitoring and review of the implementation of schemes and programmes.
- As the government has implemented various schemes on regular basis for the benefits of affected communities but lack of uniformity has been observed, for effective implementation, some mechanism for assessment of measure

schemes at community level should be there.

- The Government has a number of committees at the district level. Participation of civil society organizations (CSOs) in these committees will help improve coordination between the government and civil society.
- In the long term there is need for mainstreaming frugal technology and making it accessible to people for ensuring rural livelihoods. All micro irrigation schemes of the Government of India (GoI) should be implemented in totality in Bundelkhand. Micro irrigation and drip irrigation projects should be implemented on a saturation basis.
- Rather than addressing the problems in a piecemeal fashion it is recommended that the micro participatory planning and monitoring processes are strengthened at the village level, in each village.
- Instead of the departments being asked to submit quick plans, a village based participatory planning process - defined in a given time with the leadership of Panchayat and mandated by the Gram Sabha, (supported by line departments) and specialist agencies should be undertaken.
- Strengthened and empowered marginalized community participation in a robust Gram Sabha will be the sole arbiter of the success of the package.

## 9.6 Policy Changes

- Based on the instruction of Supreme Court to Govt. of India to revise and update the Drought Management Manual on or before 31<sup>st</sup> Dec. 2016. We recommend that the State Disaster Management Plan for Drought should also be revised and updated as it is also outdated and several new developments and changes in climate have taken which has to be considered. Section 23 sub-section (5) of Disaster Management Act, 2005 also state that the State Plan shall be revised and updated annually.
- The Section 48 Sub-section 1 (a) and 1 (c) of Disaster Management Act, 2005 have provision of establishment of State Disaster Response Fund and State Disaster Mitigation Fund respectively but in the State of Uttar Pradesh the establishment of State Disaster Mitigation Fund did not happened till date.

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Based on the instruction of Supreme Court to Govt. of India for the establishment of National Disaster Mitigation Fund, we recommend that Govt. of Uttar Pradesh should also consider it.

- There should clearly be very strict implementation of the *Environmental Laws* all around and particularly where extractive industries are operating. The concept of commercial mining as a fuel for Bundelkhand's economic growth should be rechecked. Rural industrialization morphed to promote rural livelihoods and prevent migration should be encouraged.



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