



ISSN: 2456-0057

IJPNE 2016; 1(1): 151-155

© 2016 IJPESH

www.journalofsports.com

Received: 05-03-2016

Accepted: 10-04-2016

Arun Singh Rathore

Ph.D. Scholar, Centre for
Advanced Studies, Lakshmibai
National Institute of Physical
Education, Gwalior, Madhya
Pradesh, India

GD Ghai

Professor, Lakshmibai National
Institute of Physical Education,
Gwalior, Madhya Pradesh, India

Wilfred Vaz

Professor, Lakshmibai National
Institute of Physical Education,
Gwalior, Madhya Pradesh, India

Nibu R Krishna

Assistant Professor Lakshmibai
National Institute of Physical
Education, Gwalior, Madhya
Pradesh, India

Madan Singh Rathore

Assistant Professor, Lakshmibai
National Institute of Physical
Education, Gwalior, Madhya
Pradesh, India

Evaluating the Implementation and Impact of Panchayat Yuva Krida aur Khel Abhiyan (PYKKA): A study of infrastructure, training, and satisfaction among rural stakeholders

**Arun Singh Rathore, GD Ghai, Wilfred Vaz, Nibu R Krishna and Madan
Singh Rathore**

DOI: <https://www.doi.org/10.22271/journalofsport.2016.v1.i1b.3104>

Abstract

The Panchayat Yuva Krida aur Khel Abhiyan (PYKKA) was launched in 2008-09 by the Ministry of Youth Affairs and Sports (MYAS), Government of India, to develop sports infrastructure and promote a culture of physical activity in rural areas. This paper critically evaluates the extent to which the scheme achieved its objectives of infrastructure creation, training delivery, and stakeholder satisfaction across selected Indian states. Using data from Uttar Pradesh, Madhya Pradesh, and Rajasthan, the study draws on responses from 95 Kridashrees and 980 rural youths, employing descriptive statistics and inferential analysis to measure implementation outcomes. Findings reveal uneven infrastructure development, irregular training, and moderate satisfaction levels. The results suggest that while PYKKA succeeded in initiating grassroots sports engagement, its sustainability was undermined by weak supervision, limited funding, and inadequate capacity-building mechanisms. The paper concludes that long-term sports development requires integrating community ownership with continuous monitoring, adequate incentives for facilitators, and systematic training frameworks.

Keywords: PYKKA, sports infrastructure, rural development, training, satisfaction, policy evaluation

1. Introduction

The relationship between sports, community development, and public policy in India has grown increasingly complex over the past two decades. As a developing country with vast demographic diversity, India faces a dual challenge - achieving excellence in elite sports while ensuring equitable access to physical activity and recreation for all citizens. Historically, sports in India have been embedded in rural life through indigenous games such as kabaddi, kho-kho, and wrestling. However, modernization, lack of infrastructure, and limited institutional support have gradually marginalized these practices (Ajmer Singh et al., 2001)^[1].

The Government of India acknowledged the lack of attention given to sports in rural areas and responded with a series of actions to reintroduce sports into rural life, and launched the Panchayat Yuva Krida aur Khel Abhiyan (PYKKA) in 2008-09. PYKKA was a centrally sponsored scheme designed to provide basic sports infrastructure at the village and block levels and to organize structured competitions that could nurture sporting talent from the grassroots upward (Ministry of Youth Affairs & Sports [MYAS], 2009)^[12].

The scheme's mission statement emphasized "encouraging and promoting sports and games among rural youth by providing access to basic sports infrastructure and equipment at the panchayat level, and opportunities to participate in sports competitions at the block and district levels." PYKKA's design aligned with the National Sports Policy 2001, which sought to integrate physical education into school curricula and broaden the base of sports participation nationwide (Government of India, 2001)^[6].

1.1 Rationale for the Study

While PYKKA's conceptual framework was visionary, its practical outcomes varied across regions. Numerous evaluation reports (Planning Commission, 2005; Mission Directorate

Correspondence

Arun Singh Rathore

Ph.D. Scholar, Centre for
Advanced Studies, Lakshmibai
National Institute of Physical
Education, Gwalior, Madhya
Pradesh, India

PYKKA, 2012)^[14, 11] pointed to delays in infrastructure construction, inadequate coaching support, and inconsistent monitoring mechanisms. Despite the policy's focus on inclusion, rural participation remained uneven, particularly among women and marginalized groups (Bhartiya Stree Shakti, 2005)^[3].

Earlier research underlined that the success of any sports development policy depends not merely on the provision of physical facilities but on their effective utilization, supervision, and community acceptance (Green & Houlihan, 2005)^[8]. The current study builds upon this understanding by investigating three key dimensions of PYKKA's implementation:

1. **Infrastructure Development:** Examining whether facilities and equipment reached rural areas and were effectively used.
2. **Training and Competition:** Assessing the frequency and quality of training programs, coaching inputs, and competitive opportunities.
3. **Satisfaction Levels:** Analyzing the perceptions of kridashrees and youth toward the scheme's implementation and benefits.

1.2 Research Significance

The significance of this study lies in its focus on the *operational aspects* of grassroots sports policy - an area often overlooked in national-level analyses. As India planning toward more develop programs or schemes, revisiting PYKKA's strengths and weaknesses offers critical lessons for designing sustainable sports ecosystems. By capturing ground level feedback, this research contributes to both academic discourse and policy refinement.

2. Review of Related Literature

The review of related literature provides the theoretical and empirical foundation for assessing PYKKA's implementation. It is organized under three thematic dimensions - infrastructure, training, and satisfaction - each contextualized within India's broader sports policy landscape.

2.1 Infrastructure Development and Sports Policy

Infrastructure serves as the physical backbone of any sports development strategy. The National Sports Policy (2001) and subsequent Planning Commission reports (2005, 2013) emphasized the need to "create a network of basic sports facilities across rural and urban areas." Despite these directives, disparities in access persisted.

The Institute for Development of Backward Regions (2002) conducted a seminal study on the *National Coaching Scheme* and revealed that infrastructure investments often failed to translate into sustained sports activity due to lack of maintenance and technical support. Similarly, Basumatary (2006)^[2] found systemic inefficiencies in SAI's talent promotion schemes, where infrastructure remained underutilized because of limited local engagement and bureaucratic inertia.

International research corroborates these findings. Green and Houlihan (2005)^[8] argue that sports infrastructure alone cannot stimulate participation unless complemented by long-term coaching and community programs. They stress the importance of policy coherence - aligning central funding mechanisms with local administrative capacity. Likewise, Hylton and Bramham (2008)^[10] emphasize the concept of "social inclusion through sport," which views infrastructure not just as a physical asset but as a social space for interaction, empowerment, and identity formation.

In the Indian context, several scholars have linked rural infrastructure deficits to broader developmental inequities. Singh and Gill (2012)^[11] noted that 75% of India's youth live in rural areas, yet less than 30% have access to sports facilities. This imbalance weakens both talent identification and social integration. PYKKA, therefore, represented an important policy experiment to bridge this rural-urban gap.

2.2 Training, Coaching, and Competitive Opportunities

Effective training and competition structures transform physical resources into human potential. According to Deodhar et al. (2010)^[5], the success of any welfare scheme depends on how beneficiaries experience and perceive the quality of services. Applying this principle to sports, training becomes the bridge between policy intent and performance outcomes.

The Mission Directorate PYKKA Report (2012)^[11] identified training irregularities as one of the scheme's persistent weaknesses. Although the scheme envisioned regular block-level camps and competitions, many Kridashrees reported limited support from district authorities. In certain areas, training sessions occurred only once or twice annually, reducing the continuity needed to develop skills.

Research by Savarirajan (2012)^[18] on physical education teachers in Puducherry further highlighted how inadequate training infrastructure and minimal computer literacy hinder program execution. This technological gap limited access to performance analytics, data management, and communication with higher authorities. Similarly, Raja (2012)^[17] found that while rural youth showed positive attitudes toward sports, the absence of trained coaches and regular practice restricted their progress.

Globally, studies underscore the need for sustained coaching and structured competition. For example, Houlihan and Green (2011)^[9] observed that in the UK and Australia, decentralized training hubs and partnerships between schools and local councils increased both participation and retention rates. The lesson for India, therefore, is clear: infrastructure must be reinforced with continuous training and accessible coaching networks.

2.3 Stakeholder Satisfaction and Program Sustainability

Stakeholder satisfaction serves as a practical indicator of program performance. In the PYKKA framework, Kridashrees - local sports volunteers - were central to implementation. Their satisfaction levels directly influenced motivation and quality of delivery. However, studies revealed several concerns.

Mission Directorate (2012) reported delays in honorarium payments and lack of clear performance incentives for Kridashrees. These operational gaps often led to demotivation and attrition. Similar challenges were noted by the Planning Commission (2013), which criticized the absence of standardized evaluation tools for measuring local program satisfaction.

From an international perspective, Green (2006) and Houlihan (2010) assert that community sports initiatives succeed when facilitators observe themselves as valued contributors, not temporary workers. Volunteer recognition, training opportunities, and transparent communication enhance satisfaction and retention.

In India, Bhartiya Stree Shakti (2005)^[3] emphasized that participant satisfaction also depends on inclusivity and equity. Women, differently-abled youth, and marginalized groups often face exclusionary practices even within well-funded

programs. Hence, true satisfaction cannot be achieved unless access and representation are ensured.

2.4 Conceptual Framework

The Policy Implementation Theory (Pressman & Wildavsky, 1984) and the Sport Development Pyramid Model (Green, 2005) provide conceptual base for this study.

- Policy Implementation Theory explains how bureaucratic layers and resource allocation affect ground-level program outcomes.
- The Sport Development Pyramid Model conceptualizes how grassroots participation forms the base for elite sport, requiring strong foundations in infrastructure, training, and satisfaction.

PYKKA's structure reflects both frameworks - a centrally funded, locally implemented scheme aiming to transform mass participation into excellence. However, as the literature reveals, gaps in implementation weakened its expected impact.

2.5 Identified Research Gap

Although numerous reports and evaluations exist, few empirical studies have systematically examined the interlinkages between infrastructure, training, and satisfaction under PYKKA. Most earlier analyses either focused on policy design or on descriptive outcomes. This research fills that gap by empirically assessing how infrastructure and training quality influenced user satisfaction across three large northern states.

2.6 Summary of Literature Review

The review establishes that:

1. Sports infrastructure and training are essential yet insufficient conditions for grassroots development.
2. Implementation success depends on motivated facilitators, consistent funding, and cultural acceptance.
3. PYKKA represents a critical but transitional experiment in India's sports policy evolution.

3. Methodology

3.1 Research Design

The study adopted a descriptive-evaluative design to analyze the effectiveness of PYKKA in achieving its infrastructural, training, and satisfaction objectives. This approach was appropriate because the research sought to describe implementation realities as they existed, rather than manipulate or control variables (Best & Kahn, 2006).

The investigation integrated both quantitative and qualitative components. Quantitatively, structured questionnaires were administered to Kridashrees and rural youths. Qualitatively, open-ended feedback provided context to numerical trends, helping understand perceptions and operational challenges.

3.2 Population and Sampling

The population included all villages covered under PYKKA in Uttar Pradesh, Madhya Pradesh, and Rajasthan between 2013

and 2014. A multistage sampling design was employed:

1. **Stage 1 (District Selection):** 15% of districts were selected from each state, resulting in 24 total districts.
2. **Stage 2 (Village Selection):** 5 villages were randomly selected from each district using SPSS 23.0's random generator.
3. **Stage 3 (Respondent Selection)**
 - One Kridashree per village (n = 95 final respondents).
 - Ten rural youths aged 12-18 years from each village (n = 980 final respondents).

Non-response adjustments were made after excluding incomplete questionnaires.

3.3 Tools of Data Collection

Two questionnaires were developed: one for Kridashrees and one for rural youth. Both were based on PYKKA's mission objectives and expert consultation from the PYKKA Resource Centre, LNIPE Gwalior.

Constructs for Kridashree Questionnaire

1. Infrastructure development (10 items)
2. Training and competition (7 items)
3. Satisfaction and support (8 items)

Constructs for Youth Questionnaire

1. Access to infrastructure (9 items)
2. Training opportunities (6 items)
3. Experience and satisfaction (7 items)

A pilot study with 40 youths and 4 Kridashrees helped refine question wording. The final questionnaire was framed after ensuring the Construct validity, Content Validity and Face validity of the questionnaire.

3.4 Data Collection Procedure

Questionnaires were distributed personally by the researcher to ensure high response rates and authenticity. Respondents were briefed about the study's purpose and assured confidentiality. Data were recorded on printed forms and later digitized using Microsoft Excel and SPSS 23.0.

3.5 Statistical Techniques

Descriptive statistics (mean, percentage, and frequency) were used to summarize responses. Chi-square tests determined associations among variables such as infrastructure availability and satisfaction levels. Cross-tabulation identified state-wise differences. The level of significance was fixed at $p < 0.05$.

4. Results

The analysis focused on three key constructs i.e. Infrastructure Availability, Training and Competition Structure and, Satisfaction Levels across 95 Kridashrees and 980 rural youths from Uttar Pradesh, Madhya Pradesh, and Rajasthan. The data were analyzed using descriptive statistics and cross-tabulations in SPSS 23.0.

Table 1: Descriptive Statistics of Major Findings on Infrastructure Availability

Parameter	Adequate	Inadequate	Not Available	Remarks
Playground Availability	52%	30%	18%	Uneven distribution; urban-peripheral bias
Equipment Supply	48%	36%	16%	Delayed delivery, poor maintenance
Maintenance Mechanism	26%	41%	33%	Lack of monitoring, no repair funds

The table 1 reveal that infrastructural inconsistency: half of the villages had basic sports fields 52%, but fewer had functioning

maintenance systems 26%. Kridashrees frequently reported that equipment once supplied (48%) under PYKKA was later

lost, damaged, or stored due to lack of secure storage facilities.

Table 2: Descriptive Statistics of Major Findings on Training and Competition Structure

Parameter	Regular	Occasional	Never	Remarks
Training Sessions	18%	46%	36%	Most lacked qualified trainers
Block-Level Competitions	64%	24%	12%	Positive sign of basic engagement
District-Level Competitions	38%	33%	29%	Participation limited by cost and logistics

The table 2 shows that training emerged as the weakest operational link. Only 18% of respondents reported regular sessions, and many Kridashrees admitted to lacking technical

know-how. Yet, block-level competitions were more common, indicating enthusiasm despite weak structure.

Table 3: Descriptive Statistics of Major Findings on Satisfaction Levels

Stakeholder	Highly Satisfied	Moderately Satisfied	Dissatisfied	Key Reasons
Kridashrees	14%	49%	37%	Irregular honoraria, poor support
Youth	23%	44%	33%	Limited coaching, poor facilities

Table 3 reflects that kridashrees (and youth (moderately satisfied 49% and 44% respectively. Kridashrees expressed frustration over administrative delays and lack of communication from district authorities, while youths cited lack of coaching and gender segregation issues.

5. Discussion

The results underline PYKKA's dual legacy: a visionary idea hindered by uneven execution. While the scheme successfully planted the seeds of organized rural sport, structural and administrative constraints limited its long-term sustainability.

5.1 Infrastructure and Institutional Capacity

The finding that only about half of villages had functioning playgrounds underscores the persistent rural-urban sports divide. As noted by Green and Houlihan (2005) ^[8], policy intentions often falter at the implementation level when administrative capacity and local coordination are weak. PYKKA's top-down approach failed to ensure local accountability for maintenance.

The absence of maintenance budgets and irregular monitoring suggests a lack of institutional foresight. Infrastructure without managerial ownership is destined to deteriorate. Singh (2014) emphasized that rural sports programs must embed maintenance protocols within Panchayati Raj systems rather than depend solely on external supervision.

5.2 Training and Human Resource Constraints

Training and coaching emerged as the weakest component. This reflects a broader national issue: the shortage of certified coaches and physical education specialists in rural India (Basumatary, 2006; Savarirajan, 2012) ^[2, 18]. In many areas, Kridashrees were enthusiastic but lacked pedagogical tools. Without structured mentorship, even motivated volunteers cannot deliver sustained skill development.

In contrast, international models like *Australia's Active After-School Communities* (Houlihan & Green, 2011) ^[9] emphasize continuous training certification for community instructors. India can adopt similar decentralized models that blend volunteer enthusiasm with professional support through short-term workshops and digital coaching aids.

5.3 Satisfaction and Motivation

Moderate satisfaction levels reflect both achievement and fatigue. Kridashrees, who were supposed to act as PYKKA's grassroots pillars, expressed dissatisfaction due to delayed payments and unclear job roles - classic symptoms of weak incentive systems. According to Pressman and Wildavsky's

(1984) implementation theory, policy breakdowns often occur when field-level actors lack authority and recognition.

Youth participants, although appreciative of exposure opportunities, viewed competitions as isolated events rather than part of a larger developmental continuum. This highlights a cultural challenge: without continuous engagement, rural youth may not internalize sports as a lifestyle activity.

5.4 Gendered Participation and Cultural Barriers

Female participation remained limited, confirming Bhartiya Stree Shakti's (2005) ^[3] earlier findings about patriarchal constraints in rural sports. Lack of changing rooms, toilets, and female coaches perpetuated exclusion. True inclusivity demands infrastructural redesign - gender-segregated spaces, mentorship programs, and parent sensitization workshops to normalize female sports participation.

5.5 Policy Learning and Comparative Perspective

Comparatively, the PYKKA experience mirrors early stages of community sports evolution seen in other Commonwealth countries. The *UK's Active Communities* and *Australia's Sport for All* frameworks demonstrate how local partnerships between schools, municipalities, and volunteers sustain engagement (Hylton & Bramham, 2008) ^[10]. India's decentralized Panchayati Raj structure could play a similar coordinating role if empowered financially and administratively.

PYKKA's premature closure in 2014 and merger into the Rajiv Gandhi Khel Abhiyan (RGKA) indicates a learning curve. The transition from PYKKA to Rajiv Gandhi Khel Abhiyan represents an institutional shift from physical infrastructure provision to talent identification and monitoring, reflecting policy maturation (MYAS, 2014).

5.6 Broader Developmental Implications

Grassroots sports development should be viewed not as a one-time program but as a long-term socio-economic investment. Improved sports facilities contribute to health, social inclusion, and youth empowerment - all aligned with India's broader human development goals (Planning Commission, 2013).

The key policy lesson is that community ownership determines program longevity. When local schools, self-help groups, and panchayats co-manage facilities, sports activities become embedded in everyday life. PYKKA's future iterations must institutionalize such shared governance structures.

6. Conclusion and Recommendations

6.1 Conclusion

PYKKA laid the groundwork for rural sports infrastructure and introduced structured participation models at the village level. However, its implementation was hindered by inadequate monitoring, insufficient coaching support, and limited local empowerment. Despite these challenges, the program's symbolic value in reviving sports culture in rural India cannot be understated.

6.2 Recommendations

For Policymakers

1. Establish State Sports Implementation Units to monitor rural programs.
2. Provide annual maintenance funds linked to panchayat performance.
3. Ensure gender-inclusive infrastructure (toilets, lighting, female staff).
4. Institutionalize Kridashree training and reward mechanisms.

For Practitioners

1. Create school-community partnerships for year-round activity.
2. Use digital tools (apps, WhatsApp groups) for reporting and coordination.
3. Introduce district-level Sports Resource Centres for equipment sharing.

For Researchers

1. Conduct longitudinal studies on PYKKA's socio-cultural legacy.
2. Compare PYKKA villages with non-PYKKA ones to measure developmental differentials.
3. Explore intersections between sports, education, and local governance.

References

1. Ajmer Singh, Gill JS, Brar RS, Kaur S. Modern textbook of physical education, health and sports. Ludhiana: Kalyani Publishers; 2001.
2. Basumatary S. Critical evaluation of sports talent promotion schemes of Government of India [dissertation]. Gwalior: LNIPE; 2006.
3. Bhartiya Stree Shakti. A study on gender issues in sport in India. New Delhi: National Commission for Women; 2005.
4. Best JW, Kahn JV. Research in education. 10th ed. New Delhi: Pearson Education; 2006.
5. Deodhar SY, Mahandiratta S, Ramani KV, Mavalankar D, Ghosh S, Braganza V. An evaluation of the mid-day meal scheme. *Journal of Indian School of Political Economy*. 2010;22(1-4):33-48.
6. Government of India. National Sports Policy 2001. New Delhi: Ministry of Youth Affairs and Sports; 2001.
7. Green M. Integrating macro- and meso-level approaches: A comparative analysis of elite sport development in Australia, Canada, and the UK. *European Sport Management Quarterly*. 2005;5(2):143-166.
8. Green M, Houlihan B. Elite sport development: Policy learning and political priorities. London: Routledge; 2005.
9. Houlihan B, Green M. Comparative elite sport development: Systems, structures and public policy. London: Routledge; 2011.
10. Hylton K, Bramham P. Sports development: Policy, process and practice. London: Routledge; 2008.
11. Mission Directorate PYKKA. Report on implementation

of Panchayat Yuva Krida Aur Khel Abhiyan (2008-2012). New Delhi: Ministry of Youth Affairs & Sports, Government of India; 2012.

12. Ministry of Youth Affairs & Sports (MYAS). Operational guidelines for Panchayat Yuva Krida Aur Khel Abhiyan. New Delhi: Government of India; 2009.
13. Nunnally JC. Psychometric theory. 2nd ed. New York: McGraw-Hill; 1978.
14. Planning Commission. Evaluation/Impact assessment of rural sports programme. New Delhi: Government of India; 2005.
15. Planning Commission. Twelfth five-year plan (2012-2017): Faster, more inclusive and sustainable growth. New Delhi: Government of India; 2013.
16. Pressman JL, Wildavsky A. Implementation: How great expectations in Washington are dashed in Oakland. Berkeley: University of California Press; 1984.
17. Raja SC. Attitude towards sports of rural living peoples: A survey. *Asian Journal of Physical Education and Computer Science in Sports*. 2012;7(1):31-33.
18. Savarirajan R. Analysis of current status of computer literacy and its application used by physical education teachers. *Asian Journal of Physical Education and Computer Science in Sports*. 2012;7(1):36-40.
19. Singh R. Grassroots sports development in India: Challenges and opportunities. *Indian Journal of Sports Studies*. 2014;8(2):45-57.