

CHAPTER-XVIII

RURAL DEVELOPMENT

Rural Development is the prioritised objective of development planning for every state in India. In Assam 87 per cent of the total population live in rural areas of the state and most of them are found poverty ridden and economically backward. The State Government has been giving special thrust for elimination of rural poverty as well as for upliftment of economic condition of people in rural areas. To achieve the objectives, State Government has been implementing various poverty alleviation programmes/schemes undertaken by the Government of India and the responsibilities of implementation of these programmes/schemes have been entrusted on the Panchayat and Rural Development Department of the State.

The Directorate of Panchayat and Rural Development, Assam has been upgraded to Commissionerate of Panchayat & Rural Development wef 1.2.2009. The Commissionerate of Panchayat and Rural Development, Assam, has two wings-Panchayat Wing and Rural Development Wing. Both the wings have been implementing various State and Centrally sponsored programmes through the network of 27 DRDAs, 21 Zilla Parishads, 219 Community Development Blocks, 188 Anchalik Panchayats and 2202 Gaon Panchayat (after delimitation). There is no Panchayati Raj System in the 6th Scheduled districts of Assam. All the programmes under the Rural Development sector are covered under Centrally Sponsored Scheme besides some State specific schemes.

The present objectives of the schemes under Rural Development sector is poverty alleviation by providing self employment to the people living below poverty line as defined by the Planning Commission from time to time and providing dwelling houses for the houseless BPL families. Rural development also provides guaranteed 100 days wage employment and creating durable assets.

Panchayati Raj Institutions (PRI)

As per provision of Assam Panchayat Act'1994, there are three tier system of Panchayats viz., Zilla Parishad at the District level, Anchalik Panchayat at the intermediate level and Gaon Panchayat at the village level. 29 State subjects have already been transferred to the PRIs and activity mapping has been notified in respect of 23 subjects of 17 departments for empowering the PRIs. However, the execution of work has not yet started as per activity mapping other than the schemes executed through Panchayat and Rural Development Department.

Implementation of Schemes under Panchayat Sector During 2009-10

The Panchayat wing basically implementing the following programmes/schemes-

- National Social Assistance Programme (NSAP)
- Construction of office building
- District Development Plan
- Backward Region Grant Fund (BRGF).

National Social Assistance Programme (NSAP)

The National Social Assistance Programme has got the following three components.

- a) Indira Gandhi National Old Age Pension Scheme (IGNOAPS).
- b) National Family Benefit Scheme (NFBS).
- c) Annapurna.

As per decision of the Govt. of India, steps have been taken for providing pension to the widows of BPL families of the age group 40 to 64 years and for BPL persons with severe or multiple disabilities between 18-64 age group from the year 2009-10. These schemes are in addition to the existing IGNOAPS for BPL persons of 65 years and above. All the above schemes are covered under NSAP and funded by Govt. of India under Additional Central Assistance (ACA) of Govt. of India.

The Govt. of India under IGNOAPS provides @ ` 200 per pensioner per month and Govt. of Assam provides ` 50 per pensioner per month as Minimum Mandatory Provision (MMP).

During the year 2007-08 the total allocation was ` 15466.42 lakh out of which ` 15466.42lakh was released by the State Govt. under ACA and ` 4000.00 lakh was released by the State Govt. as MMP for NOAPS. The numbers of beneficiaries were 6.29 lakh numbers, 9636 numbers and 26440 numbers under IGNOAPS (Indira Gandhi National Old Age Pension Scheme), NFBS and Annapurna scheme respectively after utilisation of the fund. In the year 2008-09, total fund utilised was ` 16504.78 lakh and the number of beneficiaries were-

629994 numbers under IGNOAPS (Indira Gandhi National Old Age Pension Scheme)

9636 numbers under NFBS (National Family Benefit Scheme) and

26440 numbers under Annapurna.

For the year 2009-10, the total allocation was ` 18366.00. The target for newly introduced pension scheme named as Indira Gandhi National Widow Pension Scheme (IGWPS) has been fixed at 2.02 lakh numbers and target for Indira Gandhi National Disable Pension Scheme (IGNDPS) has been fixed at 86896 numbers for the year 2009-10 but no achievement could be made due to non release of fund. Under IGNOAPS 598965 pensioners were benefited @ ` 200.00 per month and 17983 beneficiaries received a one time assistance of ` 10,000.00 under NFBS. From the year 2009-10 the fund for the two hill districts was directly released by the Hill Area Development Department.

District Development Plan

The District Development Plans are implemented through the Zilla Parishad since 2007-08. During the year 2007-08, an amount of ` 1000.00 lakh was allocated for the State including the urban and rural areas. But, actual expenditure by 21 Zilla Parishads was ` 9650.00 lakh.

During the year 2008-09 the total allocation was ` 10010.00 lakh of which the entire fund was released. But due to a case sub-judiced in the Hon'ble Gauhati High Court an amount of ` 1360.00 lakh could not be utilised by the district of Barpeta and Karimganj. The remaining fund has been utilised by the respective Zilla Parishads. For the year 2009-10, an amount of ` 12500.00 lakh has been allocated under the District Development Plan.

Backward Region Grant Fund (BRGF)

Eleven districts of Assam viz. Kokrajhar, Bongaigaon, Goalpara, Lakhimpur, Dhemaji, Cachar, Hailakandi, Morigaon, Barpeta, Karbi Anglong and Dima Hasao have been selected by the Government of India (GOI) for implementation of Backward Region Grant Fund (BRGF) for infrastructural development of the critical gap areas. For this purpose an amount of ` 7027.27 lakh was released by the GOI during the year 2007-08 and the fund has been utilised upto 2008-09. For the year 2008-09 the allocation was ` 16500.00 lakh. But no fund has been released during the year.

Chief Minister's Assam Bikash Yojana

Under this scheme the interested BPL families of the rural area are provided with Rickshaw or Goods Carrier. The fund was released to meet the target to provide Rickshaws of 2566 numbers and 3534 number of Goods carrier designed by IIT Guwahati. The work could not be completed during 2009-10 and has been continued upto 2010-11.

Achievement of SIRD

During the year 2009-10, as many as 83,000 PRI members and officials connected with different Rural Development schemes were trained by the State Institute of Rural Development under the Study Tour and Exposure visit scheme. Apart from this, 10,000 beneficiaries were also trained under Skill Development and Employment Generation Scheme for their self employment and 20,000 beneficiaries received training under Chief Minister's Jeevan Jyoti Swa-Niyojan Yojana.

Rural Development Wing

The Rural Development Wing of the Commissionerate implements all the poverty alleviation programmes sponsored by the Government of India and other state rural development programmes relating to upliftment of quality of life of the rural people. While implementing the schemes under Rural Development, special attention has been given for upliftment of the socially backward communities like Scheduled Caste (SCs) and Scheduled Tribes (STs). Hence, 50 percent of the total target under SGSY is meant for SC and ST and 60 percent of the allocation under IAY is recommended to SCs and STs.

Moreover, as per recommendation of the Sachar Committee for minorities, special provision of 15 percent in rural development programmes has been made for the welfare of the religious minority communities since 2006-07.

In addition to the above, three (3) percent of the total target is kept reserved for the disables in all the developmental programmes.

Implementation of Schemes under Rural Development Sector During 2009-10:

Swarnajayanti Gram Swarozgar Yojana (SGSY)

Till the end of the year 2009-10 a total of 208212 SHGs were formed in the state of which 135123 were women SHGs. Since inception to till the end of the year 2009-10, 65360 numbers of eligible SHGs has taken up Economic activities with bank loan and subsidy. During the year 2009-10, 13673 numbers of SHGs covering 153268 members received bank loan with subsidy. Apart from this, 11455 individual swarozgaries received bank loan and subsidy for taking up sustainable income generating activities for their livelihood. It is proposed to modify this programme as National Rural Livelihood Mission to cover at least one member of each BPL family and necessary work for this purpose is in progress. The achievement under this programme during the year 2009-10 was 10 percent more than that of 2008-09.

Indira Awas Yojana (IAY)

Indira Awas Yojana has been implemented for providing dwelling houses to the houseless and shelter less people living below poverty line in rural areas. A permanent wait list has been prepared in 2007 from which all the IAY beneficiaries are selected. During the year 2009-10, 181162 houses were constructed against the target of 240446 houses. This achievement is 64 percent more than that of previous year. Of the total houses 60 percent were allotted to the SC and ST beneficiaries and 15 percent is allotted to the minority communities as per direction of the Central Government. During 2009-10, as many as, 102880

numbers of houses were allotted to SC and ST beneficiaries and 29807 houses were allotted to the minority communities. The poor achievement of the target during the year was due to delay in receipt of additional fund with additional target from the Govt. of India.

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)

MGNREGA has been implemented since February 2006 in 7 districts of Assam as the first phase districts. During the year 2008-09 all the 27 districts of Assam were covered under the programme. The objective of this programme is to provide 100 days employment to the job card holders in a financial year. During the period 2006-07 to 2009-10, total job cards holders in the State were 36.12 lakh (cumulative total) out of which SC/ST job card holders were 9.82 lakh (27 percent). As many as 21.52 lakh job card holders demanded employment during the year of which 18.74 lakh (87 percent) were provided with employment. As the programme is a demand driven one, hence no physical target is fixed for the year. However, 1.77 lakh job card holders were provided 100 days employment during the year. Out of the total 748.78 lakh person-days generated during the year, person-days worked generated by women were 203.71 lakh. Average days of employment provided to job card holders was 34. Out of the 17097 different categories of works 7135 number of works has been completed during the year and 9962 number of works was in progress at the end of the year.

Integrated Wasteland Development Programme (IWDP)/HARIYALI:

The objective of this programme is to develop the top soil of the degraded and wasteland for making feasible for agricultural production. Till the end of the year 2008-09, 135 number of projects out of the total 149 sanctioned projects were completed and on implementation throughout the State. At present implementation of this programme is entrusted with the Soil Conservation Department.

On-Line Monitoring System

To bring more transparency in implementation of the programmes/schemes and proper utilization of Govt. fund, on-line monitoring system at all levels of Administration like Block, District, State and Central Govt. level has been introduced. Moreover, the Centrally Sponsored Schemes are monitored through on-line reporting system. The MIS software has also been introduced for monitoring the MGNREGA and IAY schemes. Over and above, Block level, District level and State level Vigilance and Monitoring Committees have been constituted for monitoring and reviewing the performance.

Provision for Women

To boost women participation in self employment 40 percent of the total target is fixed for women beneficiaries under SGSY. Provision has also been made for women to get the benefit of wage equivalent to men. Under MGNREGA there is provision for providing facilities for keeping the children of working women at the work sites. Target of mandays has been fixed for women at 30 percent under MGNREGA. Under IAY also provision has been made for allocating the houses to the females on priority basis and joint preference for male and female is giving 40 percent.

Physical and Financial Achievements During 2009-10

Physical and financial achievements during the financial year 2009-10 may be evident from the Tables below:

TABLE-18.1
FINANCIAL ACHIEVEMENT DURING 2009-10

(Rupees in lakh)

Sector	Total Budget allocation	Total amount sanctioned	Total amount released	Total amount utilised
R.D. Sector				
Plan Budget	35677.00	32603.03	32603.03	32603.03
Non-Plan Budget	5993.24	4886.97	4886.97	4886.97
Panchayat Sector				
Plan Budget	49205.00	38483.00	38483.00	38483.00
Non-Plan Budget	5245.34	4419.83	4419.83	4419.83

Source: Commissionerate of Panchayat & Rural Development, Assam

TABLE-18.2
STATEMENT SHOWING THE STATE PLAN ALLOCATION AND EXPENDITURE WITH PHYSICAL TARGET AND ACHIEVEMENT 2009-10

Sl. No.	Name of the Scheme/ Programme	Financial Achievements		Physical Achievements	
		Annual Plan Outlay (2009-10) (Rs. in lakh)	Expenditure incurred upto 31.3.2010 (Rs. in lakh)	Target	Achievement
1.	SGSY	3234.81	2476.11	a. 9465 SHGs covering 94654 beneficiaries b. 16433 no. of individual beneficiaries	a. 13673 SHGs covering 153268 beneficiaries b. 11455 no. of individual beneficiaries
2.	IAY	8103.51	8103.51	240446 houses	181162 houses
3.	SGRY	7912.72	7912.72	Utilised in MGNREGA	
4.	MGNREGA	8823.96	8823.96	No target	Generated 735.17 lakh mandays
5.	DRDA Admn.	425	166.99	--	--
6.	IWDP/Hariyali	877.00	619.74	--	--
7.	SIRD	900.00	900.00	--	--
8.	Assam Bikash Yojana	1000.00	1000.00	Rickshaw - 2566 Goods Carrier- 3534	Work under progress
9.	Development of infrastructure for training at Jorhat and Guwahati.	300.00	300.00	No. of centre-2	2 (Two)
10.	Interest subsidy for women SHG	200.00	200.00	No. of SHG-10,000	10,000 nos.
11.	CMs Jeevan Jyoti Swaniyajon Yojana (SIRD)	2000.00	2000.00	--	--
12.	Study tour-exposer visit of farmer	100.00	100.00	--	--

Sl. No.	Name of the Scheme/ Programme	Financial Achievements		Physical Achievements	
		Annual Plan Outlay (2009-10) (Rs. in lakh)	Expenditure incurred upto 31.3.2010 (Rs. in lakh)	Target	Achievement
13.	NSAP (ACA)	18366.00	15825.00	--	--
14.	NSAP (MMP)	1500.00	1500.00	--	--
	(a) IGNOAPS	--	--	5,98,965 (no. of beneficiaries)	5,98,965 (no. of beneficiaries)
	(b) NFBS	--	--	20,000 (no. of beneficiaries)	17,983 (no. of beneficiaries)
	(c) Annapurna			26,640	Rice allotted
	(d) IGNWPS	--	--	2,01,557 nos.	Nil
	(e) IGNDPS	--	--	86,889 nos.	Nil
15.	District Development Plan (DDP)	12500.00	12500.00	--	--
16.	BRGF	16819.00	8658.00	--	--

Note: The plan outlays as shown above are inclusive of Supplementary demand.

TABLE-18.3

FUND RECEIVED FROM GOVT. OF INDIA DURING 2009-10 AS CENTRAL SHARE AGAINST THE CENTRALLY SPONSORED PROGRAMMES

(Rupees in lakh)

Sl. No.	Programme	Central allocation	Fund received	Remarks
1.	SGSY	14740.00	17734.34	Additional fund received
2.	IAY	64914.87	66650.97	Additional fund received
3.	MGNREGA	-	77888.50	--
4.	DRDA Admn.	-	1984.52	--
5.	IWDP/Hariyali	-	2151.52	--
6.	NSAP (ACA)	20202.00	15825.00	It is earmarked scheme of Govt. of India funded under ACA and drawn against state budget already shown in the previous statement.

Model Village Scheme

The Hon'ble Chief Minister of Assam in his budget speech for 2009-10 announced to convert one village in each district to a model village. The proposed Model village will have the following amenities-

- Drinking water facilities with tape water.
- At least one primary school with playground.
- Road connectivity with main road from the village and internal roads.
- Extension of electricity to all villagers with strengthening the transformer.
- One community hall with sitting arrangement and public addressing system.
- Sports facilities for the children and the youth of the village.
- Other amenities if required will be fulfilled from other funds of the Department.

A sum of rupees one crore has been estimated for each model village. Thus, a sum of ` 27.00 crore has been proposed under model village scheme during the year 2010-11.