CHAPTER – IV
RURAL DEVELOPMENT SCENE OF GUJARAT

I – Introduction:

According to the final results of Population Census 2001, the population of Gujarat is reported at 5.07 crore. The decadal growth rate has increased from 21.19 (1981-91) to 22.66 (1991-2001). The population of Scheduled Castes and Scheduled Tribes in the State have been reported at 35.93 lakh (7.09 percent) and 74.81 lakh (14.76 percent) respectively.

The literacy rate in the State (excluding children in the age group 0-6 years) has increased from 61.29 percent in 1991 to 69.14 percent in 2001. The density of Gujarat has increased to 258 persons per sq.km, with 37.36 percent population of Gujarat residing in urban areas and sex ratio was 920 in 2001. Classification of population by economic activity according to final results of 2001 Census reveals that out of the total population of 506.71 lakh in the state, 170.25 lakh were main workers, 42.31 lakh were marginal workers and 294.15 lakh were non-workers. Thus main workers constitute about 33.60 percent of the total population and marginal workers constitute about 8.35 percent of the total population of the state.

The State had been allotted a target of 10.2 percent growth rate for the Tenth Five Year Plan (2002-07) as against 8 percent growth rate of the national level. The State economy has recorded an annual average growth rate of 10.4 percent for the entire plan period (2002-2007). Gross State Domestic Product (GSDP) at factor cost at constant (1999-2000) prices in 2006-07 has been estimated at Rs 185802 crore as against Rs 170200 crore in 2005-06, registering a growth of
9.17 percent during the year. At current prices, GSDP at factor cost in 2006-07 has been estimated at Rs 254533 crore as against Rs.219780 crore in 2005-06, showing an increase of 15.81 percent during the year. The share of Gujarat State for the year 2006-07 at current prices and at constant (1999-2000) prices in Gross Domestic Product at all India level works out to 6.7 percent and 6.5 percent. The per capita income at constant (1999- 2000) prices has been estimated at Rs. 27027 in 2006-07 which is higher than national average of Rs. 22553 as against Rs. 25487 in 2005-06, registering an increase of 6.04 percent over the previous year, where as the per capita income at current prices has been estimated at Rs. 37532 in 2006-07 which is higher than the national average of Rs. 29642 as against Rs. 32991 in 2005-06, registering an increase of 13.76 percent over the previous year.

Gujarat has continued to witness impressive industrial development. The state has received acknowledgments of 8501 Industrial Entrepreneurs Memorandum (IEM) filed by entrepreneurs till August 2007 with an estimated investment of Rs. 431890 crore. The cumulative number of registered Small Scale Industries units have crossed the figure of 3.12 lakh at the end of September-2006. Board of Approval (BOA) in Ministry of Commerce and Industries (MOCI), New Delhi has accorded approvals to 51 SEZs in Gujarat at the end of November-2007. The total investment by SEZs developers is around Rs. 244855 crore.

With this economically progressive background the present chapter is an attempt to review the Rural Development scenario in the State of Gujarat. This chapter is devoted for with special focus of Gujarat. There is a review of functioning of major actors at state level i.e. Commissionerate of Rural Development, Development Commissionerate and Department of Panchayati Raj Rural Housing and Rural Development. It gives an analytical assessment of schemes and programmes implemented by Central as well as State level in Gujarat. An attempt has been made to analyze the broad performance and issues emerging out of the present status of Rural Development in Gujarat.
II – Commissionerate of Rural Development:

Office of the Commissioner of Rural Development is functioning as state level implementing agency of Ministry of Rural Development. This office is a part of the Panchayat, Rural Housing and Commissionerate of Rural Development. The CRD implements schemes for generation of self employment and wage employment, provision of housing and minor irrigation assets to rural poor, social assistance to the destitute and rural roads. Apart from this, the CRD also provides support services and other quality inputs such as assistance for strengthening District Rural Development Agency (DRDA) Administration, Panchayat Raj Institutions (PRI), training and Research, human resource development, development of voluntary action, etc., for the proper implementation of the programmes.

The wing is headed by the jointly held position of Commissioner and Secretary, and is supported by sectoral officers (Assistant Development Officers). In order that the programme implementation reflects the need and aspirations of the local people, the Panchayati Raj Institutions are considered to be an important tool for the implementation of the Programmes of the CRD.

In its efforts towards poverty reduction, the Commissionerate of Rural Development has developed several special initiatives with considerable interventions under its various schemes. The primary objective of these initiatives has been to develop income generating activities so that families living below the poverty line can earn livelihood in a sustainable manner. The special initiatives, with the support of high technical inputs aim at creating and developing these enterprises to the extent that they are at par with the best in the country, and not simply at the level of cottage industries.
The common objectives underlying all the special initiatives have been to:

- Ensure maximum coverage of families living below the poverty line in an assured manner
- Provide the best possible technology that can be maintained and utilized by the poor with local resources
- Hand-hold the beneficiaries on a medium-term basis so that the initiatives are self-sustainable
- Provide forward and backward linkages for sustainability of the new enterprises; and
- Provide training, capacity-building and skill upgradation.

The Department is headed by Commissioner & Principal Secretary who looks after overall programmes as head of the office. Immediate after Commissioner & Principal Secretary there are programme specific heads.

Total Sanitation Campaign is headed by Project Director - APCCF (CCDU TSC Cell) who is IFA level officer who functions as programme level head.

Addl.Commissioner (NREGA) is overall in charge of implementation of NREGA in the state of Gujarat who is IAS cadre officer. He coordinates with district headquarters as far as implementation of NREGA is concerned.

Self employment wing is headed Addl. Commissioner (SGSY, Sakhi Mandal) who looks after implementation and monitoring of SGSY as well as State Government scheme Sakhi Mandal. He is involved in formation of SHGs, developing entrepreneurship amongst SHG members, forward as well as backward linkages, marketing linkages etc.
Centrally sponsored Housing scheme Indira Awas Yojana is also headed by Addl. Commissioner (IAY,Co-Ord) who is IAS level officer. He looks after overall implementation and coordination of IAY i.e. from identifying the beneficiaries to providing assistance to monitoring and evaluation.

Watershed programme is being handled by Chief Conservator of Forest (Watershed) who is an IFS cadre officer generally on deputation from forest department. He looks after implementation of watershed programme in the state.

Dy.Commissioner (ADM,MEDIA) looks after general administration who is an additional collector rank officer from Gujarat State Administrative services.

Joint Director (Moni) looks after monitoring of all the activities of the office. He deals with all the data its collection, maintenance and publication. He is generally a senior officer with statistic background from bureau of economics and statistics. He looks after the whole affair of BPL census.

A class one account officer and his team looks after the affairs of accounts and budget of the department.

All these officers reports to Commissioner & Principal Secretary and these officers are assisted by other officers like Asst.Commissioner (IAY,Training), A/O (Class-II), Chitnis (SGSY,SM), Chitnis (ADM,Co-Ordination), Chitnis (IAY,AABY,GGY), Chitnis (MGNREGA), Chitnis EST,Vigilance, Deputy Exec. Engg.(MGNREGA). The organizational chart of this department is as follows:
Figure No – 4.1 Organizational Chart Commissionerate of Rural Development Gujarat
A wide spectrum of development programmes to effect change in the rural areas are implemented by the Commissionerate of Rural Development. These programmes are aimed at poverty reduction, employment generation, infrastructure development and social security. Over the years, the programmes have been modified and new programmes have been launched in order to better respond to the needs of the rural poor. Office of the Commissioner of Rural Development is basically responsible for implementing the schemes of central government that too specifically the schemes of Ministry of Rural Development. But Gujarat has initiated its own schemes the schemes can be categorized as follows:

**Centrally Sponsored Schemes**

**SWARNAJAYANTI GRAM SWAROJGAR YOJANA:**

Swarnjayanti Gram Swarojgar Yojana is centrally sponsored which came into effect from 01/04/1999. The Scheme basically emphasizes on self-employment. It covers all aspect of self-employment like capacity building, subsidy, infrastructure facility, credit, skill upgradation, insurance and marketing. BPL/APL of 80:20 of rural poor are the target group.

During the year 2009-10, an expenditure of Rs.62.12 crore was incurred and 42633 Swarojgars were covered, while in the year 2010-11 (April-October-2010), an expenditure of Rs.33.85 crore has been incurred and 28907 swarojgars are covered under this programme.

**NATIONAL RURAL EMPLOYMENT GUARANTEE ACT (NREGA):**

NREGA Launched on 2nd February 2006 as a momentous initiative towards pro-poor growth. For the first time, rural communities have been given not just a development programme but also a regime of rights. The National Rural
Employment Guarantee Act, 2005 (NREGA) guarantees 100 days of employment in a financial year to any rural household whose adult members are willing to do unskilled manual work. This work guarantee also serve other objectives: generating productive assets and skills thereby boosting the rural economy, protecting the environment, empowering rural women, reducing rural urban migration and fostering social equity, among others. The Act offers an opportunity to strengthen our democratic processes by entrusting principle role to Panchayats at all levels in its implementation and promises transparency through involvement of community at planning and monitoring stages.

During the year 2010-11(upto December,2010) about 39.26 lakh job cards have been issued and 285.73 lakhs mandays of employment have been generated and Rs. 385.75 crore of expenditure under this scheme has been incurred up to December, 2010.

**INDIRA AWAS YOJANA:**

It is a core program for providing houses to the rural poor living below the poverty line and houseless beneficiaries. The program is particularly targeted at households of Scheduled Castes and Scheduled Tribes and the free bonded laborers. The unit cost for building the houses is Rs. 43,000 (Rs. 36,000/- in cash and Rs. 7,000 beneficiary labour fund). The unit cost of upgradation of houses is Rs 12,500/- Contractors are banned for this program. Under the IAY scheme, the beneficiaries construct their houses themselves. Beneficiary should have his or her own land.

Under this scheme, during the year 2009-10, an expenditure of Rs.567.95 crore was incurred for the construction of 166760 houses, while in the year 2010-11 (April- October-2010), an expenditure of Rs.273.02 crore has been incurred and the construction of 36920 houses have been completed.
WATERSHED DEVELOPMENT PROGRAMME:

It aims at increasing soil and moisture conservation and productivity of the degraded land, and thereby increases the income of people. The programs seek to promote the overall development of the project area while maintaining a special focus on the weaker sections.

The expected outcomes of this program are as follows:

- The income of the families living in the watershed area doubles
- Reduction in infant mortality rate by less than 50%
- Increase in school enrolment by at least 50%
- Availability of clean drinking water to every family
- Increase in land and water productivity by at least 25%

Prior to the implementation of the watershed programs, the village dwellers have to ensure:

- Encroachments on the gaucher land are cleared
- 100% enrolment of children in schools
- 50% participation of women for all village-level decision making
- Convergence of all other schemes at the gram sabha level
- Conflict resolution at gram sabha level
- 100% immunization of children

Up to October, 2010, 2900 projects have been completed and 19.65 lakh hectares of area have been treated under the programme. There is provision of Rs.6000 per hectare for the treatment in the watershed programme. An amount of Rs.239.72 crore has been spent during the year 2009-10, under this programme. While in the year 2010-11 (April-October-2010), an expenditure of Rs.89.78 crore has been incurred.
TOTAL SANITATION CAMPAIGN:

Total Sanitation Campaign is being implemented with participatory, demand driven and gender sensitive approach with following objectives:

- To generate awareness on the importance about need for construction of household toilets, community sanitation complexes, school sanitation complexes, safe disposal of sewage water and solid waste resulting into improved living standards.
- To create a sense of ownership and responsibility within the community towards sanitation facilities.
- To encourage active participation for creation of sanitation assets and its sustainable maintenance and use
- To encourage the construction and use of toilets by all rural families so as to eliminate open defecation.
- To provide sanitary complexes to all schools and crèches.
- To reduce child mortality rate through the reduction in diseases arising out of unsanitary conditions.

Under the Rural Sanitation Programme, the Government has adopted a policy to construct low-cost latrines. From the year 2005-06, the Government has decided to implement centrally sponsored Total Sanitation Campaign (TSC) in all the districts. During the year 2009-10, Rs.69.86 crore expenditure has been incurred. About 301149 household latrine for BPL families, 817 school sanitation complexes, 1067 balawadi-anganwadi sanitation units and 117 community latrines have been constructed. During the year 2010-11 (April-October-2010) an expenditure of Rs.19.38 crore has been incurred. About 82650 household latrine for BPL families, 278 school sanitation complexes, 711 balawadi-anganwadi sanitation units and 43 community latrines have been constructed.
State Sponsored Schemes

GOKUL GRAM YOJANA:

Gokul Gram Yojana popularly known as GGY is being implemented with the following objectives:

- Villages with clean environment, beautiful surrounding and having basic amenities with time frame.
- Provide basic amenities.
- Increase employment opportunities.
- Integrate various development schemes.
- Integrate people participation with the development process.
- Idolize the feeling of community partnership.
- Decentralize of power.

By the end of 2000-01, all the villages had been covered under the programme and at the end of October-2010, 17052 villages have been declared as ‘Gokul Gram’. Under this programme at the end of October, 2010, 184037 schematic works have been completed in the selected villages.

SAKHI MANDAL YOJANA:

This scheme is being implemented to enable the poor women, particularly in rural areas of Gujarat to improve their access to resources and consequently strengthen livelihoods and quality of life.

The salient features of this scheme are as follows:

- Formation of women self help groups based on thrift and credit principles.
- Facilitating sustained access of poor to financial services and consequently accelerate the process of economic development.
• Promote human capital development and ensure welfare of women in which they participate in making decisions.
• Convergence of services and benefit of various governments department-thus develop a framework of a wider range partnership in micro finance development.

In all, 1.93 lakh Sakhi Mandals have been formed having 23.58 lakh members. Total savings of Sakhi Mandals works out to Rs. 134.76 crore. The total 125333 Sakhi Mandal Credit were linked with bank and an amount of Rs. 194.17 crore of credit providing to Sakhi Mandal. 149221 Sakhi Mandals were involved in internal loaning having an amount of Rs. 70.15 crore. 122872 Sakhi Mandals were given revolving fund of an amount of Rs. 61.30 crore. 39363 Sakhi Mandal have started economic activities. During the year 2009-10, Rs. 46.19 crore have been spent while during 2010-11 (upto October, 2010) Rs. 11.10 crore have been spent.

III – Panchayats, Rural Housing and Rural Development Department

On the recommendations of Balwantray Mehta Committee, Gujarat Panchayats Act, 1961 was applied in the state since 1-4-1963. In order to make Panchayats more polite, Gujarat Panchayats, Act, 1961 was revoked by Government of India and Gujarat Panchayats Act, 1993 was implemented with effect from 15-4-1994. Panchayats, Rural Housing and Rural Development Department takes policy decisions on the matters relating to Panchayats, Rural Housing and Rural Development, Department also issues orders and provide guidelines. Thus, this department carries out work with advice, suggestions, control and monitors the same.

The administrative structure of the department is as follows:
Figure No – 4.2 Organizational Chart of Department of Panchayats, Rural Housing and Rural Development
Panchayats, Rural Housing and Rural Development Department implements the following programmes:

**NIRMAL-GUJARAT:**

Gujarat State has undertaken to maintain villages clean under ‘Nirmal Gujarat’ Scheme work of cleaning village and office has been undertaken as integral part. Classification of record and cleaning is undertaken in the office, which stiffing of dunghills, construction of toilets are undertaken in the village. The salient features of the scheme are as follows:

- Construction of toilets for APL (Above Poverty Line) Families
- Introduction of Scavenging Tax in Gram panchayats
- Shifting of Dang-hills
- Classification of records
- Scavenging work
- Health check-up
- Door to door collection of garbage undertaken in villages

**SWACHCHA-GRAM-YOJANA (CLEAN VILLAGE, HEALTHY VILLAGE SCHEME):**

A scheme has been introduced to ensure that village is properly cleaned, there may arise good spirit on cleanliness, level of cleaning as well as level of rural life may go high. Consequently financial assistance may be given for neatness and cleanliness, which may be used for preservation of cleanliness and to purchase sanitation implements.

- Gram panchayat should spray medicines, in dirty place, public gutter lines and roads.
• Dung-hills should be shifted to proper places and the place should be decide outside the village
• Scavenging tax should be introduced in gram panchayat and village sanitation arrangement should be intensified.
• Toilets should be constructed in the local self governments, schools, panchayat ghar, anganwadi, primary health centers etc.
• Slogans/posters of ‘Nirmal gujarat’ should be pasted ate public places in the village.
• Arrangement for individual and community toilets should be made.
• Maintenance of animals should be ensured at a proper distance from residential places
• State govt. shall allocate the amount equal to collection of scavenging tax by the village as incentive grant.

GRAM SABHA:

Gram Sabhas have started effective work in Gujarat since the birth date of Shri Jay Prakash Narayan i.e. 11-10-2001 under the guidance of Hon. Chief Minister Gram Sabhas have been undertaken as movement of people empowerment and people participation.

Objectives of Gram Sabhas are as Follows:

• People empowerment
• Platform providing training in healthy democracy
• Opportunities for poor and women to represent.
• Opportunity for harmonious relation a many officials and employs.
• People participation.
• Direct social audit by the people on working of government/panchayat.
Common Agenda in Gram Sabha.

- Review and discussion of developmental works undertaken by the panchayats department. Information on various programs/schemes and review of work.
- Discussion and solution of the problems of the development of village and individual problems.
- Discussion and review of presence and work of field employers.
- Selection of beneficiaries under various schemes.
- Review of eight schemes in view of judgment of home supreme court on starvation and malnutrition.
- Information to the people on the provision on free legal aid.
- Review of recovery of tax and assessment work.
- Reading of new entries in village from No.6. of R.O.R.
- Discussion on encroachment on 'gauchar', village site and roads.

Gram sabhas have started effective planning in gujrat since 11-10-2001, the birth date of Lokmanya Jayprakash Narayanji. Total 1,71,310 gram sabha met in ten stages by conversing constant gram-sabhas. 1,39,05,508 village people remained present. They asked 7,07,887 question of which 7,00,0452 question (98.95%) have been solved till today, while 7,435 questios (1.05%) are peniding.

E-GRAM YOJANA:

Today information in the world is moving from the physical to the digital sphere. There is a rapid change in the mode in which work is done. Due to Information Technology, activities ranging from education to banking are being transformed rapidly. Information Technology have made transactions like deposit and withdrawal of money very convenient. As the information is distributed digitally, there is an increase in the efficiency, transparency and responsibility and a decrease in the management costs. The present Gujarat government has
resolved to make the rural citizens “World Citizens”. That is the reason for the modernization of the villages and help the rural folk enter the digital age by implementing the E-Gram plan. The only state in India which has the infrastructure to provide E-services through computers to 13693 Gram Panchayats.

- An unprecedented achievement of provision of computer services to 100% of the 13693 Gram Panchayats.
- All the 25 District Panchayats (100%) and 224 Taluka Panchayats (nearly 100%) of Gujarat have been connected through the Gujarat State Wide Area Network (GSWAN).
- The people in the rural area are connected to the world through the E-Connectivity offered at 13693 Gram Panchayats.
- 7400 Gram Panchayats have been linked to BISAG studio, Gandhinagar using K. U. Bands.
- In the first phase the priority is to make available through E-Gram certificates of birth and death, proof of income, proof of caste, bona-fide certificate, proof of residence, etc. as well as forms/applications of various government schemes.
- Facility of Satellite based Direct Digital Reception system at the District Panchayat, Taluka Panchayat and Training Centers for exchange and proliferation of information as well as training of Panchayat members and employees.
- Establishment of Taluka Information Centers having touch screen kiosks to provide necessary information related to each Taluka Panchayat office and the Accounts of the Panchayat.
- Online availability of the Accounts of the Panchayat through E-prima software.
By end of March, 2010, computer have been allotted to all 13695 village panchayats and all panchayats have been connected by Internet Connectivity. Thus Gujarat has become the first state in India, to connect all village panchayats through Internet Connectivity. Further, 7400 village panchayat have been provided Direct Digital Reception System (DDRS), KU Band Dish Antena and T.V. Under this scheme to provide various E-services to the rural public, village computer entrepreneur has been appointed in all village panchayats as per public-private partnership model. Thus opportunities for self-employment has been created for rural youth. All village panchayats have been equipped with E-gram software to enable them to provide various E-services like issue Birth - Death Certificate, Character Certificate, Income Certificate etc. About 52.88 lakh Birth, Death Certificate, 89.80 lakh Character Certificates, 6.00 lakh Tax Collection Certificates and 25.51 lakh certificates of 7/12 and 8/A have been issued.

**JAMIN-SAMPADANI-YOJANA:**

Basic civic facilities like street lighting, electricity in houses internal roads, approach roads, could not be provided in poor-oriented rural houses scheme colonies in rural areas on account of inadequate sources. Consequently, life style of settler is not satisfiactory. It has been planned to work as follows under the provision of land acquisition and structural facilities included in the scheme.

**(A) Land acquisition for rural housing**

To make available the village site lands for the villages where village site is not available for rural housing scheme and to be provided with complex structural facilities under various rural housing schemes.

- Price of land shall be determined by district level evaluation committee.
- Rs.2 lakh per gram panchyat and for different areas as per existing price.
About 500 villages will be covered under the scheme per annum.

Allotment of total Rs.1000.00 lakh under this scheme.

(B) Providing basic infrastructural facilities for rural housing scheme.

- Priority to new scheme of planning of complex on the basis of availability of village site lands.
- Preliminary facilities may be provided in conversion of existing clusters of rural housing viz. Sardar Patel Awas Yojan. Indira Awas Yojana into complex in the village.
- In order to increase standard of rural life, structural facilities viz drinking water, sewerage, street lighting electricity in house internal roads, approach roads etc. should be included under the scheme.
- Various rural housing schemes viz. Sardar Patel Awas Yojana, Indira Aways yojana of the state govt. etc may be amalgamated.
- Minimum 15 (fifteen) houses shall be planned in a complex.
- Assistance shall be provided subject to limit of Rs. 5 lakh per village. However additional Rs.2 lakhs shall be used with sanction of the office of the Development Commissioners from the grant of 12th Finance Commission, if necessity arises. 700 (seven hundred) villages shall be covered under theis scheme every year, for which approximately Rs.3612 lakh shall be allocated.
- Allotment of total Rs.4492.00 lakh provided as new item for 2006-07 shall be made according to index number of planning division among the Districts. Expenditure of Rs.4492.00 lakh has been incurred up to march 2007. Against the provisions of Rs.4612.00 lakh in 2007-08. expenditure of Rs. 3279.89 lakh (71.12%) has been incurred, while 1201 works (92.38%) have been completed up to December 2007 against the target of 1300.
GRAM-MITRA-YOJANA:

It has been decided to select gram mitra with a lump-sum honorarium of Rs.1000 with an intention to ensure that citizens living in villages of the State may avail information of various development schemes and efficient educated and enthusiastic youths may join constructively in the development of the village community inspired by the State Govt.

(1). Gram mitra (Agriculture)

- To inform farmers/beneficiaries regarding agriculture, horticulture, animal husbandry, and fishers regarding schemes of assistance.
- The farmers should be given knowledge and understanding to use drip irrigation to maximum extent and create public awareness.
- To form drip irrigation, irrigation cooperation societies, milk cooperative societies and to give them guidance.
- The farmers should be given knowledge of modern agricultural practice, so that agricultural and horticultural production may increase.
- The farmers should be given information of various program for treatment of animal and to improve animal breeds and propagate and spread animal vaccination.
- To distribute soil health card/kinsmen credit card.
- To remark present in animal husbandry camps, fairs, casting and gram sabha.
- To include village people in agricultural festivals programmers.
2. Gram Mitra (education)

- To make survey of all children in the age group from 1 to 14 in prescribed form.
- After making survey, guardians of children in the age group from 1 to 14 who do not attend the school should be contacted and it should be ensured that children are enrolled.
- Guardians of children in the age group from 0 to 16 and not joined I.C.D.S. should be enrolled in anganwadi
- At the time of school enrolment program, all the children eligible to be enrolled in standard 1 may be admitted in the school, their guardian, may be contacted and to assist in
- reassessing school enrolment programme.
- Efforts should be made to ensure that information of all schemes of education and women children development are reached to the beneficiaries.
- It should be ensured that no child from 6 to 14 years may drop without completing primary education. If necessary, guardian of the children should be persuaded or the children should be persuaded and helped in that regard.
- Necessary schematic information should be imparted to S.C/S.T children to pay that scholarship from Social Welfare department and to help them in getting it.
- To make survey of rural illiterate person and to impart them education at convenient time.
3. Gram mitra (Health)

- Pregnant women of the village should be detected and to take them to the nearest anganwadi, sub-centre and primary health centre.
- Register Pregnant mother and foster mothers and to take their care.
- The Pregnant mothers may be made conversant with risky factors during Pregnancy.
- Mothers should be informed regarding death of new born children.
- People should be included in the programmes like ‘Matru Vandana’ ‘Beti Bachavo’ campaign etc.
- Vaccination to protect the children from fatal diseases like B.C.G, Diphtheria, Polio, Tetanus, whooping cough measles, to explain it among mothers and bring awareness..
- In order to curb the trouble of mosquitoes and to protect against diseases like malaria, dengue, chicken gunia and create public awareness about Preventive measures.
- Spraying of medicines, sanitation, chlorination, knowledge and people awareness.
- Dispensing of medicines in general types of sickness.

4. Gram mitra (development)

- To inform beneficiaries about various Govt. schemes and to help them to fill in forms of the respective schemes.
- To remain present in varies Govt. Programme, Campes, Gram Sabha, Training Program, inspiration tours and informs village people.
- In view of list of B.P.L families and also in view of normal poor-oriented schemes implemented by various departments, priority list of the beneficiaries should be prepared.
• In order to improve the standard of life of the families living Below Poverty Line, to help in implementation of the scheme and perform works entrusted by District Panchayat And District Rural Development Agency.
• It should be ensured that public works run by various govt. departments are qualitative and if there is any problem of quality and the same be informed to the officers concerned.
• Village people should be made conversant with developmental works and schemes run at village level.
• Various E-services through E-gram project and distribution of Schemes.

5. Gram mitra (welfare of the people)

• Information, publicity and spread of the schemes implemented by Tribal Development Department/Social Justice and Empowerment Department.
• Fill in the application form on the basis of B.P.L. list of individual bankable schemes. Enrolment of children of migrated families, physically challenged and P.T.G children in ashram shala/hostel.
• Police may be informed of the crimes in the village and the crimes may be settled at local level
• Village people should be educated in prevention of corrugation child marriages, child labour and gambling and to ensure that village people may not be involved in such vices
• To explain and bring awareness among people, so that there may not be atrocities on the persons of Scheduled Castes and Scheduled Tribes
• People should be prepared to Celebrate National festivals like 15th August and 26th January.
• To remove vices like blind faith, wrong customs and discrimination between son and daughter
PANCHAVATI YOJANA:

Rural life of village people of the State is varied and women with folk-culture atmosphere but skirt areas of the villages had tremendous prosperity of trees. Village children took innocent joy in swings in the shadows of trees and environment. However, with the lapse of time, this was extinct, the entire situation had adverse effects on rural life. It is planned to see that the follow lands of the village may be affronted and restored with the cooperation of village people. People awareness may be created at village level and there may be tree planting and forestation near the residential areas of the village. The State Govt has implemented Panchavati Yojana in the entire State with a view to maintain faith in traditional cultural heritage.

It aims at welfare of rural people of the State, to develop parks and gardens in the village with necessary facilities and implements of joy and amusement are easily available People may spend their time leisurely in the late evening and the women can spend their time peacefully with their children. It aims to construct such places where senior citizens of the village may sit peacefully and may ponder over the matters, According to the Panchavati yojana, pippal, Banyan, Harde, Ashok and various fruit-bearing trees and creepers are to be grown, so that faith towards traditional cultural heritage is maintained.

Gram Panchayat has to pay Rs.50,000 as people’s participation, against which the state government pays assistance of Rs. 1 lakh contribution from peoples participation is to be paid in the form of kind of implements. Priority is asigned to the Gram Panchayat which pays this amount. Gram Panchayat may incur more expenditure, provided it has found to obtain by donations. In this period, majority of big villages are being converted into cities. Consequently our basic concept of village culture has been totally forgotten. This is a unique and finely effort to pursue our culture.
SARDAR PATEL AWAS YOJANA:

Sardar Patel Awas Yojana for landless agricultural laborers and village artisans living Below Poverty line in rural areas of the State. Sardar Awas Vasahat, Rampun, dist. Vadodara Govt. has made strategic planning for solution of houses in the village. The poor has right to live new life and to turn to new culture as colony of poor population.

Free plots scheme of house site of the State Government for landless agricultural laborers village artisans living Below Poverty line in rural areas of Gujarat is under implementation since 1972. A scheme to pay assistance for construction of houses on such allotted plot came into force in 1976. Sardar Patel Awas Yojana materially the slogan “free plot, free house” came into existence since 1977.

- This Scheme of State Govt. being poor-oriented the persons registered Below Poverty Line of rural areas may avail benefit of the scheme.
- A person who has no plot or house may avail benefit of the scheme.
- The applicant should not have taken benefit of any other housing scheme.
- The applicant who has maximum half hectare of irrigated land or maximum one hectare of non-irrigated land may also avail advantage of the scheme.
- If husband and wife live together and if there is a plot or house is in the name of husband or wife and living in the same village for the last five years, either of them may avail benefit of the scheme.
- If a beneficiary is a native of village he should hold card of Below Poverty Line of that village such person should obtain certificate from the sarpanch of his native village that “this beneficiary has not taken advantage of Sardar Patel Awas Yojana in our village. A certificate should be produced that there is no house in his name or in the name of his wife in his native place and they should fall in the definition of B.P.L.
Benefit under Sardar Patel Awas Yojana is available to the villager living below poverty line only once.

Under the scheme, the unit cost has been revised at Rs. 54500 (Rs. 47200 as subsidy + Rs. 7300 as beneficiary’s labour contribution). During the year 2009-10, 33697 houses were constructed against the target of 74180 houses which includes 4392 houses for SC and 6879 houses for ST beneficiaries. During the year 2010-11 at the end of October-2010, 18720 houses were constructed against the target of 28855 houses, which includes 1325 houses for SC and 4008 houses for ST beneficiaries. Right from inception of the scheme of SPAY, 365686 houses were constructed till October-2010.

**TIRTH GRAM YOJANA:**

The Tirth Gram Yojana has been formulated to strengthen the goodwill amongst the people living in the rural areas of the state, to promote unity and help the overall development of the village.

**Standards for the selection of the village according to the plan**

- The village panchayat which has been unanimously elected without any competition in the village elections is declared as a “Samras” village. The village which has been declared as a “Samras” village will get priority for selection according to this plan.
- Villages with no crime for the preceding 5 years get selected.
- There should be no production, sale or intake of any intoxicating substances.
- The proper level of hygiene and sanitation should be maintained.
- High level of female development and low level of dropouts is necessary.
• Communal goodwill should be high and communal disputes should be low.
• Disputes should be solved with discussions.
• There should be no controversy regarding the religious sites of the village.
• The scheduled castes and tribes should have access to the same level of primary facilities as the other villagers.
• The people of the village should participate equally in registration of dates for the midday meal.
• There should be a strict implementation for the eradication of untouchability.

IV – District Rural Development Agencies (DRDA)

If effective programme design is critical to successful implementation of rural development programmes, so is an effective delivery agency. None of the anti-poverty programmes can have impact unless they are implemented with clarity of purpose and a commitment to the task. It is here that the DRDAs play a critical role. The DRDAs are not the implementing agencies, but can be very effective in enhancing the quality of implementation through overseeing the implementation of different programmes and ensuring that necessary linkages are provided. To this extent the DRDAs are supporting and a facilitating organization and play very effective role as a catalyst in development process.

The District Rural Development Agency functions as a specialized and a professional agency capable of managing the anti-poverty programmes of the Ministry of Rural Development on the one hand and to effectively relate these to the overall effort of poverty eradication in the District. In other words, while the DRDA continue to watch over the implementation of RD Programme to ensure effective utilization of the funds intended for antipoverty programmes. The role of
the DRDA is therefore distinct from all the other agencies, including the Zilla Parishad.

The DRDAs are coordinating effectively with the Panchayati Raj Institutions. Under no circumstances they perform the functions of PRIs. The DRDAs maintain their separate identity but function under the chairmanship of the Chairman of the Zilla Parishad. They are facilitating and supporting organisation to the Zilla Parishad, providing necessary executive and technical support in respect of poverty reduction efforts.

The DRDAs are overseeing the implementation of different anti-poverty programmes of the Ministry of Rural Development in the district. This is not to be confused with actual implementation, which will be by the Panchayati Raj and other Institutions. The DRDAs monitor closely the implementation through obtaining of periodic reports as well as frequent field visits. The purpose such visit is to facilitate the implementing agencies in improving implementation process, besides ensuring that the quality of implementation of programmes is high. This includes over-seeing whether the intended beneficiaries are receiving the benefits under the different programmes.

The DRDAs keep the Zilla Parishad, the State and the Central Government duly informed of the progress of the implementation of the programmes through periodic reports in the prescribed formats. Special report, as and when called for, is being provided.

The DRDAs take necessary steps to improve the awareness regarding rural development and poverty alleviation particularly among the rural poor. This would involve issues of poverty, the opportunities available to the rural poor and generally infusing a sense of confidence in their ability to overcome poverty. It
would also involve sensitising the different functionaries in the district to the different aspects of poverty and poverty alleviation programmes.

Thus the role of the DRDA is in terms of planning for effective implementation of antipoverty programmes; coordinating with other agencies-Governmental, non-Governmental, technical and financial for successful programme implementation; enabling the community and the rural poor to participate in the decision making process, overseeing the implementation to ensure adherence to guidelines, quality, equity and efficiency; reporting to the prescribed authorities on the implementation; and promoting transparency in decision making and implementation.

In addition the DRDAs coordinate and oversee the conduct of the BPL Census and such other surveys that are required from time to time. The DRDAs also carry out / aid in carrying out action research/or evaluation studies that are initiated by the Central/State Governments.

**ORGANISATIONAL STRUCTURE OF THE DRDAs**

In Gujarat each district has its own District Rural Development Agency. Ordinarily it is a society registered under a Societies Registration Act. In order to be effective, the DRDA have an appropriate staffing structure as well as suitable personnel policy. Keeping in view the role and functions of the the staffing structure of DRDA includes positions for Planning for poverty alleviation, Project formulation, Social organisation and Capacity building, Gender concerns, Engineering supervision and Quality control, Project monitoring, Accountancy and Audit functions as well as Evaluation and Impact studies.

**The Staffing structure is as follows:**

**A) PROJECT DIRECTOR:** DRDA is headed by a Project Director, who is of the rank of an Additional District Collector. The Project Director is preferably a senior officer of the State Service, eligible for appointment to the All India Services.
He/She is in overall charge of the activities of the DRDA and responsible for interaction with the District/State administration as well as with the Government of India. The PD should be exclusively for the DRDA work.

**B) SELF-EMPLOYMENT WING:** The self-employment Wing, is headed by a Project Officer and have APOs in the field of planning, social mobilization, credit and Technology. The Project officer may be specifically responsible for any of these four functions. The APO (Planning) would look after the activity clusters, district/block/village group plans, guiding the BDOs and others in plan preparation, planning for infrastructure including marketing infrastructure. He would coordinate with the district officers, the banks as well as other institutions in the district. The APO (Social Mobilization) would look after group formation, capacity building, monitoring of groups, choice of activities for groups, release of revolving funds and coordination. The APO (Credit), who should be from the commercial banking sector, would coordinate with the banks in all matters relating to credit, including the interface between the bankers and the beneficiaries/beneficiary groups, loan disbursements as well as loan recovery. The APO (Technology) would look after issues concerning Technology upgradation as well as transfer of technology. The DRDAs draw up projects for specific activities under the Self employment programmes. As part of the overall programme management, the DRDAs may take outside experts on a consultancy basis.

**C) WOMEN’S WING:** In order to ensure that women receive adequate attention in all the anti-poverty programmes, a Women’s Cell is set up in each DRDA. This Cell establish necessary synergy with Departments such as Women & Child Development, Education and health Departments to ensure that women not only receive their due share in the antipoverty programmes but are also able to receive benefits of other programmes. The Women’s wing is headed by an Asst. Project officer, who functions under the overall co-ordination of the Project Officer of the self employment wing.
D) WAGE EMPLOYMENT WING: The Central concern of the DRDA in the wage-employment programmes is related to planning, monitoring and vigilance by a technical wing. The DRDA should not concern itself with the actual implementation and execution of works which can be done by the line department/engineers or the Panchayati Raj Institutions. At the same time, the magnitude of the wage employment wing, with a Project officer assisted by a small complement of staff.

E) WATERSHED WING: A Watershed Wing’s set up in the DRDA in all such districts where IWDP/DPAP/DDP is in operation. This wing consists of a Project Officer, assisted by a small complement of staff. This staff is independent of the programme support in the form of PIAs or Watershed committees.

F) ENGINEERING WING: Each DRDA have a technical wing, which is responsible for innovations in design or use of materials, as well as training of the engineering personnel of the line departments or the PRIs. This wing is manned by an Executive Engineer assisted by one or two Assistant/Junior Engineers.

G) ACCOUNT WING: The DRDAs have shifted over to commercial accounting systems from the existing government account system. They publish an annual report along with the balance sheet. The accounts wing of the DRDA is headed by a Sr. Accounts Officer, either on deputation or by engaging the services of a chartered accountant. He should be supported by an Accounts Officer each for self-employment programmes and wage employment programmes duly assisted by accountants. Wherever the Watershed programmes (IWDP/DPAP/DDP) are under implementation, an additional post of Accounts Officer is being sanctioned.

H) MONITORING WING: There is a separate Monitoring and Evaluation wing headed by a Project Economist and functioning directly under the supervision of the Project Director. Apart from monitoring the progress of all the programmes,
this wing also carry out evaluation/impact studies regularly by independent
institutions/experts including NGOs. This wing should also monitor issues
relevant to poverty in the district.

FINANCIAL PROCEDURES:

The scheme of ‘DRDA Administration’ is a centrally sponsored scheme. The
funds required under this programme is shared between the Centre and the
States in the ratio of 75:25 Funds will be released directly to the DRDAs, in
accordance with the guidelines under this programme. The Centre will release
funds in two installments. i) The release of first installment can be made without
any formal request if the second installment in the previous year had been
released without any condition. If latter installment was not released at all or was
released with some conditions, formal requests for release of first installment are
required from the DRDAs after the conditions have been fulfilled/reasons for non-
release of the second instalment have been met. ii) The quantum of the second
installment shall be subject to actual requirement within the overall ceiling. The
second installment of Central funds shall be released on the request of the
DRDAs in the prescribed Performa on fulfillment of the following conditions: 1)
Budget provision for the current year may be indicated by the State Government.
The Central release will not exceed it proportionately. 2) The State Government
should have released its contribution during the previous year. Deficiency in
release of its share is deducted from the second installment. Also the contribution
of the State Government for the first current year should have been released. 3)
Available funds including carry forward funds should have been utilized at least
to 60% 4) the opening balance of the DRDAs should not exceed 10% of the
allocation of the year in which funds are being released. In case, the opening
balance exceeds this limit, the Central Share of the amount by which it exceeds
this limit will be deducted at the time of release of second installment.
5) Audit reports, utilization certificates for the previous year should be furnished.
This will not be required in the first year i.e., 1999-2000. 6) Any other terms and
conditions imposed at the time of the last release should have been met. ii) The DRDA maintain the fund under the head ‘DRDA administration’, in a separate bank account in any of the nationalized bank. Interest earned on the funds will necessarily be used only for admissible items of expenditure under DRDA administration. They cannot be used for any programme funding or non-admissible items of expenditure, such as construction of building and purchase of vehicles.

**MAINTENANCE OF ACCOUNTS:**

Separate account is maintained of this scheme and each other scheme under which the DRDA receives funds. Such maintenance of accounts is governed by the principles that the expenditure incurred is not repugnant to the objective of the scheme and is made, in accordance with the prescribed procedures. DRDA accounts are to be maintained on double entry system. The accounting procedure for DR DAs has been described in detail in the Government of India; Ministry of Rural Development Publication entitled “Revised Accounting Procedure for District Rural Development Agencies/ Societies’, Internal Audit Cells should be specifically charged with the responsibility of overseeing and the observance of these principles. One of the Accounts Officers should perform the role of internal audit.

**AUDIT OF THE ACCOUNTS**

The Project Director causes the annual accounts of the DRDA to be prepared by a date not later than 30th June comprising Receipt and Payment Account, Income and Expenditure Account and Balance Sheet. After approval by the Governing Body, he shall have the accounts audited by the Chartered Accountant or any other auditor appointed for the purpose. A copy of such audit report (duly signed by auditor) alongwith the annual statement of accounts certified by the auditor and the Chairman of the DRDA thereon should be
furnished simultaneously to Government of India and the State Government not later than 30th September. The Comptroller and Auditor General (CAG) has the right to conduct the audit of the accounts of the society and for this purpose shall have the right of access to the books of accounts and other relevant records of the DRDA. For this purpose a copy of the annual accounts along with the audit report and the comments of the DRDA thereon shall be sent to the audit office nominated by CAG. The account of the DRDA is also be open to inspection by such individual or parties as are nominated to carry out such inspections by the Ministry of Rural Development at the State level or at the level of the Government of India. All Officers of and above the level of Under Secretary in the Ministry of Rural Development, Government of India and such officer as may be authorized by the State Government may also inspect the accounts. A Statement showing the schedule of Fixed Assets held by the DRDA/ Agency at the end of the financial year should be sent to the State Government and Government of India with the form prescribed along with the annual statement of accounts. No depreciation should be charged and value of assets to be shown at the original cost in the accounts. All the Agencies should send an utilization certificate to the Government of India (Department of Rural Development) in the prescribed proforma alongwith annual statement of accounts. The utilization certificate must be prepared strictly on the basis of the Receipts and Payment Accounts and opening/closing balance in both Receipts and Payment Accounts Utilisation Certificate must also tally.
V – Corporate Approach in Rural Development

Growth of corporate sector in Gujarat influenced the approach and strategy of rural development. The culture of professionalism entered into government machinery, infect to achieve the desired results government has taken initiatives to professionalize the existing machinery as well as to initiate new organizations and structures that functions in corporate fashion. The impact of corporatization is being visualized in the following organizations of Gujarat Government that are functioning in one or other area of rural development.

A - WASMO:

WASMO was created for bringing perceptible systemic changes through a paradigm shift in the role of governance from provider to facilitator and citizens engagement in drinking water service delivery at users level in rural areas of Gujarat State. At the level of Government of Gujarat, it was decided to create a Special Purpose Vehicle for meeting the specific institutional needs for facilitation of community and empowering the user communities in the villages. However, until the year 2000, no steps in this direction were taken up. The objectives of the Royal Netherlands Embassy supported Ghogha Regional Rural Water Supply Project for 82 villages of Bhavnagar district that was designed as a community-managed project, were not being achieved. The RNE commissioned Institutional Development Mission in its report noted that the existing institutional set-up had only a lukewarm appreciation and reception for software part of the project.

The mission members reminded the Government that priority has to be accorded to community-managed systems and follow a paradigm shift from role of provider to that of facilitator. The report recommended a government supported institution that would promote, support and monitor the community participation and
community based management in water and sanitation projects in an equitable, sustainable and transparent manner. The objectives and approach of the sector reforms encompassed a whole spectrum of activities, needing diverse skills, expertise and infrastructure.

WASMO was consequently established as an institutional innovation in the government to facilitate the implementation of the reforms.

WASMO has a multidisciplinary team with professionals from the fields of engineering, social work, management and finance, environmental sciences, communication and documentation. The composition is young and drawn from the open market on contract basis. Recruitment is transparent. A performance appraisal system is in place through which a systematic review is carried out after every six months. A large number of professionals are young and they are guided by relatively very senior professionals most of whom are on deputation from the government departments. It is visualised that WASMO will have best of government, corporate and NGO culture. Strong network and linkages with national and international institutions including government organisations, community and village-level organisations, research institutions and civil society organisations, are attempted.

WASMO operates under the overall guidance of a Governing Body that is headed by the Secretary (Water Supply), Government of Gujarat. Five civil society members have also been included in the governing body to make it more broad-based.

Activities of WASMO can be described as follows:
Drinking Water Supply:

WASMO believes that drinking water management should be demand-driven and community managed. One of its main thrusts is the construction and maintenance of village level water supply infrastructure such as underground sumps, elevated storage reservoirs, stand-posts, pipelines, bathing and washing facilities and cattle troughs.

In addition, both traditional and other existing structures such as open wells and tubewells are recharged and rejuvenated utilising local knowledge. Rainwater harvesting is an important component by which local supply sources are recharged. These local sources are supplemented by bulk transfer of water from water surplus south Gujarat to water deficient north Gujarat, Saurashtra and Kutch through canal and pipeline systems.

The Gujarat Water Supply and Sewerage Board (GWSSB) and Gujarat Water Infrastructure Limited (GWIL) are involved in the bulk transfer of water from the Mahi and Sardar Sarovar canals. The GWSSB also establishes water treatment and filtration plants all over the state to treat and chlorinate water before it reaches the village sumps.

Community Mobilization:

One of the main purposes of WASMO is to mobilise the communities in its project areas, mainly through awareness campaigns and transfer of knowledge. It seeks to bring about a change in habits and practices. This is essential to empower local communities to take up the challenges of a demand-driven, community-managed water supply and sanitation programme.
This work is carried out by WASMO’s Community Mobilisation Unit and Documentation and Communication Unit, through the help of Implementation Support Agencies (ISAs).

The Community Mobilisation Unit is responsible for training programme personnel and for interacting with ISAs and pani samitis in developing participatory planning and implementation. It acts as a gateway between Coordination Monitoring and Support Units (CMSUs) and Engineering Support Cells (ESCs) on the one hand and ISAs and pani samitis on the other to ensure smooth implementation of community-managed water and sanitation programmes.

The Documentation and Communication Unit creates awareness in project areas and beyond through information, education and communication (IEC) activities such as meetings, campaigns, radio programmes, manuals, brochures, leaflets and posters. These are targeted at local community members and leaders such as sarpanches, pani samiti members, school teachers and doctors and Public Health Engineering engineers.

Gram Sabhas are conducted for forming pani samitis, preparation of village action plan, deciding on community contribution, acceptance of village action plan, presentation of work plan arrangements including contracts, approval of expenditure, appraisal of work and for final settlement of accounts. More than 3,700 Gram Sabhas have been conducted in the programme villages. These Gram Sabhas are attended by representatives of ISAs /CMSU.

**Environmental sanitation:**

In order to effectively promote personal hygiene as a tool for environmental sanitation, WASMO has created an Environmental sanitation cell within its technical unit. WASMO introduces the communities to habitat improvement by
making them aware of the need for community level sanitation, and healthy personal and community hygiene practices to reduce the risk from water borne diseases. Awareness campaigns targeting women and children in particular are being carried out in project areas through rallies, posters, games, plays, and radio and television programmes. Some of the key issues of environmental sanitation awareness are:

- Keeping drinking water sources clean
- Keeping houses, streets and the village clean
- Using soak pits for wastewater disposal and preventing water stagnation
- Using only specified bathing places for bathing and washing clothes
- Washing hands after defecation, and before cooking and eating
- Cutting nails, brushing teeth, bathing, combing hair
- Using toilets instead of defecating in the open

**Capacity Building:**

WASMO's aim is to empower local communities, particularly village level institutions such as Gram Panchayats and Pani Samitis, to manage their own water supply and sanitation networks. Two things are required to achieve this:

- An enabling policy environment and legal framework within which local communities can be empowered; and
- Exposure of local communities to successful projects, creating greater awareness and building up their knowledge and skills.

WASMO is directly engaged in creating awareness and transfer of skills and knowledge to local communities and Pani Samiti members, as well as to Implementation Support Agencies (ISAs) through workshops, training and exposure visits.
Orientation workshops are held for the village community for improving their level of awareness so that they can take informed decisions. Training programmes are also held on financial and technical issues. Pani Samiti members are trained on book-keeping, record maintenance, technical and quality issues. Training on operation and maintenance (O & M) and tariff fixation is also imparted to the members of Pani Samiti and water supply system operators. Technical details of the facilities created, routine operation and maintenance schedules, inventory management, attending to minor repairs, methods of fixing tariffs and record keeping are part of this training module. An extremely participatory and practical training module is prepared by the villagers wherein the activities and skills needed, the associated expenditure as well as the water tariff that needed to be charged and accordingly fixed, emerge.

Exposure visits are an important component of capacity building and learning. Visits to villages where the community initiated, owned and managed water and sanitation as well as village development are organised. These visits are essentially to enlighten the villagers about their potential and what they could achieve themselves. Reflection workshops are regularly organised to evaluate and monitor the progress of the programme by the community themselves. These reflection workshops help the community to review their performance critically, reflect on implementation processes and take appropriate decisions for improvement in the future. These also serve as a platform for cross-learning among different Pani Samitis.

**Water Resources management:**

In drought prone Gujarat, where ground water sources are limited and unevenly distributed, development of ground water holds special significance. Ground water plays a key role in the provision of safe drinking water to rural populations. In most villages local sources of water are used seasonally if it is not reliable. With increasing population and higher aspirations of people, the demand for
ground water for rural water supply continues to grow. But where such common resources deteriorate or do not exist, villagers face problems of both inadequacy and quality along with increase in efforts to access.

To make local water sources sustainable, WASMO gives utmost priority to water resources management and rainwater harvesting through groundwater recharge and surface storage structures. The long-term objective is to see - if, where, and how - demands for drinking water supply can be optimally met by developing local sources duly supplemented by import of water.

WASMO's Water Resources Management (WRM) cell oversees and assists in the construction of cost effective village level water harvesting structures that arrest monsoon flows and enhance percolation.

**IEC (Information Education and Communication):**

Communication is pivotal for the social process in water supply and sanitation and is a tool to engage the community. IEC serves as an entry point in the community and opens a channel for dialogue with them on a whole range of issues in community-managed approach. A key component across all stages of the programme, it broadly aims at:

- mobilizing the community and promoting community-management
- Informing the community about the scope of the programme and activities
- Bridging knowledge gaps by sharing information, both technical and non-technical
- Capacity development on technology options
- Building awareness among citizens safe water, sanitation and hygiene practices and health
- Promoting local initiatives for conservation, renewal and recharging of local sources for its sustainability.
• Building an atmosphere of trust and transparency between PRIs and stakeholders
• Generating willingness to pay for facilities

Using a media mix - from print medium posters, pamphlets, booklets, hand-books etc., to the use of mass media like All in India Radio, Doordarshan and traditional folk-forms - through IEC messages and content are introduced to the community in a sequential manner as the programmes progresses in each village.

A bi-monthly thematic newsletter in Gujarati, ‘Loksamvad’ is being published by WASMO, the rural communities being the primary target audience. WASMO also regularly brings out various theme-based documents and Annual Reports to share programme information and experiences and lessons in community management and decentralization with other players in the domain of water supply and rural development.

B - Gujarat State Watershed Management Agency (GSWMA)

The Gujarat State Watershed Management Agency (GSWMA) has been formed to serve as a State Level Nodal Agency (SLNA) to undertake Integrated Watershed Management Programme in the state. It is registered under the Societies Registration Act, 1860 on 20.7.2007, as per G.R No. GVK/GSWMA/01/07/SFS-42/KH.2 dated 12.07.2007 issued by Government of Gujarat. GSWMA is a Non-Profit making organization managed by the Board of Governors which consists of Commissioner and Principal Secretary, Rural Development as the Chairperson along with senior officers from Government of Gujarat. The officials who run GSWMA are: the CEO, a team of professional experts of different subjects like Finance, MIS, Capacity Building, Monitoring and Evaluation, Scientific Planning, etc, and other Administrative Staff. GSWMA is located at state capital Gandhinagar in the Old Secretariat. To carry out the
IWMP at the district level, District Watershed Development Units (DWDUs) have been formed.

**Organogram of Gujarat State Watershed Management Agency (GSWMA):**

![Organogram of GSWMA](image)

**Figure No – 4.3 Organizational Chart of GSWMA**

**GIS Application:**

The planning for the IWMP has been rigorous with the help of Geographic Information System (GIS). The nodal agency, Gujarat State Watershed Management Agency (GSWMA) has had a tie up with Bhaskaracharya Institute of Space Applications and Geoinformatics for the purpose.

While prioritizing the projects, different parameters are categorized into the natural resource base (including the historical data) of the area and the socio-economic aspects. Some of the important data sets and images include: Geomorphology, Soil, Slope, Erosion, Aspects, Drainage, Contour, Geo-hydrology,
concentration of BPL and SC/ST population, etc. The satellite image on the same parameters are collected in different sheets and then superimposed to get a composite picture of the priority areas.

**Capacity Building:**

GSWMA has identified 29 well recognized institutions across the state for Capacity Building of the different stakeholders in the watershed programme, starting from the state and district level executives to the village watershed committee members. A comprehensive Capacity Building Plan / Manual has been developed which will be followed diligently.

**Livelihood Plan:**

A comprehensive region specific Livelihood Strategy has been developed for direct livelihood support. The regions have been divided along different agro-climatic zones and occupation patterns. The livelihood strategy would ensure appropriate measures are taken in different regions.
VI – Impact of Rural Development Programmes and Challenges Ahead

In light of the abovementioned attempts, strategies, programmes and efforts that are going on in the area of rural development in Gujarat now the attempt is being made to assess the impact of all these efforts on specific indicators of Poverty, Unemployment, Quality of Employment, Equality of opportunities etc.

Gujarat represents uniformity of development as well as unanimity on the issues of development. Gujarat is a state where infrastructure development has kept pace with economic growth, where rural development has kept pace with urban growth. Not only have the multinationals and big companies done well, but a large number of medium, small, rural and domestic ventures have also prospered. Not only has industry and agriculture grown fast; but education and health services have also expanded equally fast. Gujarat is known not only for exporting quality industrial products, but for our agri- and horticulture produce. Such nature of development has surely given a great impact on rural poverty and unemployment.

Rural Poverty:

The poverty scenario measured in terms of specific BPL ratio has now become very complex and difficult to deal with variety of estimates based on different methods however, we may consider the estimates as studied by Ganshyam Shah and Kiren Desai in their study of globalization and poverty as on 1.4.2000 it was 40.39% and on 31/12/2001. It was at 52.32% from that level as per NSS-61st round July 2004. Rural poverty has been declined to 19.1% while the same was 28.3% in all India. However, as pointed out in more specific and detailed study of estimate of BPL households in Rural Gujarat by Amita Shah Gujarat has recorded a significant decline in the incidence but a significantly large population
of poor are concentrated in the eastern belt of the state where tribal population is
dominated. i.e. Tribal poverty is 34% against 18.0% Rural Poverty. More
important is basic deprivation of needs such as food, cloth, nutrition and
education. There are as much as 60 Taluka with as much as 82% and
Dharampur (79%) as reported by the State in 2003-2004. (Asmita Shah 2007
and 2008)

So far as Inter states comparison a study by way (2010) data and states as
shown by Hirvey (2009) “The Elasticity to poverty reduction was -032 in Gujarat
during 1993-2005 with state ranking 14th among the major 20 states the state
slipped from 8th to 12th rank in rural poverty and from 6th to 8th rank in overall
poverty as per Planning commission in 2009.

Rural Employment:

Socio-Economic Review Gujarat 2010-2011 reports that the total employment in
public sector and private sector has increased from 19.04 lakh at the end of
March-2009 to 19.82 lakh at the end of March-2010. Employment in the public
sector establishments covered under EMI scheme in Gujarat has decreased from
7.98 lakh at the end of March-2009 to 7.86 lakh at the end of March-2010.
Employment in the private sector has increased from 11.06 lakh at the end of
March-2009 to 11.96 lakh at the end of March-2010. Among the public sector
institutions, the largest employment was provided by Local Bodies
establishments (3.05 lakh) followed by Quasi Government establishments (2.27
lakh), State Government establishments/offices (1.74 lakh) and Central
Government offices (0.80 lakh) at the end of March-2010. Examining the
employment by industrial classification, it is observed that the largest
employment was provided in Manufacturing (8.11 lakh), followed by Community,
Social and Personal Services (6.31 lakh), Financing, Insurance, Real Estate and
Business Services (1.94 lakh), Transport, Storage and Communication (1.38
lakh), Wholesale and Retail Trade and Restaurants (0.59 lakh), Electric, Gas and Water (0.58 lakh), Construction (0.51 lakh), Agriculture, Hunting, Forestry and Fishing (0.23 lakh) and Mining and Quarrying (0.17 Lakh) at the end of March - 2010.

An excellent study of Hirvey on labour and employment under globalization shows that Gujarat has lower unemployment rate as compared to All India. The rural rates are particularly much lower 6.0, 1.0 and 4.0% representative for men, women and for both as against corresponding all India rates of 10%, 4% and 7.1% respectively as reported by NSSO round 2007. Similarly, Gujarat is in relatively better position with marginally higher % of rural regular workers 42.0 and 42.2% in India and in the case of regular rural workers these % are 8.0% and 7.3% respectively for Gujarat and India pattern of Rural employment recorded in between 1993-94 and 2007-08 in Gujarat and India as estimated by NSSO rounds is stated as follows:

**Table No – 4.1 Employment Scenario Gujarat & India**

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</table>

Source: HIRWAY (2009)

The marginal decline in regular workers, increase in casual workers and decline in self employment do not reflect the share of wage in super high rate a growth of agriculture, though overall employment scenario is better in Gujarat than all India, one could not ignore the significant evidences regarding inadequacy of employment and poor quality of employment (Hirway 2009). It could be observed in wages of rural labourers, as per NSSO rounds of 1999-0 and 2007-08. In
2007-08 the average daily wage rate of regular rural worker was Rs. 152.00 for male and Rs. 107.60 for female workers with state ranking 17th in case of male workers and major 20 states of India. The position of casual male workers who are 92% of work force are casual workers was very worst, the daily wage rate in case of male worker was 68.53 and Rs.58.97 in case of female, despite miracle of agricultural growth Gujarat in 2007 the state slipped in the rank and stood 14th with respected to male wage rate and 8th with respect to female wage rates among 20 states.

Food Security:

The State Government distributes fortified atta with defatted soya flour, wheat, rice, sugar, iodised salt and edible oil through fair price shops to ration card holders in fixed quantum and at fixed price. The Government of India allots wheat and rice to the State for distribution under “Targeted Public Distribution System” (TPDS) since 1st June-1997. The foodgrains are lifted from the depot of Food Corporation of India by the Gujarat State Civil Supplies Corporation on behalf of the State Government and distributed under “Targeted Public Distribution System” (TPDS).

“Targeted Public Distribution System” has beneficiaries in 4 categories as under:

i) Above Poverty Line (APL)

ii) Below Poverty Line (BPL)

iii) The poorest of poor families among the BPL families (Antyodaya Anna Yojana).

Above Poverty Line Scheme: This scheme covers 91 lakh families of the State. Under this scheme during the year 2009-10, the State Government had distributed 2.91 lakh M.T. of wheat and 380 M.T. of rice. While during the year 2010-11 (April-November, 2010), the State Government has distributed 4.30 lakh M.T. of wheat and 10698 M.T. of rice.
**Below Poverty Line Scheme:** This scheme covers 25.79 lakh families of the State. Under this scheme during the year 2009-10, the State Government had distributed 2.94 lakh M.T. of wheat, 1.59 lakh M.T. of rice. During the year 2010-11 (April-November, 2010), the State Government has distributed 2.59 lakh M.T. of wheat and 1.15 lakh M.T. of rice at subsidized rates.

**Antyodaya Anna Yojana:** This scheme is under implementation since July-2001. As per the target given by Government of India, the State Government has covered 8.15 lakh families. The poorest of poor families are covered under this scheme to whom the commodities are distributed.

**Levy Sugar:** State Government distributes levy sugar to BPL/AAY card holders @ 500 grams per head per month at the rate of Rs.13.50 per kg. Government of India also release festival quota to the state. In turn the State Government distributed this additional levy sugar quota to BPL and Antyodaya card holders @ 500 grams per card in August 2010 (Janmashtami festival) and 1.00 kg in October 2010 (Diwali festival) at the rate of Rs. 13.50 per kg. State Government distributed total of 75518.7 MT of levy sugar during January 2010 to December-2010.

**Edible Oil:** The buffer stock of edible oil is procured by the State Government and is distributed to the poor families (the BPL and AAY) at the subsidised rate (less than the prevailing price in the open market) during the festival period. During the year 2010 State Government purchased buffer stock of 12000 MTs of RBD palmolein oil through Gujarat State Civil Supplies Corporation and released for distribution to the BPL & AAY families @ 1 liter per card in the month from August to November-2010. The subsidized distribution price was fixed Rs. 32.00 per 1 liter pouch.

**Iodized Salt:** 7.29 Iodized salt is also added in the basket of subsidised commodities distributed to the poor people of Gujarat so as to ensure nutritional
security to them. Iodized salt helps to remove iodine deficiency. AAY and BPL card holders are given 1 kg of iodized salt @ Rs 1/- per kg per card.

Despite these efforts The Global Hunger Index brought out by IFRI (USA) ranked India 66th among 88 countries and Gujarat was amongst five worst performing states in India including Gujarat among other states i.e. Bihar, Madhya Pradesh, Chhatisgadh and Jharkhand, Gujarat is also in the ‘Alarming Category’ and ranked 15th among 17 among Indian states for which the index has been compiled in 2010. Gujarat was also shaded as “Gray State” in Swaminathan, Food Security map of nutritionally poor states. A recent study by Radha Krishna and Ray (2005) indicated that the incidence of under nourished children in Gujarat was 48.9% during 2001 which was largely close to all India average of 50.5%.

**Human Development:**

The concept of Human Development advocates that the people are the real wealth of the nation and that is why, the expansion of human capabilities, widening of choices, and enhancement of freedom and fulfillment of human rights are the key dimensions of the Human Development. The Human Development Index is the composite index of three basic indicators: (1) Longevity (i.e Life expectancy at Birth) (2) Knowledge (Primary - Secondary enrolment and adult literacy) and (3) Per Capita Income. These all three indicators have been given an equal weightage. Following the UNDP’s human development framework, Planning Commission of India prepared National Human Development Report in 2001. National Human Development Report, 2001 ranked the State at the sixth place among major states in Human Development Index (0.479) after Kerala (0.638), Punjab (0.537), Tamilnadu (0.531), Maharashtra (0.523) and Haryana (0.509) A separate Directorate of Human Development has also been established in 2007-08; under the General Administration Department - Planning Division, to gear up the desired activities related to Human Development. To
supplement the efforts of the State Government, the Planning Commission and UNDP have extended their support under the project- "Strengthening State Plans for Human Development". (SSPHD) The State Government signed MoU with UNDP and Planning Commission on 7th November 2006 to implement UNDP sponsored Human Development Programme in the State. He project has ended by 31st December, 2009

Income Inequality among People:

It is propounded in number of studies the Neo capitalist do generate growth but also bring inequality. This is true for fast growing Gujarat also as reported by NCAER report of 2009 (Shukla 2009) the Gini-coefficient of incomes in Gujarat is 0.47 which is extremely high. This could be road block of ‘Inclusive growth’ and may result in serious social and political tensions in Gujarat.

Impact in terms of Management:

In the last decade Gujarat has paved a way in the area of innovation in rural development in terms of Strategy and Approach. The government has changed the whole style of functioning and so in the rural development sector too. Even to bring about professionalism Gujarat government has created autonomous Institutions free from traditional system of functioning. They can hire professionals who intern brought professional approach in rural development planning and implementation, it brought result oriented approach.

Right to information came into existence in the year 2005 with the basic object to bring transparency, accountability and people’s participation. The approach of RTI is to bring about all these by law. But prior to this that is around in the year 2000 Gujarat Government has changed the whole approach of functioning and tried to inculcate the concepts of transparency, accountability, and people’s participation in the culture. People were made aware and trained to ask
questions, the task of planning was given to people themselves etc. Even the computerization of rural development processes automatically brought about accuracy and transparency; the people were introduced with the information technology. The accounting system District and taluka panchayat have been computerized. The website of Panchayat Department has been developed this website covers functioning of various departments in rural areas form district to village level. People can get the information of schemes and even the forms. Even One can know different government resolutions that is what made a part of proactive disclosure in RTI later.

This impact can be perceived as Human Resources Development as it has developed essential knowledge, skills and attitudes required for transparent, participatory computer managed governance system. Such impact cannot be presented in tables, graphs and charts but this impact is rather of much more value than the achievement of physical and financial targets. It will definitely have sustaining effect as far as the culture of development is concerned.

**VII – Concluding Note:**

One of the purposes of this study is to understand the scenario of rural development, what it is, how it is being administered and managed from nation to village level. In this regard chapter III and chapter IV both are very important since chapter III described the national scenario to describe the state level scenario Gujarat has been chosen as one example of a state to exhibit the state level authorities and channel of rural development from state to village level. In Gujarat at state level there are two major actors; a) Commissionerate of Rural Development and b) Department of Panchayat Rural Housing and Rural Development. The office of the Commissionerate of rural development is mainly responsible for implementing the programmes of National Ministry of Rural Development along with its own few initiatives it is being assisted by DRDAs at
district level for implementation of its programme. While the Department of Panchayat Rural Housing and Rural Development deals with strengthening rural local governance by promoting gram sabha mobilization and strengthening PRIs. This department also implements number of schemes of state funds. District panchayats, taluka panchayats and Gram Panchayats are its organs to implement its programmes. One of the interesting thing to note especially in Gujarat is adoption of corporate approach or to say professional approach in rural development like other sectors the examples of which are shown in the form of WASMO and GSWMA. The last part of this chapter impact assessment has been presented in terms of Rural Poverty, Rural Employment, Food Security and human development.