

Introduction

The twenty-first century has opened up spectacular opportunities in terms of acquisition of wide ranging new knowledge. During the century steady Scientific and Technological advancements took place and these scientific advancements have been found instrumental to meet the crucial challenges that the state of Assam has been facing. Balance between economy and ecology depends on the working out of a healthy partnership between human being and nature. This calls for the existence of a truly democratic civil society that ensures economic efficiency and ecological harmony for total eradication of poverty and promotion of human welfare. We need a just political and social structure to ensure the participation of people in the real terms in the decision making process at the different level of social and state structure. And also it is growingly realized that the civil society has a significant role to play in counterbalancing state absolutism. The civil society can be a bulwork against the onslaught of the multinational corporations. The surging wave of liberalization, globalization and privatization has hit the social feeling giving rise to individualism and consumerism. Science and technology have opened up avenues assuring every one food, health, education and home.

Assam has lagged behind in the field of development despite its vast potentials. The untapped hydel power, mineral resources, virgin forests, sturdy people and water resources of the region could change the face of Assam and North East India as a whole. Lack of development has brought about a sense of neglect and frustration among people of the state. Young people are feeling alienated and getting restless. There is thus an urgent need for the systematic analysis of the total issues involving balance between economy and ecology, population, human settlement pattern, physical resources and social justice for development.

Variations of Concepts:

Development is a broader and more diverse concept, denoting improvements in the quality of life of people, extending much beyond direct gains from increased production of commodities and services. The concept 'Development' in its contemporary meanings, associations and repercussions was introduced in the aftermath of the Second World War by the then President of United States of America, Henry S, Trumen in 1949 through his "Four Point Programme" Thereafter, "development for peace" became the ruling ideology and the universal ethics of the "Brave New World". It hinged upon the central axial of higher introduction of technology in production for overtly greater control over nature and natural

environment but covertly to acquire greater access into the lives of individuals and culture groups for ever- increasing maneuverability. It was considered necessary for attaining higher degree of freedom and improved standard of living (quality of life) for mankind. It was also projected as the only “legitimate” and “rational” path available for “human emancipation” from the bondage of poverty and similar other scourages.

Development is a progress of positive change quantitatively and qualitatively. Many people define it in their own context according to their surroundings and immediate needs. Some define development as a process by which members of a society inspire themselves and their institutions in ways that enhance their ability to mobilize and manage resources sustainably to produce sustainable and justify distributed improvements in their quality of life consistent with their aims and aspirations. It is a process involving community participation in critically identifying and analyzing their needs and problems, setting goals and making their own decisions on sustainable use of available resources to improve their quality of life. This implies that development is a struggle against oppression and all that make life less humane. It is a process of building new communities and alternative structures, which empower the poor and enable all people to become subjects of their own destiny. Development involves a movement from unequal relationships to the democratization of all aspects of life and true self reliance. In essence, development is about people and the way they live and every society/community must initiate its own development process and the government should mainly facilitate the process through good and democratic policies.

In the present world sustainable development has become a buzzword. According to the World Commission on Environment and Development (WCED), ‘Sustainable Development is one that meets the needs of the present generation without compromising the ability of future generations to meet their own needs.’ In other words, sustainable development is a process in which the set of desirable societal objectives, or the development index, does not decrease over time. Constancy of natural capital stock, including natural resources and the environment, is a necessary condition for sustainable development. The set of ‘sufficient conditions’ includes an appropriate institutional framework and governance system for implementation of sustainable development policy. (Nair: 2010)

According to Bruntland Commission, F.A.O., U.N., Rome, “Sustainable Development is the management and conservation of the natural resource base and the orientation of technological and institutional change in such a manner as to ensure the attainment and

continued satisfaction of human needs for present and future generation. Such sustainable development in the agriculture, forestry and fishery sector conserves land, water and animal genetic resources are environmentally degradable, technologically appropriate, economically viable and socially acceptable.” (Deb : 2002)

Determinants of Development

Social Development can release and channelize the social energies through more complex social organization to enhance productive capacity and achieve greater results. This process depends upon mechanisms to direct and channel the collective energies of the society in to new and more productive forms of activity. We can identify four distinctly different levels or types of mechanism that serve this function—social aspirations, government authority, social- cultural structure and social know- how in the form of science, technology and productive skills.

Social Aspirations

Economic development occurs when productivity rises, enabling people to produce more, earn more and consume more. To do so, they have to be motivated to learn new skills, adapt to new work processes and adopt new technology, changes which in past ages have met with considerable resistance. The driving force behind the whole movement is psychological. At the deepest level the energies of society are directed by the collective’s subconscious aspirations. Society’s self conception of what it wants to become releases an aspiration of the collective for accomplishment. That aspiration exerts a powerful influence on the activities of the society. India’s twin revolutions were spurred by a growing aspiration of Indian society for security, prosperity and enjoyment. A similar aspiration spurs middle class Americans today to invest their savings in the stock market.

The evolution of social aspiration traced in India from pre-independence to present day. After independence this aspiration evolved into an urge for self sufficiency, a willingness to try new things and take risks. More recently it has matured into a movement of rising expectations permitting all levels of Indian society. Without rising aspirations and expectations, society would not make the effort and take the risk to acquire new forms of behavior to achieve greater results. In the course of social development, society is moved by a range of different psychological motives—the quest for survival and self-preservation, the urge to possess land,

the seeking for social status and more powerful motive force for development, for by its nature it is not limited, as all the other have been, to a specific class or section of society.

Government Authority

Like social aspirations, the authority of Government has the capacity to direct the flow of social energies through the instrumentation of law public policies, administrative procedures, controls, incentives and fear of punishment.

Here too there is a graded hierarchy of stages through which government influences the development process. Monarchy is a highly centralized form of Government organization with significant capacity to restrict freedom and prevent unwanted activities, but with very limited power to promote social development, because of its limited power to positively motivate and direct human initiative.

Modern forms of democracy greatly enhance the development capabilities of society. They are not only capable of enforcing a rule of law which to a large extent, the population willingly accepts as its own interest. They also promote far greater development of individual aspirations, thought, capacity, skill and initiatives. Working through decentralized self-governing structures, it empowers more and more centres of activity in the society, leading greater creativity and innovation. The basic human rights it endorses elevate aspirations and release human energies for higher accomplishment.

The impact of democracy on development was illustrated by Nobel Laureate economist Amartya Sen when he observed that no democratic country with a free press and independent judiciary has suffered a famine in his country. India's green revolution is a powerful testament to the power of governmental authority, though in this and every other instance, government's role cannot substitute for social readiness and social initiative, it can only aid in preparing that readiness, releasing that initiative and organizing the new activities.

Social- Cultural Authority

Government exercises authority over its citizens through law, administration and enforcement. Society exercises a far more persuasive authority over its members through its ideas, attitudes, customs and values. Different societies may develop at very different rates and

in different directions under very similar forms of Government, due to differences in social and cultural authority.

Know-how

Here we include the complete range of capacities that determine the ability of the people to physically direct their energy to achieve productive results. The most important of these are scientific knowledge, technology and productive skills. These may appear very different in nature action from social aspirations, government and social authority, but the character of their influence on development is quite similar.

Principles of Development

1. Development is a process not a programme. Development is not the result of a set of policies or programmes. It is the result of a process by which society moves from lesser to greater levels of energy, efficiency, quality, productivity, complexity, comprehension, creativity, enjoyment and accomplishment.

2. The process of development occurs by the creation of higher levels of organization in society capable of accomplishing greater acts with more efficient use of social energies. Society develops by organizing all the knowledge, human energies and material resources at its disposal to fulfil its aspiration. Organization is the practical application of knowledge in action. It is the technology or know how for social accomplishment.

3. Political, social, economic and technological developments are various expressions and dimensions of the development of the human collection. The same principles of development are applicable to all fields of social existence.

4. The same principles are applicable to development at the level of the individual, the organization, and the society.

5. A society is prepared for development when it posses the requisite surplus energy, awareness and aspiration.

6. Surplus energy is the fuel for development. Each development achievement requires an enormous investment of energy in new and higher forms of behavior. Surplus energy is generated when society has fully organized and master activities at its current level of development.

7. Energy is released when society becomes aware of new opportunities and has the collective will to exploit them. The driving force for development is the progressive

growth of the social collectives' knowledge and awareness of opportunities and the social aspiration or will for higher accomplishment.

8. The social organization consists of a single interconnected fabric. The threads and the weave of the fabric are formed by the multidimensional interaction of social activities, organizations, institutions and values. The fabric varies in thickness and density of weave being most concentrated in large, highly developed urban centres. Development is the process by which the fabric of the social organization increases in density, quality, complexity and geographic extension.

9. Society develops through the three overlapping stages-physical, vital and mental. Each stage is characterized by the predominance of one of the three attributes of human consciousness. The progression from one stage to the next stimulates an exponential increase in the productivity and accomplishments of society.

10. The natural process of development is unconscious. It proceeds by a slow, cumbersome, trial and error process from experience to knowledge. Conscious development moves in the other direction from knowledge to experience. The more conscious the process, the more rapid the progress. Education is an essential pre requisite for conscious development.

11. The society gives creative expression to its collective subconscious urge for development through the initiative of pioneering individuals.

12. The response of society to the initiative of the pioneer depends on its prior preparedness. Initiatives that are too far beyond the society's preparedness are opposed, rejected or ignored. These pioneers are considered rebels. Those that embody the next step in the collective march are embraced, often after initial resistance, initiated and eventually accepted by the collective. These pioneers are accepted as leaders.

13. Once a new activity is accepted, society establishes new organization, policies and laws to support it. When social acceptance of the activity becomes complete, the activity matures into an institution that no longer requires the support of specialized organizations, policies and laws to promote it. At a further stage the activity is transmitted to future generations through the family and becomes part of the culture of the society.

14. When society seeks to move to the next higher stage of development, existing beliefs, attitudes, behaviors and forms of organization become obstacles that have to overcome in order for the transition to take place. Progression to each further stage involves a change in attitudes and life style.

15. The speed of social development increases awareness of opportunities, spreads aspiration, increases, conscious knowledge of organization, grows attitudes become more progressive, and infrastructure is put in place.

16. Development takes place on the foundation of four types of infrastructure—physical, social, mental and psychological. Only the first of these is subject to any inherent limits. As development progresses, it relies more and more on non-material resources.

17. Resources are also of four types—physical, social, mental and psychological.

18. Mind is the creator of all resources. The application of human intelligence and inventiveness converts a substance in to a resource. Increasing knowledge increases the productivity of resources, even physical resources. Therefore, mind is the ultimate resource that gives value to all the others.

From the previous discussion it can be said that, the real wealth of the nation is its people and the basic purpose of development is to create an environment for the people to enjoy long, healthy and creative lives. But it is often forgotten in the pursuit of material and financial gain. The result is destruction and diminishing of our natural resources, which must be combated. The liberalization process in our economy has helped to reach a higher growth rate in 1990s and it is through the development of agriculture and industry where maximum of our manpower is engaged. But this has not developed equitably in our country. The blessings of green revolution have helped Punjab and Haryana to establish as food grain bowl of India. This has helped them to become one of the most developed states of India; attain growth and per capita income. But this is not so in case of Assam and North-East region as a whole, as a result human development has suffered (Deb: 2002). The UNDP has introduced a broad approach to improve human well-being covering all aspects of human-life for both rich and poor countries. The UNDP introduced Human Development Index (HDI) in 1990 and since then it is observed that the GDP and HDI is having a positive correlation in India. Perhaps it is true for North East India too but due to lack of any report or estimate of HDI for North-Eastern Region is difficult to make critical assessment. With the present paradigm, Human Development is the only alternative to have sustainable development.

Human Development

Human Development today is an important tool for examining the living standards and well-being of people all over the world. Wellbeing of man is not evaluated any more in terms of economic factors alone, but it is accepted as a holistic concept which incorporates his cultural,

social, and political, along with economic well-being, as well as all other factors that go to make life more meaningful and worth living (Keya:2010). The essence of education, health, and various other factors which determines the conditions of living of the common man are captured in the newly emerged concept of human development. The acceptance of this new idea has significantly broadened the narrow conventional development paradigm. Study of human development, emphasizes the need to achieve social justice and enhance human happiness for which we need to create institutions that transmute the longing for a better world into a set of policies, which begins by raising the welfare of the deprived sections.

It is generally believed that post globalization India has achieved impressive economic growth that has brought significant economic and social benefits to the country. But along with growth, disparities in income and human development have also increased. According to the World Bank, poverty remains a major challenge though it declines slowly but steadily. Based on the new poverty lines, 42% of the people in rural India and 26% people in urban India lived below the poverty line. (Priyadarshini: 2011). Preliminary estimates for 2009-10 showed that combined all India average poverty rate 32% compared to 37% in 2004-05. UNDP's recently released HDI reveals no improvements in case of HDI. India ranks 134 out of the 187 countries in the Human Development Index in the 2011 Global Human Development Report. In accordance to the report released on January 30, 2012 by the planning commission, the State ranks third in respect to the progress in human development index among all major states of country. Assam has regarded as the major State among all the Eight States of the North-Eastern Region of the country, could achieve a rate of more than 32 percent progress in its human development index. It may be noted here that main three components of human development index are education, health and per capita income. The report is optimistic of the fact that if the progress, particularly in economic growth rate can be sustained by the State for a decade ahead, there will be a vast possibility of overall human development of Assam (Assam Tribune 2012). Assam has shown the highest rate of progress in income-index and third highest progress on health index. As far as Reduction of hunger is concerned, the success is not very much impressive. According to the report 53.7% of the population suffers multiple deprivations while an additional 16.4% are vulnerable to multiple deprivations. The Indian Human Development Report prepared by the Institute of Applied Manpower Research identified health, nutrition, sanitation as the key challenges for India.

New Development Paradigm

Mahbul-ul-Haq who is considered as the father of the concept of human development opines that the new paradigm of development should be the Human Development Paradigm only. The objective of development is to increase in GNP saving, investment, trade, business and other macroeconomic indicators of growth are important to the extent that they contribute and accept as means of raising the quality of life of the people. Once these people acquire the required capability they can contribute further for raising the macroeconomic indicators of the country/region. It is therefore, crucial for policy makers to understand the circular relationship between human development and economic development. This strategy of development is extremely important from the point of view of this region, as people seem to be alienating themselves more and more from the process of development.

Haq also opines that basic purpose of all development is to enlarge people's choices, which relates to accessibility to knowledge, nutrition and health services, security of life and property, political, cultural and religious freedom. The pioneering works of Sen, Mahbul-ul-Haq and others have brought a change in the development paradigm. The new development economics, contribute a positive paradigm shift from neo-classical economics.

The core idea of development economics is reconciliation of economic growth with improving the distribution of income and eradication of the worst form of poverty. The trickle Down Theory has proved totally ineffective in tackling problems of mass poverty, illiteracy, ill-health and malnutrition. It was clear that if development strategy from top to bottom did not work, surely the strategy of emphasizing the reverse direction needs to be given greater attention. This will help in identification of the inadequacies of the basic living conditions of the common man. The horizon of economic development as a result of this changed perception, consisted of the development of social infrastructure like education, health, nutrition access to sanitation and drinking water. Policy makers and planners now assess the success of their plans from the point of view of not only economic growth, but also from the point of view of achievement of these social indicators.

Though eradication of poverty and attainment of economic equality and social justice had been the objectives of the successive years still it was the only eighth plan which identified human development as its primary objective. The plan emphasized the creation of jobs, eradication of illiteracy, universalization of elementary education, provision of safe drinking

water and primary health care facilities to all. The Ninth Five Year Plan too reiterated its emphasis on human development and focused the importance of all public action towards that objective. Keeping the objectives of the five year plans in view and also governed by the publication of the successive Reports on Human Development, various state governments have undertaken the publication of Human Development Reports of the respective states. The realization has, therefore, dawned upon the planners and policy-makers that human development should be the prime focus of all development policies.

Thus, the new development paradigm therefore attempts to capture all these vital issues relating to human development, and it is popularly known as development economics. This branch of study is concerned mainly with the process that tend to increase per capita income overtime and distribute it more equitably by an overall transformation of the structure of demand, trade, production and employment (Chenery, 1981.)

Variations of Concepts

Human development is a function of human awareness, aspiration and attitudes and values. Like all creative processes it is a process of self conception. It is the human factor that is the pivot of the process of development. Though the study of human being is basic to the study of development, it cannot be a human being in isolation, but rather of human beings in relation to their fellows, or of human in society and in their environment. (Singh:1999).

There is however consensus at a global level that anyone who does not have minimum required resources/ income to meet basic needs-food, shelter and drinking water for survival is poor. Without eradication of destitution from society "human development" (HD) in what every way one defines remains.....

Human development is a development paradigm that is about much more than the rise or fall of national incomes. It is about creating an environment in which people can develop their full potential and lead productive, creative lives in accordance with their needs and interests. People are the real wealth of nations. Development is thus about expanding the choices people had to lead lives that they value. And it is thus about much more than economic growth which is only a means-----

This way of looking at development, often forgotten in the immediate concern with accumulating commodities and financial wealth is not new. Philosophers, economists, and political leaders have long emphasized human wellbeing as the purpose, the end of development. As Aristotle said in ancient Greece, “wealth is evidently not the good we are seeking; far it is merely useful for the sake of something else”. In seeking that, HD shares a common vision with human rights. The goal is human freedom and in pursuing capabilities and realizing rights, this freedom is vital.

Origins of Human Development Approach

The HD approach arose in part as a result of growing criticism to the leading development approach of the 1980s, which presumed a close link between national economic growth and the expansion of individual human choices. Many, such as Dr. Mahbubul Haq, the Pakistan economist who played a key role in formulating the human development paradigm, came to recognize the need for an alternative development model due to many factors, including:

- Growing evidence that did not support the then prevailing belief in the “trickle down” power of market forces to spread economic benefits and end poverty.
- The human cost of structural adjustment programmes became more apparent.
- Social ills (crime, weakening of social fabric, HIV/ AIDs, Pollution etc) were still spreading even in case of strong and consistent economic growth.
- A wave of democratization in the early 90s raised hopes for people-centered models.

As of 1990, the HD concept was applied to a systematic study of global themes, as published in the yearly global HD Reports under the auspice of the UNDP. The work of Amartya Sen and others provided the conceptual foundation for an alternative and broader human development approach, defined as a process of enlarging people’s choices and enhancing human capabilities (the range of things people can be and do) and freedom, enabling them to: live a long and healthy life, have access to knowledge and a decent standard of living, and participate in the life of their community and decisions affecting their lives. HD as an approach is concerned with what I take to be the basic development idea: namely advancing the richness of human life, rather than the richness of the economy in which human beings live, which is only a part of it. HD has always been flexible and ‘open-minded’ with respect to more specific definitions. There can be as many human development dimensions as there are ways of

enlarging people's choices. The key or priority parameters of HD can evolve over time and vary both across and within countries. Some of the issues and themes currently considered most central to HD include:

Social Progress— Greater access to knowledge, better nutrition and health services.

Economics--- The importance of economic growth as a means to reduce inequality and improve levels of human development.

Efficiency--- In terms of resource use and availability. HD is pro-growth and productivity as long as such growth directly benefits the poor, women and other marginalized groups.

Equity---- In terms of economic growth and other human development parameters.

Participation and freedom---- Particularly empowerment, democratic governance, gender equality, civil and political rights, and cultural liberty, particularly for marginalized groups defined by urban , rural, sex, age, religion, ethnicity, physical, mental parameters etc.

Sustainability--- for future generations in ecological, economic and social terms.

Human security---- security in daily life against such chronic threats as hunger and abrupt disruptions including joblessness, famine, conflict, etc.

Indicators of Human Development

To draw attention to these ends, the Human Development Report now uses four key indicators

- **HDI, the Human Development Index :**

A summary of human development in a country that measures the average achievements of people along three dimensions : living a long and healthy life, as measured by life expectancy at birth; being knowledgeable as measured by a combination of the adult literacy rate and the combined enrollment ration in primary, secondary and tertiary education; and having access to a decent standard of living, as measured by an index of income per capita (GDP measured in PPP to achieve international comparability).

- **GDI, the Gender-related Development Index :**

GDI is an indicator that adjusts the average HDI achievement to reflect inequalities between men and women along with the three basic dimensions.

- **GEM, the Gender Empowerment Measure :**

It is an indicator that focuses on the opportunities open to women. It measures inequality of opportunities in three areas: political participation and decision making; economic participation and decision making; and power over economic resources.

- **HPI, the Human Poverty Index :**

It is an index that measures deprivations along the basic dimensions of human development. It combines the proportion of people in a country expected to die at a relatively early age (40 years in developing countries, 60 years in developed countries) ; illiteracy; and poor access to the overall economic resources needed for a decent standard of living.

Human Development indices has shown how these four fundamental ideas are integral parts of a more holistic approach to development, a comprehensive perspective that combines human rights, economic and social advance, self-determination, peace and human security, participation and empowerment. The strength of the human development approach lies in its focus on broadening choices and strengthening human capabilities and its concern with issues neglected by neoliberalism, such as care for children and the aged and gender equality and intra-household income distribution. These concerns are important for strengthening human values and capabilities. The Human development approach broadens the scope of indicators used to monitor development. In place of neoliberalism's sharp focus on economic and financial indicators as a means to human ends, human development relies on a wider range of human and social indicators that are given primary place as ends in themselves. Besides improving the quality of life of the present generation, development process nowadays is expected to conserve resource adequately for the future generation, so that the future generations too enjoy the choices of living long and healthy life. Thus special importance is given to indicators that track the human situation: life expectancy, nutritional status, and ultimately of well being and happiness of the rural masses as 90% of its population living in

rural areas, with around 15% of the people literate, more than 80% population dependent on traditional farming with massive poverty, under development and backwardness (India 2011).

Rural Development

Rural Development is a continuous and complex process which not only envisages the development of rural areas but also the development of rural people. Rural development aims at optimum realization of growth potentials of the villages, ensuring equitable distribution of benefits of development to the disadvantaged sections of society creating gainful employment opportunities. In a developing country like India where majority of lives in rural areas and dependent upon agriculture for its livelihood and where problems like poverty, unemployment, social and economic inequalities exist more prominently in rural areas, the importance of rural development cannot be overemphasized rather it is the main thrust of the national development. The strategy focuses on improving agricultural productivity, promoting the production and export of non-traditional products, generating gainful employment and increasing output of small scale enterprise. (Jain:2011)

Rural development does not imply setting up of major industries in rural areas. Rural development on a sustainable basis is possible only when the rural resources are put to optimum use, enhancing a steady growth in rural output and generating surplus income (Sundaram:2011). This strategy of rural development will ensure self-reliance in the rural population. Self-reliance implies self-competence, resourcefulness, problem-solving capability, the ability to discern and wisdom to use knowledge.

Rural development implies both the economic betterment of rural people as well as greater social transformation of rural areas. In order to provide the rural people with better prospects for economic development, increased public participation in the rural development programmes, decentralized planning, better enforcement of land reforms and greater access to credit are envisaged. Rural development has always posed a challenge to the planners, implementers and other stakeholders. The 73rd and 74th Amendment to our constitution mark the culmination of concerns that have dominated India's reach for an alternative paradigm of development and rural governance, thus, occupies priority in the agenda for national development in India.

Variations of Concepts of Rural Development

Development is a dynamic process directed towards transforming the entire society, embarking together its economic, social, political and administrative aspects for an all-round balanced upward change. It is advocated as a basic strategy for economic development through generation of employment opportunities in rural areas. Among other objectives one of the objectives of rural development is to widen people's choices. So efforts need to be made for preservation and improvement of the rural environment and rural development planning may be conceived as the process of identifying the complex of factors which contribute to the development of a rural area.

Rural development is a holistic concept encompassing both natural and human resource development in an integrated manner. Rural development connotes overall development of rural areas with view to improve the quality of life of the rural people. In this sense it is more comprehensive and encompasses the development of agriculture and allied activities, villages and cottage industries and crafts. (Robert: 1983).

Rural Development can also be defined as a strategy to enable a specific group of people, poor rural women and men to gain for themselves and their children more of what they want and need which involve helping the poorest among those who seek a livelihood in rural areas to demand and control more of the benefits of the rural development. According to Mohsin (1985), Rural Development involves a process in which the rural society as a whole moves from one step of the economic ladder to the next step ahead, thereby enhancing its social and economic status. Shepherd (1998) said that, Rural Development is the set of activities of diverse actors-individual, organizations and groups which taken together leads to progress (growth of income and wealth, poverty alleviation and cultural, spiritual and ethical development) in rural areas.

A World Bank Report has suggested more comprehensive concept and method of rural development. It says, 'A national programme of rural development includes a mix of activities including projects to raise agricultural output, create new employment, improve health and education, expand communication and improve housing. The nature and content of any development programme or project will reflect the political, social and economic circumstances of the particular country or region. Rural development is a strategy for improvements in rural income, employment opportunities, income distribution, rural welfare and other aspects of

rural life with special emphasis on a specific group of people, i.e. rural poor including small and marginal farmers, tenants and the landless (W.B. 1975 & Dubey:1999).

Objectives of Rural Development

Rural development in the Indian context, have aimed at achieving a number of objectives. These include:

- i) Changing the attitude of the rural people towards development/ transformation of the village community.
- ii) Promotion of democratic leadership at the grassroots level by setting up local self governments.
- iii) Provision of basic needs such as drinking water, health care, better sanitation, housing and employment.
- iv) Development of both farming and non-farming activities so as to generate gainful employment, without adversely affecting the environment.
- v) Improving infrastructural facilities in villages, particularly transport and communication facilities and
- vi) Ensuring a tension free life for the rural population by promoting communal harmony and unity, levels of literacy, education and cultural activities.

Rural Development has the major objectives:

- i) Full employment of labour and physical resources.
- ii) Setting up of agro-industrial complexes
- iii) Laying down minimum standards of productivity or efficiency for those owning or using precious resources
- iv) Minimum standards of performance by public agencies by making them accountable to the local people and
- v) Creating a scientific temper which implies a changing of the mind and old habits of thought and action.

According to ESCAP (The Economic and Social Commission for Asia and Pacific), the criterion for rural development involves:

- i). Drawing the entire rural labour force into the mainstream of economic activity;
- ii). Realizing the creative energies of the rural people,
- iii). Checking the drift of the rural population to cities,

- iv). Enhancing participation of women and the youth in rural development process,
- v). Improving the quality of life through integration between development and environment and
- vi). The all round development of the rural population by taking the abundant manpower.

Rural development involves generating employment opportunities for the rural people so that they are able to meet their basic needs and ultimately become major agents of economic progress and social change.

Features of Rural Development It is a continuous process

- Quantitative and qualitative change
- Improvement in standard of living
- Exhaustive development
- Attention to specific group
- Better utilization of resources
- Reduction in disparities

Approaches to Rural Development

India has gained vast experience in the implementation of rural development programmes. The approaches of rural development and area planning have also changed over a period of time. The shift in emphasis is intended not only to accelerate the pace of growth of rural sector but to ensure social justice by minimizing wastage and leakage. The choice of intervention in planning rural development programmes has shifted from the target sector to the target area and target group approaches and their combinations. The approaches and strategies of rural development depend on ideology, political structure and requirements of the nation. The current approaches to rural development emphasize the following.

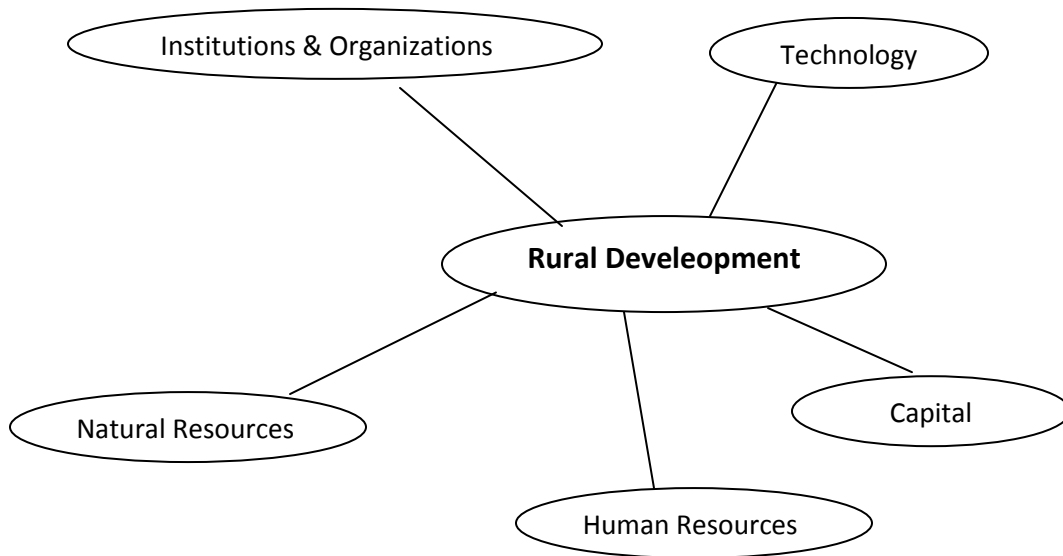
- A direct and time bound plan of action for improving the living conditions of the rural majority and their quality of life;
- All round development of the abundantly available manpower with technologies in place to promote this objective, simultaneously increasing productivity and enhancing work satisfaction;
- Promoting real participation of the rural majority in the decision- making, mobilization and implementation process;

- An integrated approach that will integrate sectors of development with reference to an agreed package of goods and services and in a more fundamental sense, integrate different levels (central, state and local), areas (urban and rural) and classes of people (rich and poor); and
- Promotion of self-reliance at local as well as provincial and national levels in achieving these objectives. (Jain:2011).

Rural Development is dependent on a multitude of physical, technological, economic, socio-cultural and institutional factors. There are various variables that determine rural development as natural resources, employment, capital, technology and organizational institutional framework.

Determinants of Rural Development

Figure/Chart 1.1



India is a country of villages where most of the people reside in rural areas. About 72% of the people live in these villages which contributes 54% share in national income. Which means a large amount of population of India is in small areas which contribute a small share of national income (Nawar: 2009). Since Independence, policy makers and planners have been emhasizing on the need for transforming the rural areas where an overwhelming majority of population live below poverty line. Thus, rural development is essential because of the following reasons:

- Pre-dominance of agriculture—agriculture, the main occupation
- Old methods of agriculture
- Low standard of living
- Low per capita income
- Vicious circle of poverty
- Market imperfection etc.

It is true that the process of economic development involves a shift from agricultural and allied activities to non agricultural activities. So long as rural areas are deprived of minimum facilities, there will be rural exodus. So, if India wants to develop it will have to start from the path of agriculture development.

Rural Development holds the key to nation-building. It is rural development which can transform rural society from traditional isolation to integration with the main stream of national life. It can also raise the social, economic and cultural values of the rural people through basic infrastructural amenities, e.g. pure drinking water, nutritious meals, clothes, houses, education, medical, recreational facilities, electricity, transport communication etc. for their harmonious growth.

The development of living and working conditions of the poor backward classes, artisans, agricultural labourers, women, children, youth, aged as well as the removal of rising criminal incidences, plunder, untouchability, will definitely bring harmony peace, pleasure and contentment to their lives. The traditional outlook towards development has been preventing them from taking full benefit of different welfare programmes launched by Government. But with the substantial exposure to media, both electronic & print media, the rural sector is moving towards self reliance and economic independence. If the people of rural sector are mobilized more vigorously, rural development can act as a panacea of all such ills and also pave the way for democratic decentralization.

Theorisation of Rural Development

A theory is a set of interrelated principles and definitions that present a systematic view of phenomena by specifying relationships among variables with the purpose of explaining natural phenomena.

A theory is expected to perform two major functions, namely explanation and prediction of phenomena. There is no universally acceptable theory of rural development which can explain the existing phenomena of rural development and predict its future course. (Singh:1991 & Nair:2011). Since there is no acceptable theory, so we have only hypothesis and propositions that constitute higher level generalizations in the field of development.

The classical economists of the late eighteenth and early nineteenth centuries did not focus their attention on development or rural development they rather assumed that economic growth would naturally lead to economic development. It was towards the end of Second World War around 1945, that development became an important field of study and attracted several scholars' attention. Two distinct schools of thought emerged in the fifties, namely capitalist and Marxist and two distinct theories corresponding to them namely Modernisation Theory of the Capitalists School and the Dependency theory of the Marxist School.

The Modernisation Theory

The Modernisation theory or the Free World model of development propounded by classical school of thought was the justification for US hegemony in the context of the cold war. The essence of the theory was, the transfer of western technology and rationality, without changing class struggle as means of development and removal of social and ideological obstacles to such process. The modernization theory was based on the following assumptions...

- Application of Western science and technology in order to increase production is essential for achieving development.
- The process of development can be delineated into a series of stages, and all societies pass through those stages.
- In the process of development, traditional, social and political institutions are replaced by modern ones.
- Traditional feudal forms of political power will be replaced by democratic forms of governance.

However, the theory has lost much of its appeal due to its failure to predict and explain many economic phenomena, such as the faltering of the post Second World War boom in the

1960's, world wide depression in the 1970's and the shift in the terms of international trade in favour of developed countries. The theory also did not foresee the adverse environmental impacts of the capitalist free market model of development and its unsustainability. Another reason for the failure of modernization theory to be relevant in the context of developing countries and that is the ineffective implementation of rules and controls aimed at preventing private companies or groups from dominating their domestic markets (Nair : 2011).

The Dependency Theory of Marxist School

The failure of modernization theory to explain growing inequalities, poverty, violence in the newly independent nations in Africa and Asia had compelled development thinkers to have an alternative paradigm. The intellectual foundation of the new paradigm was rooted in the ideas of Karl Marx, Friedrich Engels and other Marxist thinkers. Marx and Engels believed that the process of social change was not gradual and evolutionary, as assumed by the modernization theory.

The following are the main arguments of Dependency Theory..

- The developed countries could not have achieved the level of development that they have without the systematic exploitation of the developing countries.
- The process of development passes through a series of stages in an illusion. Developing countries can not attain development following the path adopted by developed countries, so long as the exploitative world system exists.
- Countries that are now poor were not so to begin with; rather they have been forced into the stage of underdevelopment by a global system of capitalist exploitation.
- Developing countries can develop only by snapping their links with the developed countries.

The dependency theory was very popular in the 1970s as it provided a plausible explanation to the perpetuation of the problem of poverty and stagnation in developing countries despite concerted efforts at solving them. However, in the 1980s, the theory lost much of its initial popularity, and was criticized as being too deterministic and too simplistic.

Rosenstein-Rodan's Theory of the 'Big Push'

According to this theory, there is a minimum level of resources that must be devoted to development programme, if it is to have any chance of success. Rosenstein Rodan identified three kinds of indivisibilities, which may be considered as the main obstacles to the development of developing countries. They are..

- Indivisibility in the supply of overhead capital
- Indivisibility of demand
- Indivisibility in the supply of savings

He argues that a big push in terms of a high quantum of investment is required to scale the economic obstacles to development created by these three kinds of indivisibilities, and the external economies to which they give rise.

Leibenstein's' Critical Minimum Effort Thesis

The central idea of Harvey Leibenstein's thesis is that in order to attain sustained secular growth, it is essential that the initial stimulant to development be of a certain critical minimum size. According to Leibenstein, economic backwardness is characterized by a set of interrelated factors, which have a certain degree of stability at their small equilibrium values.

In the context of Rural Development, it could be seen that the theory provides a useful caveat while identifying the determinants of rural development. The critical analysis of the theories helped to determine the effectiveness of the theories for the rural poor. The modernization theory offers quite a few useful insights in the field of rural development such as the inevitability of the use of modern technology for increasing agricultural production and need for replacing traditional feudal institutions by new democratic ones, for a shift towards greater scientific temper, and secular values and norms where as class struggle can be used an instrument for social change and development, according to Marxist school of thought.

Rural Development during Pre-and-Post-Independence India

Pre-Independence

Rural Development traces back its history to the seventeenth century when voluntary efforts to serve the mankind were initiated. A religious society of people known as 'Friends' or 'Quakers' had emerged as a movement in this direction for the first time in England then the other parts of the world in rapid strides. It aimed at providing service to mankind transcending

bonds of religion, territory and culture. The Quaker was a kind of rebel. In the mid seventeenth century, the main plan of the Quaker movement was that every human beings has infinite dignity, that he/she is worthy of reverence simply because he is a human being and therefore, a temple of God. The main spirit behind this movement has been one of the selfless sacrifices and it turns like a wire, as it were among the exponents of the Quaker faith.

However, the first attempt for rural development in India was made in 1885 with an ultimate objective of bringing immediate relief and development of rural area in Baroda. In 1922, the Swaraj Ashram was established at Baroda by Mangal Lal Gandhi. The Ashram aimed at preparing for non-cooperation and the civil disobedience movement launched by the Indian National Congress under the leadership of Gandhi.

With the start of the reform movement by Adivasis during the period 1915-20, the Government suffered heavy losses in revenue, sales of liquor by contractors reduced drastically and the Adivasis also refused to do the agricultural work on low wages. In 1935, reconstruction centers were organized at several places, but start of the Second World War in September 1939 towards the progress of these centres. 'Grow More Food' campaign was started in 1943 with a view to augmenting the level of food production through planning and implementation of short-term and long-term improvement programmes in agriculture. Besides, a good number of project aiming at community development were introduced in different parts of the country.

The next important step was taken by the 'Kishan Sabha' under the leadership of the Communist Party Worker Mrs. Godvari Parulekar in 1945. For the first time, Adivasis made slogans against exploitation by landlords, money-lenders and contractors. As a result, the Minimum Wage Act was brought under enforcement in forties to safeguard the interests of Adivasis working for forest contractors. And since 1947, the Government started to encourage formation of Cooperative/ Labor Societies for forest workers.

However, since start of the past decade of the nineteenth century, quite a few centres of rural construction were started from time to time in different parts of the country. These centres made systematic efforts for development of life and society or specific rural communities and tried to make full use of technological knowledge.

Post-Independence

In September 1948, the first and the foremost 'Pilot Project' was started in an area of 64 village scattered in the vicinity of Mahewa near Etawah (U.P). Subsequently, in the year 1949, there was again a move for 'Grow More Food' campaign with a view to attaining self sufficiency in food grains by 1952. The first five year plan conceived the National Extension Service as the agency and community development as the method through which it was envisaged that the successive Five-Year-Plans would create a better, richer and fuller life for the teeming millions living in thousands of rural communities in India. The National Extension Service was started in 1952 by the Government of India with the establishment of 55 community Development Programmes was extended to cover the entire country by a net work of 5,265 Community Development Blocks.

With the advent of the Fourth Plan in 1969, it was realized by the Planning Commission that ideology of equity in spatial development could not be achieved through adoption of equity in spatial development could not be achieved through adoption of adhoc and 'piece-meal' planning for urban and rural areas separately. Consequently, realizing that the benefits of various development programmes were, in the main, being taken by these better endowed in terms of land resources, the programmes were designed for the development of small and marginal farmers and the landless and agricultural labourers were taken up in the early seventies. Drought Prone Areas Programme was introduced in mid seventies. A programme of 'food for work' was launched in 1977 and during 1974-77, special sub-plans of development were introduced with a view to removing regional disparities particularly in less endowed or disadvantaged areas, like the hill and tribal areas.

At the close seventies, it was realized that a small fraction of the rural poor was covered effectively by the anti-poverty programmes. Among the rural, especially those belonging to the bottom stratum were left untouched. Besides, the territorial overlapping of these programmes and their funding pattern created considerable difficulties not only in effective monitoring but also thwarted achievement of the programme. In view of these it was decided to combine these programmes into one and designate it as the Integrated Rural Development Programme.

However, based on the above conceptualization it was, therefore, decided that before the start of the Sixth Five- year the poorest sections belonging to the families of landless labourers, small and marginal farmers, rural artisans, Scheduled Castes/Scheduled Tribes and socially and economically backward class will have to be assisted through an appropriate package of technology, services and asset transfer programmes (Prasad:1998).

Rural Development Under Five Year Plans

During the plan periods, there have been shifting strategies for rural development. The First Plan (1951-56) was a period when community development was taken as a method and national extension services as the agency for rural development. Co-operative farming with local participation was the focus of the Second Plan (1956-61) strategy. The third Plan (1961-66) was the period of re-strengthening the Panchayati Raj System through a democratic decentralized mechanism. Special Area Programmes were started for the development of backward areas in the Fourth Plan (1969-74). In the Fifth Plan (1974-79), the concept of minimum needs programme was introduced to eradicate poverty in rural areas. There was a paradigm shift in the strategy for rural development in the Sixth Plan (1980-85). The emphasis was on strengthening the socio-economic infrastructure in rural areas, and initiatives were taken to alleviate disparities through the Integrated Rural Development Programme (IRDP). During the Seventh Plan (1985-90), a new strategy was chalked out to create skill based employment opportunities under different schemes. Special programmes for income generation through creation of assets, endowments and land reforms were formulated for participation by the people at the grassroots level.

Table 1.1: Plan wise programmes of Rural Development:

Plan Period	Programmes	Year of Introduction
First Five Year Plan	a) Community Development Programme	1952
	b) National Extension Service	1953
Second Five Year Plan	a) Khadi and Village Industries Programme	1957
	b) Village Housing Project Scheme	1957
	c) Multi-Purpose Tribal Development Block Programme	1959
	d) Package Programme	1960
	e) Intensive Agricultural District Programme	1960
Third Five Year Plan	a) Applied National Programme	1962

	b) Rural Industries Project	1962
	c) Intensive Agricultural Areas Programme	1964
	d) High yielding seed variety programme	1966
Annual Plan 1966-67	a) Farmer's Training and Education Programme	1966
	b) Well Construction Programme	1966
Annual Plan 1967-68	a) Rural Work Programme	1967
	b) Tribal Development Block	1968
Annual Plan 1968-69	a) Rural Manpower Programme	1969
	b) Composite Programme for Women and Pre-School Children	1969
Fourth Five Year Plan	a) Drought Prone Area Programme	1970
	b) Cash Scheme for Rural Employment	1971
	c) Small Farmer's Development Agency (SFDA)	1971
	d) Tribal Area Development Programme	1972
	e) Pilot Project for Tribal Development	1972
	f) Pilot Intensive Rural Employment Programme	1972
	g) Minimum Needs Programme	1974
Fifth Five Year Plan	a) Hill Area Development Programme	1975
	b) Special Livestock Production Programme	1975
	c) Good for Work Programme	1977
	d) Desert Development Programme	1977
	e) Whole Village Development	1979

	Programme	
	f) TRYSEM	1979
	g) IRDP	1979
Sixth Five Year Plan	a) National Rural Employment Programme	1979
	b) Prime Minister's New Twenty Point Programme	1980
	c) Development of Women and Children in Rural Areas	1983
Seventh Five Year Plan	a) Jawahar Rojgar Yojna	1989

The focus of the Eighth Plan (1992-97) was to build up rural infrastructure through participation of the people. Priorities were given to rural roads, minor irrigation, soil conservation and social forestry. Since Ninth Plan (1997-2002) strategic changes were made to promote the process of nation-building through decentralized planning. Greater role of private sector was also ensured in the development process.

The Ninth plan laid stress on a genuine thrust towards decentralization and people's participation in the planning process through institutional reforms. It emphasized strengthening of Panchayati Raj and civil society groups for promoting transparency, accountability and responsibility in the development process. The role of the Government, in general, had to shift, from being the provider, to the facilitator of development processes by creating right types of institutional infrastructure and an environment conducive to broad –based economic development.

The Tenth Plan (2002-07) emphasized on alleviation of poverty, generation of adequate employment and provision of basic minimum services such as drinking water, shelter and connectivity to all in a time bound manner. Programmes for providing self employment, generating income, imparting technology and skill upgradation training (SGSY) and wage employment (SGRY), Special Area Development Programme (MLACDS, WGDP, DPAP), programme for people's participation to accelerate the efforts of the development process and to provide for community maintenance of public assets (Self Sufficiency Scheme) and programmes pertaining to institutional reforms for people's participation in decentralized governance, planning and development constituted the core of the rural development programme under 10th five year plan.

The Eleventh Plan (2007-12) focussed on rapid and inclusive development. These relate to reviving dynamism in agriculture and building the necessary supportive infrastructure in rural areas, expanding access to health and education, especially in rural areas, undertaking programmes for improving living conditions for the weaker sections and for improving their access to economic opportunity. It also includes a major thrust for infrastructure development in general, which is a critical constraint on our development.

According to the Planning Commission, the basic objective of the Twelveth plan (2012-2016) is to achieve faster, more inclusive and sustainable growth. In order to achieve inclusive growth, the target of Government aid is shifted to rural areas. The Twelveth plan encourages agriculture, education, health and social welfare through Government spending. To achieve greater inclusive growth, the commission has stressed better farm sector performance with a growth of at least 4%, faster creation of Jobs, stronger efforts at health, education and skill development and greater effectiveness of the programmes designed for poor (Priyadarshini:2011).

Panchayati Raj – A Corridor of Rural Development

On 20th April 1993 getting the assent from the President of India, the 73rd Constitution Amendment Act 1992, was brought into the force vide government notification which provides new look, dimension and power to the Panchayati Raj System as an weapon for rural development (Dutta:2009). Panchayati Raj was considered a political and administrative innovation of far-reaching importance when it was first talked about in 1957. It was depicted as a mechanism of popular participation. The Panchayati Raj bodies were expected to waken political consciousness in the country side and to engender a democratic process in rural India.

The Panchayati Raj movement in India picked up momentum in 1957 with the constitution of Balwant Rai Mehta Committee to review the community development and National Extension Service Programmes. The story of Panchayati Raj has been the story of ups and downs. It has passed through five important phases: The phases of Ascendency (1957-64), Stagnation (1965-69), Decline (1969-77), Revival (1980-93) and the phases of consolidation (1993 onwards). Activities assigned and taken up by PRIs since the beginning were limited. Their resource base was weak and elections irregular (Jain:2011).The failure of development strategies through poverty alleviation programmes and the declining level of people

participation in the development process have rekindled the interest in the PRIs which culminated by giving a statutory status to the PRIs.

Institutionalising the Panchayati Raj system in India is essentially the result of recommendations and proposals of various committees and sub committees. Thus, all efforts culminated the 73rd Constitutional Amendment thereby providing constitutional status to the panchayati raj institutions. It becomes evident that for more egalitarian and balanced development to be achieved, a more participatory, democratic and decentralized, bottom-up model of development was needed. The 73rd constitutional amendment provides that there shall be a three tier system of panchayats at village, intermediate, block and district level, seats in panchayats at all three levels shall be filled up by direct election, in all the panchayats seats would be reserved for SCs and STs in proportion to their population, offices of chairpersons of the panchayats at all levels shall also be reserved in favour of Scs and STs in proportion to their population and one third of total number of seats will be reserved for women, state legislators have the liberty to provide reservation of seats and offices of chairpersons in panchayat in favor of backward classes. The newly set up of Panchayati Raj introduced 'Gram Sabha'- 'A body of consisting persons registered in the electoral roles relating to a village comprised with in the area of Panchayat at the village level'. Gram Sabha is a forum in the system where people participate directly and it expresses the collective aspiration, wisdom and will of the people. Face to face participatory democracy can be practiced here which will foster maximum accountability and transparency of administration and public awareness. At this level all the available resources-physical and human are mobilized to develop priority programmes in socio-economic sectors.

PRIs can contribute a lot in the entire process of rural development. First the very existence of PRIs fills a vast organization gap. Secondly, the Panchayati Raj leadership plays an educative role for development. Thirdly, for local level planning, participatory processes can be worked out. Fourthly, the involvement of PRIs in the implementation of the programmes leads to improvement in implementation. Fifthly, the PRIs serve as a training ground for democracy and can rightly be called as nurseries of democracy. In SGSY the role of PRIs is described clearly that they should take the leading role in identifying, planning and implementing the scheme (Dutta:2010)

Rural Development— The Government Initiative

Agriculture and Rural Development has been the key mantra for a sustained and long-term economic growth in India. The same is in the sharper focus today with the Government taking keen interest to ensure a comprehensive and visible uplift of this sector through effective implementation of various schemes (Jain:2011).

The Government runs its large-scale rural development schemes mainly through the Ministry of Rural Development, National Bank for Agriculture and Rural Development (NABARD), and Khadi and Village Industries Commission (KVIC). Besides some autonomous bodies like District Rural Development Agency (DRDA), National Institute of Rural Development (NIRD), National Rural Roads Development Agency (NRRD) and Council for Advancement of People's Action and Rural Technology (CAPART), National Institute of Rural Development are also working in tandem with the Government for a better Rural India.

The Ministry of Rural Development was set up as a full-fledged Ministry in 1979. The Ministry consists of three Departments—Department of Rural Development, Department of Drinking Water Supply and Department of Land Resources. In India Ministry of Rural Development is the apex body for formulating policies, regulations and acts relating to the development of the rural sector. The Directorate of Panchayat and rural development, Assam has been upgraded to 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 (Economic Survey 2010-11).

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 were employment and creating durable assets. As the present study is concerned in the field of rural development only so, it's going to discuss about the schemes that comes under the Rural Development Sector in Assam.

Schemes Under Rural Development Sector

1. **Mahatma Gandhi National Rural Employment Guarantee Act (NREGA)**

NREGA is the first ever law internationally that guarantees wage employment at an unprecedented scale. This is a historic and unique legislation reiterating Government's commitment towards livelihood security of people in rural areas. The Act guarantees one hundred days of employment in a financial year to every household whose adult members volunteer to do unskilled manual work.

The Act was operationalised from February 2006 in 200 selected districts of the country and the remaining districts were brought under the ambit of NREGA from 1st of April, 2008. Rs.12, 000 crore was allocated for this scheme in 2007-08. Erstwhile scheme of Sampoorna Grameen Rozgar Yojana (SGRY) has been merged in to NREGA from April 2008. Where as in Assam MGNREGA has started with 7 districts of Assam since February as the first phase districts. During the year 2008-09 all the 27 districts of Assam were covered under the programme. 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 work generated by women was 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.

2. **Swarnajayanti Gram Swarozgar Yojana (SGSY)**

The SGSY was launched in 1999 merging self employment programmes like TRYSEM, DWCRA, IRDP etc. The expenditure under SGSY is shared by the Centre and the States in the ratio of 75:25. The main objective of the SGSY is to bring poor families above the poverty line by providing them income generating assets through a mix of bank credit and Government subsidy. It is a holistic programme covering all aspects of self employment such as organization of the poor into Self-Help Groups and taking care of training, credit technology, infrastructure and marketing needs. SGSY is being implemented by the District Rural Development Agencies

(DRDAs) with the active participation of Panchayati Raj Institutions, banks, line departments and non-governmental organizations.

Till the end of the year 2009-10 a total of 208212 SHGs were formed in the state of Assam 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 swarojgaries 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 (Economic Survey: 2010-11).

3. 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 Government of India. (Economic Survey:2010-11).

4. On-Line Monitoring System

To bring more transparency in implementation of the programmes/ schemes and proper utilization of Government fund, on line monitoring system at all levels of Administration like Block, District, State and Central Government level has been introduced. Moreover, the Centrally Sponsored Schemes are monitored through online 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.

5. 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 man days have 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.

6. 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.

Schemes under Panchayat Sector

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.

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)

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

- Indira Gandhi National Old Age Pension Scheme (IGNOAPS)
- National Family Benefit Scheme (NFBS)
- Annapurna

As per decision of the Government 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 Government of India under Additional Central Assistance (ACA) of Government of India. The Government under IGNOAPS provides Rs. 200 per pensioner per month and Government of Assam provides Rs. 50 per pensioner per month as Minimum Mandatory Provision (MMP) (Economic Survey: 2010-11).

During the year 2007-08, the total allocation was Rs. 15466.42 lakh out of which Rs. 15466.42 lakh was released by the state government under ACA and 4000.00 lakh was released by the state government as MMP for NOAPS. The numbers of beneficiaries were 6.29 lakh numbers, 9636 numbers and 26440 numbers under IGNOAPS, NFBS and Annapurna Scheme respectively after utilization of the fund. In the year 2008-09, total fund utilized was Rs. 16504.78 lakh and the numbers 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 Rs. 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 Rs. 200.00 per month and 17983 beneficiaries received a onetime assistance of Rs. 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 (Economic Survey: 2010-11).

2. District Development Plan

The District Development Plans are implemented through the Zilla Parishad since 2007-08. During the year 2007-08, an amount of Rs. 1000.00 lakh was allocated for the State including the urban and rural areas. But, actual expenditure by 21 Zilla Parishads was Rs 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 Rs. 1360.00 lakh could not be utilized by the district of Barpeta and Karimganj. The remaining fund has been utilized by the respective Zilla Parishads. For the year 2009-10, an amount of Rs. 12500.00 lakh has been allocated under the District Development Plan.

3. 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 Rs.7027.27 lakh was released by the GOI during the year 2007-08 and the fund has been utilized up to 2008-09. For the year 2008-09 the allocation was Rs. 16500.00 lakh. But no fund has been released during the year.

4. 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 up to 2010-11.

National Bank for Agriculture and Rural Development (NABARD)

National Bank for Agriculture and Rural Development (NABARD) was established by an Act of the Parliament on 12 July 1982. The Agriculture credit functions of the Reserve Bank of India (RBI) and refinance functions of the then Agricultural Refinance and Development Corporation (ARDC) were transferred to NABARD on its formation. NABARD was set up by Government of India (GOI) as a development bank with a mandate for providing and regulating credit and other facilities for the promotion and development of agriculture, small scale industries, cottage and village industries, handicrafts and other rural crafts and other allied economic activities in rural areas with a view to promoting integrated rural development and securing prosperity of rural areas, and for matters connected therewith or incidental thereto.

Implementation of different schemes of NABARD of Assam

1. Government of Assam's 2% Interest Subvention Scheme

In view of severe drought like situation experienced in the State during the year 2006-07, Government of Assam in consultation with NABARD prepared a scheme to provide 2 percent interest relief to the farmers availing crop loans from the banks. NABARD was designated as implementing agency. The scheme was continued for the last three years (2006-07, 2007-08, 2008-09). During the period, 173772 borrowers were provided with the interest relief. The State Government extended the scheme for the year 2009-10 also with enhanced interest relief at 3 percent for farmers.

2. Kisan Credit Card Scheme

The Kisan Credit Card (KCC) scheme was introduced in 1998-99 to cater adequate, timely, cost effective and hassle free credit support to the farmers from the formal banking system. During the year 2009-10, 1498822 numbers of KCCs were issued and Rs. 430.56 crore was sanctioned by the banks as against 103361 numbers of KCCs and Rs. 375.89 crore during the year 2008-09. During 2007-08, the number of KCCs issued by the bank was 62132 and the amount sanctioned was Rs. 163.66 crore. Since inception of the scheme, cumulatively about 6.30 lakh KCCs have been issued in the state up to March 2010. The scheme, thus, covered around 23.0 percent of the total farmer family (there are 27.50 lakh farmer families as per Agriculture Census (2005-06) of the State.

3. Micro Finance

Micro finance is widely regarded as an effective programme for reducing poverty as well as empowerment of the poor. The Micro finance programme of NABARD, which began in 1992 with formation of 500 Self Help Groups (SHGs), has emerged as the largest micro-finance programme in the world. The Self Help Group—Bank Linkage Programme, the main micro-finance model and institutional finance mechanism to provide financial credit support to the micro-entrepreneurs (including farmers) in the country as a whole, has been proved to be the most cost effective credit delivery system in India. The programme has also helped in providing banking services to the uncovered rural poor. Till the end of March 2010, total 374745 SHGs have been bank linked in the state out of which 163855 SHGs were credit linked.

4. Microfinance Promotion by NABARD

The NABARD, Assam Regional Office has played a vital role by extending grant assistance of Rs. 358.06 lakh to 119 NGOs for promotion of 14259 SHGs in the State up to 31st October 2010. With a view to facilitate the established and the socially committed NGOs to access higher quantum of credit from the banking system for meeting the demand for credit, two micro finance institutions viz, ASOMI and RGVN have been sanctioned a amount of Rs. 100.00 lakh each towards capital support by NABARD. In areas where the NGOs and Bank network is weak, a scheme for associating Individual Rural Volunteers (IRV) in promotion and linkage of SHGs was introduced. The scheme is currently implemented through the RRBs and SBI in the State. NABARD has sanctioned a grant assistance of Rs. 135.18 lakh to promote and credit link 7510 SHGs with banks with the help of 751 IRVs in all the 27 districts of the State.

5. SHG-Bank Linkage under SGSY

Swarnajayanti Gram Swarojgar Yojna is mother programme of all poverty alleviation programmes. Its objective is to uplift economic status of the rural people living below the poverty line by providing sustainable economic activities with bank loan and government subsidy. Up to the end of March 2010, 1.64 lakh SHGs have been formed out of which only 84678 SHGs were given loans by banks.

6. Rural Infrastructure Development Fund (RIDF)

The Government of Assam has taken initiative for development of infrastructure in rural areas with the financial assistance from NABARD under RIDF. Since the inception of RIDF during 1995-96, NABARD has sanctioned 1109 projects involving RIDF loan of Rs. 1846.95 crore. Of the total sanctioned Rs. 1846.95 crore loans sanctioned, Rs. 1170.97 crore has been disbursed to State Government as on 30.09.2010. As against 1109 projects sanctioned, 606 projects have been completed and remaining 503 projects are under various stages of implementation.

Khadi and Village Industries Commission (KVIC)

It is a statutory body created by an act of Parliament (No 61 of 1956 as amended by Act No 12 of 1987). It was established in April 1957 as KVIC and it took over the work of the former All India Khadi and Village Industries Board set up in 1950. It is envisaged in the task of promoting and developing Khadi and Village Industries (KVI) with a view to creating employment opportunities in the rural areas, thereby strengthening the rural economy. It functions under the administrative control of Ministry of Micro, Small and Medium Enterprise, Government of India.

Different Programmes of KVIC :

Khadi Programme :

KVIC promotes and extends financial support for implementation of Khadi programme through registered institutions and cooperative societies. Besides it implements khadi programme departmentally and through State Khadi and Village Industries Boards. In the process of implementation of the programme, KVIC extends support in the form of loan and generate employment opportunities for the traditional artisans, thereby promote traditional artistic skills and products for which the country enjoys proud recognition.

1. Workshed scheme for Khadi Artisans :

KVIC has introduced a new scheme for Khadi artisans for providing them worksheds. Under this scheme KVIC will provide 75% of the cost of construction of workshed, subject to a maximum of Rs. 25,000/- as grant. The remaining 25% will be borne by the Khadi Institutions with whom the artisans have been working. So far 513 worksheds have been provided to the

khadi artisans in the North Eastern Region. Additional 500 artisans will be covered during 2011-12.

2. Enlistment of New Institution for Khadi Activities :

To make the Khadi programme more popular in the direction to generate substantial employment the commission took a decision to enlist New Institution for Khadi Activities. Further, in this direction the commission simplified the process of enlistment and empowered the Zonal level. In this context, the state offices of the North Eastern Region made fruitful exercise and so far 5 New Institution in Assam, 2 in Manipur has been directly listed and 3 in Arunachal Pradesh are under the process with the concerned state offices.

3. Khadi Haat:

The commission towards its endeavor to boost marketing of KVI products took a noble decision to set up Khadi Haat (Plaza) in Nagaland ad Assam. The concept of Khadi Haat is to set up a marketing plaza where the KVIC institutions, REGP/PMEGP Units of North Eastern Zone will get an opportunity to showcase their products in the capital/ major city of the state, whereby they will get opportunities for steady marketing of their products. In this direction the commission has already accorded sanction in favour of Nagaland and Assam KVI boards to set up the Khadi Haat/ Plaza.

Village Industries:

The KVIC promotes village industries programme through State Khadi and Village Industries Boards (KVIB), DIC, NGOs, individuals and Self-Help Groups under banking system with 25% to 35% margin money under Prime Minister Employment Generation Programme (PMEGP). Besides, the KVIC also promotes rural industries through cluster approach, common facility centres and other feasible ways to generate rural employment.

1. Prime Minister Employment Generation Programme :

Besides other programmes, KVIC has been implementing Prime Minister's Employment Generation Programme (PMEGP). Ministry of Micro, Small and Medium Enterprises has launched the PMEGP scheme on 15th August 2008 for generation of employment opportunities for unemployed youth both in rural and urban areas in the country. The scheme is implemented

by the State KVIC Directorate, State KVIB and the District Industries and Commerce Centers and Banks. The Government subsidy under the scheme is being routed by the KVIC through the identified banks.

The main channels of the scheme are the banks- public sector scheduled commercial banks, Regional Rural Banks and selected Financial Institutions private sector scheduled commercial banks and Cooperative Banks.

2. Entrepreneurship Development Programme (EDP)

KVIC provides training to identified PMEGP entrepreneurs for Entrepreneurship Skill Development covering managerial, accounting and marketing management through accredited institutions, free of cost.

3. People's Education Programme :

This programme is organized at the district and block level involving students of schools, colleges and universities, the future citizens of India, besides intellectuals, prominent personalities, district administration, bankers, press and media etc. The programme has two parts-Essay and Debate competitions on rural entrepreneurship development with the involvement of student community, the potential entrepreneurs of tomorrow, and the society in general through seminar. In the process, student communities are involved through their participation in Essay and Debate competition to inculcate in them the spirit of self-reliance and employment generation for sustainable socio-economic progress. With the participation of intellectuals, prominent personalities, district administration, Bankers, press and media at the seminar, a concerted zeal and support towards need for rural industrialization, there by rural employment generation is thrust upon.

4. Cluster Development programme: (CDP)

KVIC initiated development of cluster in 1980 and 1990 to provide a wider coverage of artisans, particularly artisans engaged in traditional industries under its preview. In April 1998, KVIC introduced a scheme of common facilities centre (CFC) for providing support services to clusters. The CFCs were to extend support for raw materials supply, improved tools and

implements, supply of spare parts, technical know-how and marketing linkages etc. to the cluster.

5. Rural Industries Service Centre (RISC)

It is the common facility unit, which aims to provide infrastructural support and necessary services to the local units to upgrade their production capacity, skills and market promotion and backward forward linkage to Khadi & Village Industries activities in a cluster, services like product development in order to strengthen the rural clusters. It is implemented by various agencies like KVIC, KVIBs, Khadi & V.I. Institutions, federations and NGOs.

6. Rural Industries Consultancy Service Cell (RICS)

To make PMEGP scheme more effective and accessible to the new entrepreneurs, KVIC has launched Rural Industries Consultancy Service (RICS) under which first generation entrepreneurs are provided services, such as project formulation, co-ordination with banks, technical backup, marketing support, etc. Such incentives will help new entrepreneurs to set up projects, which will be more viable and better manageable.

7. Scheme for Fund Regeneration of Traditional Industries (SFURTI)

Ministry of Micro, Small and Medium Enterprises, Government of India has introduced a scheme called 'Scheme of Fund for Regeneration of Traditional Industries (SFURTI). Under this scheme KVIC will support at least 500 traditional artisans in a cluster in skill upgradation, CFC and marketing through reputed NGOs. This is a 5-year project for overall growth of the traditional industry and for generating sustainable income for artisans. KVIC is the nodal agency for the programme. In the North Eastern Region 10 (ten) SFURTI cluster Development programme under Village Industries sector are being implemented. The Cane and Bamboo SFURTI cluster of Barpeta is one among the best SFURTI cluster in the North Eastern Region which could result in meaningful full time employment with higher wages earnings of the artisans who are engaged in Cane and Bamboo utility and decorative products manufacturing. More than 1000 artisans have been benefited and it added feather in success by providing working fund loan to about 200 artisans by linking them with the Bank finance. This cluster has been selected as innovative cluster in the region which will be directly monitored by the Prime Minister's office.

8. Product Development Design Intervention and Packaging (PRODIP)

To strengthen KVI sector to face competition from the advent of alternate materials; organized industries and imported goods, the product quality and design issues have become most essential requirements. To operationalise design related initiatives KVIC has commenced a scheme namely PRODIP.

Table 1.2 : Budget Growth of KVIC at a Glance

Budget Growth of KVIC at a Glance			
Item	Budget in 2006-07	Budget in 2010-11	Growth in %
Production	Rs. 14028.71 crores	Rs. 19850.00 crores	41.495%
Sales	Rs. 17562.40 crores	Rs. 25567.06 crores	45.578%
Employment	88.92 lakhs persons	115.00 Lakhs persons	29.329%
No.of Khadi Institutions	1919 Nos	2065 Nos	7.608%
Rebate paid	Rs.10147.07 Lakhs in 2006	Rebate scheme in now transformed into Market Development Assistance which is Rs. 88.494 crores up to 28.02.2011	87.211%
Budget in 2006-07	Rs. 608.85 crores	Rs. 1544.16 crores	153.619%

Source : Jagriti july 2011

District Rural Development Agency :

District Rural Development Agency (DRDA) has traditionally been the principal organ at the District level to oversee the implementation of different anti –poverty programme. However, keeping in view the need for an effective agency at the District level to co-ordinate the antipoverty programmes, a new Centrally Sponsored Scheme for strengthening the DRDAs

was introduced w.e.f 1st April, 1999. Under this scheme, the staff costs of DRDA establishments are met by the Central and State Government in the ratio of 75:25.

The primary objective of the Scheme of DRDA Administration is to professionalize the DRDA so that they are able to effectively manage the antipoverty programmes of the Ministry of Rural Development and interact effectively with other agencies. The DRDAs are expected to coordinate effectively with the line departments, the Panchayati Raj Institutions, the banks and other financial institutions, the NGOs as well as technical institutions with a view to gathering support and resources required for poverty reduction effort in the district. District Rural Development agencies have been working in partnership with various line departments for the implementation of different programmes through mobilizing and organizing community people. DRDAs have been facilitating with credit to the poor needy poor through the formation of SHGs. For this study most of the selected NGOs were seen to work with DRDAs as partner for formation of SHGs, conducting different training programmes, construction of facilitation centre under SGSY scheme.

Table 1.3: Performance of SGSY during the year 2008-09 to 2010-11

Expenditure On (in lakh)										
Name of DRDA	Total fund received from Central & State	NGOs /Facilitators	Training		Infrastructure	Marketing	Revolving Fund	Subsidy	Formation of federation	Total Expenditure
			Basic Orientation Programme	Skill Development						
Kamrup (2008-09)	742.89	22.67	18.21	10.84	24.57	0.00	122.9	755.76	0.00	954.95
Kamrup (2009-10)	879.17	20.72	1.45	3.76	78.30	0.00	89.40	605.36	0.00	798.99
Kamrup (2010-11)	1087.57	67.3	12.15	7	181.89	0.00	103.8	906.38	0.00	1278.52

Barpeta (2008-09)	1146.4 3	0.00	16.12	77.88	235.97	0.00	108.5	741.36	0.00	1179.8 3
Barpeta (2009-10)	1110.8 6	9.50	5.00	39.93	172.61	0.00	98.40	632.01	0.00	957.45
Barpeta (2010-11)	1205.8 6	0.00	4	40.61	100.47	0.00	91.1	748.63	0.00	984.81
Nogaon (2008-09)	1687.4 3	4.04	72.07	45.06	156.13	0.00	158.8	1061.9 7	0.00	1498.0 7
Nogaon (2009-10)	1197.4 8	0.00	60.33	88.13	259.75	0.00	131.30	1478.6 7	0.00	2018.1 8
Nogaon (2010-11)	2457.1 6	0.00	59.63	49.29	554.69	0.00	207.3	1336.8 9	0.00	2207.8
Moriga on (2008-09)	335.35	0.00	0.00	17.52	196.27	0.00	78.6	481.09	0.00	773.48
Moriga on (2009-10)	1066.1 3	0.00	0.00	55.35	221.62	0.00	123.70	624.20	0.00	1024.8 7
Moriga on (2010-11)	899.55	0.00	0.00	36.62	247.34	0.00	95.1	573.28	0.00	952.34
Cachar	1666.1 7		46.94	16.01	345.85	0.00	200.00	771.2	0.00	138.7

(2008-09) Cachar	8 1046.3									
(2009-10) Cachar	9 1138.7	10.00	21.81	10.98	195.00	18.12	126.00	764.05	17.50	1163.45
(2010-11)	6 1138.7	9.12	25.88	15.23	188.39	0.00	189.38	715.21	0.00	1143.21
N.C. Hills (2008-09)	86.62	4.69	21.11	7.62	44.6	0.00	25.5	68.03	0.00	171.55
N.C. Hills (2009-10)	50.42	0.33	3.71	4.82	14.17	0.00	13.10	65.93	0.00	102.06
N.C. Hills (2010-11)	61.49	0.3	6.07	5.74	15.52	0.00	10.2	61.42	0.00	125.15
Jorhat (2008-09)	770.84	0.00	7	20.52	201.29	0.00	58.38	445.52	0.00	732.71
Jorhat (2009-10)	663.65	0.00	20.00	38.03	189.17	0.00	95.00	342.33	0.00	684.53
Jorhat (2010-11)	843.89	0.00	20	45.25	227.3775	0.00	85.19	459.6176	0.00	837.4351

Table 1.4: Performance of IAY during the year 2008-09, 2009-10

District	Total fun	Total fur	Funds with DRDA			Total	Utilization of Funds on (Rs. In Lakh)				
			Central	State	Misc		SC	ST	Minori	Othe	Total

	allocated from Central And State	released from central & state	Share (CS)	Share (SS)	Receipt	Availability			ty	Rs	
Kamrup (2008-09)	2711.67	1203.64	0.00	0.00	1753.70	3024.27	639.87	820.05	496.27	477.02	2433.20
Kamrup (2009-10)	3393.58	2788.78	0.00	0.00	25.40	3533.89	779.24	1168.09	551.70	746.51	3245.54
Kamrup (2010-11)	3898.62	3508.76	3508.76	421.98	1273.70	5667.14	1280.40	1788.68	1097.66	1339.61	5506.35
Barpeta (2008-09)	2723.27	2230.02	0.00	0.00	2673.83	4986.74	1206.43	1026.43	1747.45	873.73	4854.04
Barpeta (2009-10)	3408.09	3230.99	0.00	0.00	36.09	3498.22	492.80	358.44	1911.53	635.21	3397.97
Barpeta (2010-11)	3915.30	3719.55	0.00	0.00	0.00	3933.37	179.45	50.93	3790.20	1457.16	5477.74
Nogaon (2008-09)	4876.16	6333.78	0.00	0.00	1814.58	8285	980.10	915.40	720.50	1594.35	4210.35
Nogaon (2009-10)	6102.42	4201.17	0.00	0.00	2591.21	7947.78	1345.20	1280.00	1020.00	2895.30	6540.50
Nogaon (2010-11)	7010.60	6660.07	0.00	0.00	3021.74	13479.60	1686.90	1492.00	844.30	4127.60	8150.80
Morigaon (2008-09)	2223.97	1417.66	0.00	0.00	1286.22	2809.47	589.95	615.65	466.25	878.45	2550.30
Morigaon (2009-10)	2783.23	2593.72	0.00	0.00	29.47	2993.22	515.55	622.54	672.53	745.66	2556.28
Morigaon (2010-11)	3197.44	3018.82	0.00	0.00	0.00	3319.34	555.57	585.27	594.57	715.75	241.16
Cachar (2008-09)	3028.64	2942.18	0.00	0.00	361.20	3372.30	1750.98	149.77	490.88	797.72	3189.34
Cachar	3411.24	3815.84	0.00	0.00	1276.18	6160.47	3329.33	182.11	877.86	1463.11	5852.40

(2009-10 Cachar (2010-11)	4354.34	2116.97	0.00	0.00	1969.87	5489.98	2466.17	157.41	655.89	1093.16	4372.63
N.C. Hills (2008-09)	698.73	1070.89	0.00	0.00	0.25	1102.29	39.65	945.88	12.32	48.51	1046.36
N.C. Hills (2009-10)	787.00	764.81	0.00	0.00	0.00	820.24	6.41	528.52	1.92	18.10	554.95
N.C.Hills (2010-11)	1004.58	452.06	845.56	143.45	8.09	725.44	8.53	946.98	24.25	99.90	1079.66
Jorhat (2008-09)	1677.20	2487.80	0.00	0.00	0.00	3348.08	701.92	705.87	103.95	830.67	2342.41
Jorhat (2009-10)	2031.34	2035.01	0.00	0.00	567.71	3109.01	956.81	745.70	68.30	1135.00	2905.81
Jorhat (2010-11)	2333.72	1974.21	0.00	0.00	3.81	2454.84	697.38	577.12	93.60	756.06	2124.16

Council for Advancement of People's Action and Rural Technology (CAPART)

Council for Advancement of People's Action and Rural Technology (CAPART) is an autonomous body registered under Societies Registration Act, 1860 constituted in 1986 and is functioning under the aegis of the Ministry of Rural Development. CAPART is involved in catalyzing and co-coordinating the emerging partnership between Voluntary organizations and the Government of India for sustainable development of Rural Areas. Since its inception CAPART has initiated various programmes in rural development directly through NGOs in every State and a large number of districts in the country. Since CAPART's initiatives are not being channelized through State Departments/District Administration, monitoring, evaluation and selection of NGOs is done directly by CAPART Headquarters and its regional offices.

State Institute of Rural Development (SIRD)

The State Institute of Rural Development, Assam is the apex body in the broad field of training and research in rural development. The institute was registered under Societies Registration Act 1860 during April 1998 and thereafter administrative and financial autonomy was conferred by the Government. The Institution has 15 Extension Centres under it at zonal

level to cater to the training needs in a decentralized manner. In March 1983, the Government of India formulated the project for setting up the State Centres for Training and Research in Rural Development as training had come to be regarded as an instrument for Human Resource Development to accelerate national development. The functions and objectives of SIRDR is to building capacity through Skill orientation Training Programme on management Development, Technology support, Skill Up gradation etc for self employment in rural areas by taking up economically viable activities. Also to conduct seminar, workshops on Education, Health, Sanitation, Drinking Water, Social Justice, Equity, social problems, etc for officials, and non-officials, and representatives of line departments, NGOs and CBOs to make people aware about issues and problems and to organize awareness campaign at field level about socio economic status and welfare programmes launched by the Government for development of the rural areas.

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 Swanijojan Yojana.

Administration of Rural Development

The word administration has different connotations. Presently it refers to the Government. According to Encyclopedia, administration is a process of managing and performing functions. Rural Development Administration is concerned with rural development is called rural development administration. Rural development administration connotes that arrangement in which planning, organization, coordination and control of human and physical resources is done for exhaustive development of rural areas.

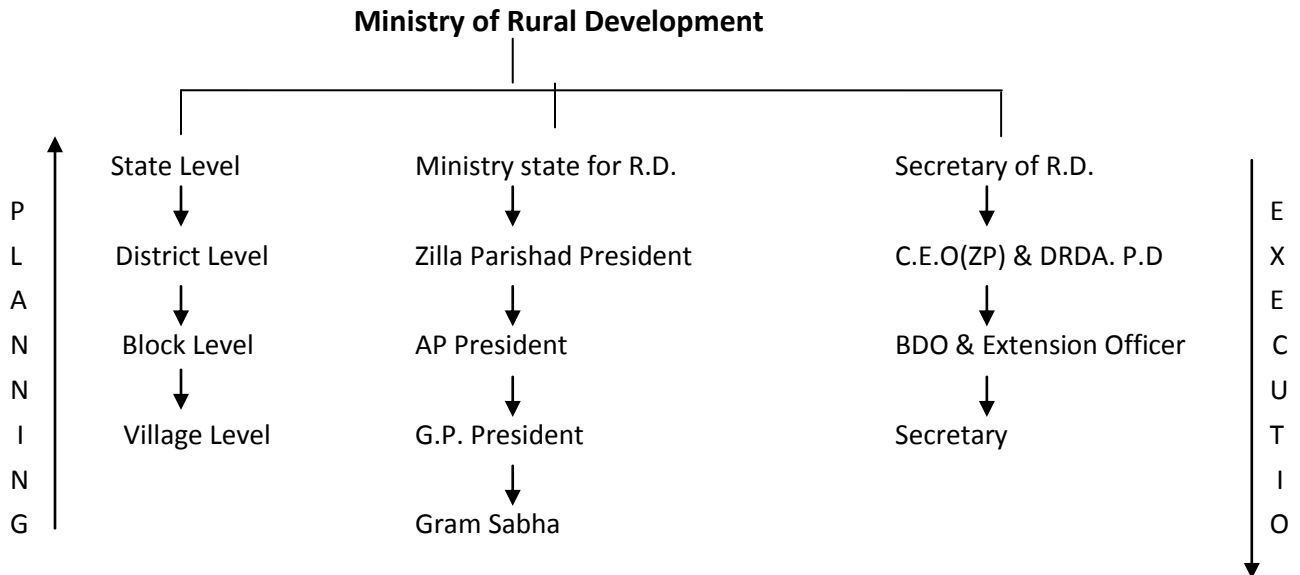
Significance of Rural Development Administration

Rural development administration is significant due to its

- Rapidity in rural development
- Co-ordination between rural development agencies
- Efficient Direction

- Efficient use of financial resources
- Development according to Government priorities
- Balanced rural development
- Personnel Management

Figure/ Chart 1.2 Hierarchy of Rural Development Administration in India



The administration of rural development at the central level has a key role in the process of rural development as it is policy making unit. Besides, it is the funding agency for the implementation of rural development programmes.

Being the nodal Ministry to fight of rural poverty, the Ministry of Rural Development has been covering land reforms, village and cottage industries, rural roads, town and country planning in rural areas, rural electrification, rural water supply, housing for the landless rural people and rural connectivity.

The financial support provided by the Centre for the various schemes has greatly helped the States in going ahead with them, failing which the state government would have found it difficult and the poorer among them almost impossible to take up these schemes. The Union Government has also been providing the necessary feedback through its evaluation studies, to help carry out mid-course corrections in the schemes.

Administration at the State Level:

The State Governments have direct responsibility for implementing the rural development programmes. The rural development administration at the state level plays a crucial role in the process of rural development. At the State level, most of the rural development programmes are implemented by Department of Rural Development....

Administration at the District level

District Rural Development Agency (DRDA) is the principal organ at the district level to manage and oversee the implementation of different anti-poverty programmes of the Ministry of rural development. The primary objective of the scheme of DRDA administration is to professionalize the DRDA so that they are able to effectively manage the anti-poverty programmes of the Ministry of Rural Development and interact effectively with other agencies.

Administrative set up at the Block level

The Block has been made the unit for the implementation of the community development programmes since 1952. The Block development officer is the key functionary in the block level administration. The BDO is the Executive officer of the Panchayat samiti after the introduction of the Panchayati Raj. The BDO is not only the head of the office of the rural development administration at the block level but also the supervisory officer over the Gram Panchayats. The Village level worker or (VLW) or Gram Sewak is at the tail-end of rural development administration.

Rural Development is the prioritized objective of development planning for every state in India. In Assam 86 percent of the total population lives 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 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. (Economic survey: 2010-11). But the development experience in India has repeatedly shown the limitations of Central Government efforts to promote effective rural development at local level. This trend is becoming clear with the world wide fiscal crisis, the need for increased human resource development within the economic likelihood, health, nutrition status and overall

wellbeing of the rural poor and also to implement development programmes made for the poor successfully there was an urgent need of the hour to have an alternative institution and it was Non-Government Organization (NGO). The rise of the NGOs as a strong institutional alternative reflects the growing recognition that the central government and private sector lack sufficient capacity to respond to the change of poverty alleviation. (Shankar: 2003).

In the era of globalization, successful implementation of development programmes requires an appropriate policy framework, formulation of suitable plan schemes, and effective delivery machinery. In this broad arena of the developmental process, the work and skill of Non-Profit Organizations (NPOs) /NGOs have received direct attention during the last two decades. (Ravichandran: 2002).

Need of NGOs and its Intervention

The Government policies and programmes are numerous. Methodology approved for rural development is also manifold but the process of identification of the causes for the shortcomings of the schemes to achieve the expected results is still in a ticklish situation to reveal the lacuna.

It has opinion of many activists, planners, social scientists that it is difficult for the Government to manage its poverty alleviation & rural development programme. They observed that there are many NGOs which have developed infrastructures for research, training, demonstration and alternative methods suitable for rural usage, development & life. (Purao: 2000; Mohanan: 2000, Sundaram: 1986; Ghosh: 2001, Shiyani: 2002 etc.).

Moreover, in recent years there are certain evidences that, the people at the grassroots levels were organized through the process of social mobilization with active involvement of NGOs in their own programme. They effectively participate in development process as actors rather than as passive objects of the process (Shankar: 2003). They are able to move out of a condition of dehumanization and bare survival to a position of systematic economic strength within a frame work of people centered development. They have also proved capable of increasing savings and engaging in income generating activities which not only enhanced their economic and social condition and dignity but also to improvement in health and nutritional status of the voluntary and disadvantaged groups such as the women and rural youths.

The need of NGOs was given due attention in different five year plans. Even a national policy on voluntary sector was formulated in 2007 to promote the NGOs towards all round development of the society. Many Government committees pertinent to development recognized the necessity of NGOs. The Balvantray Mehta Committee (1957), The Architect of Panchayati Raj Administration emphasized the need for close cooperation and collaboration between statutory organization and the NGOs. The Rural-Urban Relationship Committee (1966), focused on the role of NGOs in mobilizing community support for local level development activities.

NGOs have relatively been more successful in organizing the rural poor, under specific programmes than the Government, this is so mainly because their programmes are specifically targeted; there is a strong component of local resources mobilization and local organizations are encouraged to actively participate in the programme. Equally significant is the element of low cost solution that is deliberately selected so that local management and support will not be difficult. (Dutta:2008).

Active participation of NGOs in developmental activities all over the world is one of the most encouraging trends in recent development experience. The entry of NGOs in development process represents an important response to the needs resulted due to the overburdened Government, the hesitant private sector and underutilized people power. Over the years there have been many significant changes in the spectrum of NGOs activities. Not only they have been successful in filling up a critical investigation vacuum, but they have also demonstrated their overall effectiveness in which poorer groups is finding low cost solution, in improving the use of local resources and in encouraging self-reliance. (Bava: 1997). Largely they have developed durable partnership with both the government and the local people and probably the most important for all, they have through their catalytic roles provided a ray of hope of people who would have never dreamt of gaining access to basic services and opportunities.

The State felt the importance of NGOs during the recent decades when the specialized institutions were set up for its development. The NIPCCD opened its regional centre at Guwahati in 1978 and began various types of training programmes for functionaries of VOs. In 1992-93, it organized 13 programmes and trained 304 functionaries. In 1983, the North-Eastern Regional Centre of National Institute of Rural Development (NIRD) opened at Guwahati to cater to the training needs of various functionaries in the North-East (Bhatia: 2000). In a move to

decentralize its working, a Regional Committee of CAPART for the North east was also set up in Guwahati in 1994.

Today, however, NGOs participate actively in various political, economical and social matters. NGOs work on their own, in conjunction with individual governments or with international organizations. As former UN Secretary-General Boutros-Ghali and other UN officials have noted, the involvement of NGOs in making decisions on the environment, sustainable development, human rights and women have increased the legitimacy and transparency of intergovernmental deliberations.

Generations of NGO Evolution

Three stages of generations of NGO evolution have been identified by Korten's (1990). First, the typical developing NGO focuses on relief and welfare, and delivers relief services directly to beneficiaries. Examples are the distribution of food, shelter or health services. The NGO notices immediate needs and responds to them. NGOs in the second generation are oriented towards small-scale, self-reliant local development. At this evolutionary stage, NGOs build the capacities of local communities to meet their needs through 'self reliant local action'. Korten calls the third generation 'sustainable systems development'. At this stage, NGOs try to advance changes in policies and institutions at a local, national and international level; they move away from their operational service providing role towards a catalytic role. The fourth-generation strategies focus on people's movement towards the inadequacy mobilization of vision. In this generation the scope of functions of the NGOs becomes more pervasive and broad, covering everything from national to global horizons. NGO's role becomes as activists and educators and loosely defined networks of people and organizations are the principal actors and rely on self management network. However, developing NGOs in many parts of the world have not become revolutionary, but market oriented.

In this way the generation concept provides a notion that NGOs play creative and active roles for short-term and long term periods up to the indefinite time as doer, mobilize, catalyst and activist for the welfare of the people and the society at the local, national and global level.

Table 1.5: Strategies of Development-Oriented NGOs: Four Generations

	Generation			
	First (Relief and Welfare)	Second (Community Development)	Third (Sustainable Systems Development)	Fourth (People's Movement)
Problem Definition	Shortage	Local inertia	Institutional and Policy Constraints	Inadequate mobilizing visions
Time Frame	Immediate	Project Life	10-20 years	Indefinite future
Scope	Individual or Family	Neighbourhood of village	Region or nation	National or global
Chief Actors	NGO	NGO Plus Community	All relevant public & Private Institutions	Loosely defined networks of people and organizations
NGO Role	Doer	Mobilizer	Catalyst	Activist/educator
Management Orientation	Logistic Management	Project management	Strategic management	Coalescing and energizing self managing networks
Development Education	Starving Children	Community self help	Constraining policies & institutions	Spaceship earth

Variations of Concept of NGOs

NGOs are traditionally known as Voluntary Organization (VOs), Voluntary Agencies (VAs), Voluntary Development Organizations (VDOs); Non Governmental Development Organizations (NGDOs) embrace a wide array of agencies within and across different countries of the world. NGOs are simply agencies or groups which are different from Government bodies. The term NGO first appeared officially in 1945 because of the need for the United Nations (UN) to differentiate between participation rights for intergovernmental specialized agencies and those for international private sectors in its charter. However, NGOs are distinctive in containing a voluntary component and because they do not operate for profit. Development NGOs are thus a category of NGOs defined by their purpose of providing development assistance (Chandra:2005). But even in development parlance, the term NGO is used to encompass a whole range of organizations which differ in size, function, and geographical location.

In the words of World Bank, NGOs are non-profit organizations which are independent from Government. NGOs are typically value-based organizations which depend, in whole or in part, on charitable donations and voluntary service. Although the NGO sector has become increasingly professionalized over the last two decades, principles of altruism and volunteerism remain key defining characteristics.

1945 United Nations document describes an NGO as a non-profit entity whose members are citizens or associations of citizens of one or more countries and whose activities are determined by the collective will of its members in response to the needs of the members of one or more communities with which the NGO cooperates.

Commission of Non-Governmental Organizations (2000) defines a Non-Governmental Organization (NGO) as any non profit, voluntary citizens' group which is organized at a local, national or international level. Task oriented and driven by people with a common interest, NGOs perform a variety of service and humanitarian functions, bring citizens' concerns to Government, advocate and monitor policies and encourage political participation through provision of information. Deborah (1997) described NGOs as extremely diverse, heterogeneous and populated by organizations with hugely varied goals, structures and motivations.

Scott (1970) referred NGOs as indigeneous, development-oriented NGOs, formally constituted associations established with the explicit objective of achieving certain ends and formulating rules to govern the relations among members of the organization and the duties of

each member. They are not composed of rural poor, who are their beneficiaries; many NGOs include well-educated urban middle-class individuals who have chosen, for a number of reasons to help the rural poor through the non-profit venue. The shared and universal strength of NGOs is their desire to “associate and to pursue common objectives through voluntary action, independently of government and without the expectation of economic profit”, (Milton: 1991).

There are several possible arguments for viewing NGOs as a distinct part of society. Frantz (1987) sees NGOs as unconnected to the private sector; although they are not public bodies in the legal sense, the way in which they interact with the population clearly places them in the public domain. Garilao (1987) holds that NGOs should be recognized as an unambiguously singular set of actors because of their function in the society. He writes of the growth of the NGO sector as the foundation of “a new service industry-the social development industry.” As Seth and Sethi point out, the idea of non-governmentalism in India grew out of the colonial government’s displeasure with various activities of the traditional organizations which were an essentially organic part of Indian Society.

Anheier (1992) defined NGOs from four perspectives: legal, economical, financial, and structural-operational. According to legal definition, the creation of an NGO should be based on legal provision. This definition seeks a more formal definition of NGOs; however, the scope of flexibility of working jurisdiction could differ from country to country, which makes it difficult to put NGOs in the same legal basket. The economic/financial definition tries to limit the NGO funding from Government to not more than fifty percent. Finally, the structural/operational definition tries to sketch the boundary of non-profit sector from the market and the State. It does not only recognize the purposes of the organizations or their sources of income, but also their basic structure and operation.

The connotation of the term NGO has evolved in many ways since its inception. It has found widespread application ever since where by its usage varied and its content has been broadened. Based on the various definitions above, NGOs can be generally defined as a legally constituted organization created by people with public welfare aims or organizations with no participation or representation of any government. In case in which NGOs are funded totally or partially by governments, the NGO maintains its non-government status in so far as it excludes representatives from membership in the organization. Thus, an NGO can be characterized as an organized (i.e., as a legal entity), Private (i.e., institutionally separate from Government), Non-Profit (i.e., not returning any profits generated to their owners or directors), Self-Governing

(i.e., not overruled by the Government) and Voluntary (i.e., at least should have some voluntary part). According to Paul (2005) A Non-Government Organization can be characterized as....

- A non-profit making, voluntary, service-oriented/ development oriented organization, either for the benefit of members (a grassroots organization) or of other members of the population (an agency).
- It is an organization of private individuals who believe in certain basic social principles and who structure their activities to bring about development to communities they are servicing.
- It is a social development organization assisting in empowerment of people.
- An organization or group of people working independent of any external control with specific objectives and aims to fulfil tasks that are oriented to bring about desirable change in a given community or area or situation.
- An independent, democratic, non-sectarian people's organization working for the empowerment of economic and /or socially marginalized groups.
- An organization not affiliated to political parties, generally engaged in working for aid, development and welfare of the community.
- An organization committed to the root causes of the problems trying to better the quality of life especially for the poor, the oppressed, the marginalized in urban and rural areas.
- Organization established by and for the community with or without little intervention from the government; they are not only a charity organization, but work on socio-economic-cultural activities.

NGOs in India

Non Government Organization (NGO), traditionally known as voluntary organization prior to independence was greatly influenced by the freedom movement, which opened new vistas of voluntary action for service-minded people. According to Inamdar, "During ancient and medieval times, volunteerism operated freely and exclusively in the fields of education, cultural promotion and even acted as succor in crisis like droughts, flood, epidemic and foreign invasions." The notion of volunteerism or voluntary action is embedded in the culture, tradition and heritage of the country. The Rig-Veda written around 1500 BC has devoted one full chapter to 'charity', signifying its importance during the contemporary period (Singh: 1999).

Going back in history, if we look at the evolution of the social reform movement, we see it as the culmination of a process of assimilation, stirred by the arrival of West Asian socio-political and religious thought about five centuries ago. Having felt the vibration of Christianity, Hindu leaders such as Raja Rammohan Roy formed the Atmiya Sabha in 1815, which latter allied with Christian Unitarians and started the Unitarian committee in 1821. This coalition failed due to the concern for the eroding Hindu base, and this gave birth to the Brahmin Sabha in 1828. Swami Sahjanand's Swaminarayana Sect (1800) and Manohar Dharm Sabha (1844) in Gujarat; Paramhans Sabha, Prarthana Sabha, Hindu Dharm Sabha in Maharashtra followed the Brahmin Sabha. The primary objective of the operation of the sabhas was the spread of their Hindu faith, to achieve this objective. The Sabha on the other hand, also consolidated them in institutionalized movements-Brahmo Samaj (1878), Arya Samaj (1875), Satyashodhak Samaj (1873); Indian National Social Conference (1877), Ramkrishna Mission (1898), Bombay Presidency Social Reforms (1897), etc.

The spread of such associations contributed to the development of voluntary action in the areas of access of the untouchables to education, work of one's choice worship and other aspects of social life. In 1885, the Indian National Congress came up as an official platform for the expression of the growing national consciousness and influenced the future course of voluntary action. The influence of the Indian National Congress made 'self-respect' and 'self-confidence' the core values of the movement, which swept the country during the first decade of the 20th century. The socialist idea of 'constructive work' activities took root during 1922-28, when Gandhi encouraged Khadi and Village Industries during the pre-independence.

In the early decades of 20th century, besides relief and rehabilitation programmes in times of natural calamities like earthquake, flood and famines, NGOs were also engaged in various fields like education, health and labor welfare. According to Choudhury, 'After independence, leadership in India was provided by social workers who had worked under the leadership of Gandhi. The Government undertook welfare schemes under various plans and policies, besides encouraging voluntary organizations to undertake social welfare programmes under the grant-in-aid programme and set up autonomous bodies like Central Social Welfare Board in 1953, Indian Council of social welfare etc.

The development experienced during 1960s and 1970s gave momentum to the search for more adequate and appropriate strategies for improving the living conditions of the marginalized and deprived section of the population. It was at this stage that alternative and

integrated rural development began to be experimented with, through the initiatives taken by a new generation in 1968-69. During 1967-69, Students' movement gained momentum and the 'Naxalite' movement surfaced in 1969-70. The decline of these alternative movements prepared the ground for the development of NGOs. During this time, a number of NGOs paid pointed attention to the definition of growth and development and projection of a people-centered development vision that embraced the transformation agenda.

From the mid 1980s, a further trend emerged within the NGO movement, emphasizing the importance of professional approach based on sound management, planning and co-ordination. People's participation in development was much pronounced in 1980s. A parallel development was the creation of resource agencies which work directly with the poor and also provide support services to other NGOs in the form of training, evaluation and documentation.

In the year 1983 a new organization called Council for Advancement of Rural Technology (CART) was set up to improve conditions in rural areas. In 1986, CART was merged with People Action for Development in India (PADI) to form Council for the Advancement of People's Action and Rural Technology (CAPART) and its main thrust was in the areas of employment, income generation, creation of community assets and fulfillment of basic needs like housing and drinking water (Bhatia: 2000).

In 1990s, Empowerment approach gained momentum. NGOs began to perform advocacy and lobbying in order to meet the challenges and threats of macro forces towards the rural poor and marginalized. As NGOs have grown in size and influence, their activities have brought them in closer contact with the Government. The NGOs are recognized by the Government in rural reconstruction work. They received explicit recognition from the Government in the latter half of the 1980s. The Seventh Five Year Plan (1986-1990) emphasized the involvement of voluntary agencies in various proposed projects. The Eighth Plan further gave credit to NGOs and encouraged them to participate in the innovative projects like Agro Climatic Regional Planning (ACRP), the watershed development project etc. The Ninth Plan envisaged involving NGOs right from the planning process. In 1999 the SGSY scheme had been launched merging various Rural Development Schemes like IRDP, JRY etc. As NGOs have done pioneering work in SHG promotion, they are being extensively involved in influencing the SHGs. The work of voluntary organizations has been acknowledged through exemption from the Income Tax Act, 1961. The work of NGOs began to get organized and the recognition and visibility of NGOs also increased during this period. This attracted the Finance Act of 1983,

which removed the income -tax exemptions previously granted to the NGOs on account of rural development projects on income generating activities.

Recognition of NGOs in the Five-Year Plans

The importance of Voluntary organizations in the field of development has attracted the attention of five year plans. The voluntary sector has been given due importance in the planning process right from the First Five Year Plan, as emphasis was given on public cooperation in national development with the help of VOs. It was highlighted in the First Plan document that the Public cooperation and public opinion constitute the principal force behind planning. A democracy working for social ends has to be based on the assent of the people and not on the coercive power of the State. In the Second Plan, it was reiterated that public cooperation and public opinion constitute the principal force and sanction behind India's approach to planning. It was observed that wherever the people, especially in rural areas, have been approached, they have responded with eagerness. In national extension and community project areas, in local development works, "in shramdan", in social welfare extension projects and in the work of voluntary organisations, there has always been willingness and enthusiasm on the part of the people to contribute labour and local resources have been made freely available.

The Third Five Year Plan emphasised that the concept of public cooperation is related to the much larger sphere of voluntary action in which the initiative and organisational responsibility rest completely with the people and their leaders, and does not rely on legal sanctions or the power of the State for achieving its aims. It was realized that to meet the vast unsatisfied needs of the people if both Public & Private sectors work together, limited provision can be made for them. Further the plan said, organized voluntary effort may go towards augmenting facilities available to the community for helping the weakest to have better life. During the Fourth and Fifth Plan, the thrust on public cooperation and involvement of people's organisation was lost due to attack on over territory and recession that followed. During this period investment was focussed especially in intensive agricultural programmes.

In the Sixth Five Year Plan, the idea of participation of people's organisations was again recognised. Success stories in the field, of VOs like the Jamkhed Project on child and health care in Maharashtra, Bharat Agro Industries Foundation's work in animal husbandry and social forestry and Self Employed Women's Association (SEWA) were quoted and it was stated that

the country is dotted with numerous examples of highly successful voluntary action of this nature.

Role of VOs in development got a further fillip in the Seventh Five Year Plan where it was declared that serious efforts would be made to involve VOs in various development programmes to supplement the government efforts to offer the rural poor choices and alternatives. The emphasis continued till the Ninth Plan, wherein efforts are being made to promote peoples' participatory bodies like Panchayati Raj Institutions (PRIs), Self-help Groups and NGOs for development.

In the Eight Plan Document, due emphasis was given on building up people's institutions. It was admitted that developmental activities undertaken with people's active participation have a greater chance of success and can also be more cost-effective as compared to the development activities undertaken by the Government where people become passive observers. It was admitted that a lot in the area of education (especially literacy), health, family planning, land improvement, efficient land use, minor irrigation, watershed management, recovery of wastelands, afforestation, animal husbandry, dairy, fisheries and sericulture etc. could be achieved by creating people's institutions accountable to the community. Therefore the focus of attention will be on developing multiple institutional options for improving the delivery systems by using the vast potential of the voluntary sector.

In the Ninth Five Year Plan, it was admitted that private initiative, whether individual collective or community based, forms the essence the development strategy articulated in the Plan and efforts to be made to remove disadvantages which had prevented some segment of our society in participating effectively in the development process. Keeping up with this line of thinking, "promoting and developing people's participatory bodies like Panchayati Raj Institutions, cooperatives and self-help groups" was one of the objectives of the Ninth Plan.

The Tenth Five Year Plan gave much emphasis for the promotion of voluntary sector to meet the targets set out for the tenth plan. The minimum agenda proposed in the Approach Paper has recognised voluntary sector by putting "greater decentralisation to PRIs and other people's organisations" as one of the items for the Tenth Plan.

The Eleventh Plan was focusing on rapid and inclusive development for which the voluntary sector has an important role to play. To further strengthen the working of voluntary

organizations (VOs), a Steering Committee on Voluntary Sector for the Eleventh Plan was set up in May 2006. The Steering Committee was to make recommendations for better collaboration among the voluntary, the public and the private sector in the Eleventh Plan.

During the plan period National Policy on Voluntary Sector 2007 was formulated seeing the catalytic role of NGOs in breaking the stumbling block of poverty with certain specific objectives. I) To create an enabling environment for VOs that stimulates their enterprise and effectiveness and safeguards their economy; ii) To enable voluntary organization to legitimately mobilize necessary financial resources; iii) To identify systems by which the government may work together with VOs; IV) To encourage VOs to adopt transparent and accountable systems of governance and manage.

The independence of VOs allows them to explore alternative paradigms of development to challenge social, economic and political forces that may work against public interest and to find new ways to combat poverty, deprivation and other social problems. It is therefore crucial that all laws, policies, rules and regulations relating to VOs categorically safeguard their autonomy, while simultaneously ensuring their accountability.

NGOs in Assam

As in the other parts of the country, Assam too had a tradition of voluntary action. From the very beginning Assam remained backward in all aspects in comparison to other states. So seeing the dilapidated condition of the people of Assam, Christian missionaries took active interest in the spread of education and improving the living conditions of the tribal population in the state during 19th century. Later, during freedom struggle, Mahatma Gandhi and Vinoba Bhave visited the state of Assam and motivated people towards community service. The positive motivation stimulated the young masses of Assam and as a result several Voluntary organizations came up in the state in the initial decades of this century. In the field of women's organizations in particular, Assam set an example among the foremost states in the country where women organized themselves towards collective action through voluntary effort.

The progressive ideas of the early 20th century influenced some educated Assamese women to form Mahila Samitis (Women's Organizations) to promote women's welfare and interest. Through the positive efforts and initiative of women like Debiprava Bhuyan and her daughter Hemaprava Das, a Mahila Samiti was formed in 1915 at Dibrugarah; a similar Samiti

was formed at Nagaon in 1917 with Khagendrapriya Barauni and Swarnalata Barua as president and secretary (Barua, 1975). In 1919, another Mahila Samiti was formed at Tezpur under the leadership of Chandraprava Saikiani. At the State level, an all-Assam formal association of women, the Assam Mahila Samiti was formed in 1926 with Chandraprava Saikiani as its first president.

The number of voluntary organizations in Assam increased rapidly after independence. The Assam State Social Welfare Advisory Board was created in 1954 and began extending assistance to the voluntary organizations. As per analysis of information appearing in the directories of Central Social Welfare Board, the number of voluntary organizations in the state increased from 85 in 1953 to 421 in 1980 (Lalitha and Kohli: 1982).

The Directory of VOs in North-Eastern Region, brought out by NIPCCD (1985), contained information on 140 VOs of Assam, 70 of which (50 percent) were located in Kamrup District. An analysis of the information revealed that all but 8 organizations were registered bodies; 125 (89 percent) operated at the local level and 97 (69 percent) were non residential in nature.

The various measures taken over the years have helped the voluntary sector in the state. The present scenery on of voluntary organizations of the state includes a large number of mahila samitis, youth clubs and welfare groups established after independence. In the recent decades, developmental organizations with focus on women's empowerment through education and employment have come in to existence. Prominent among the new organizations that have made a name for themselves at the state level are the Gram Swarajya Parishad (1974), Mirabehn Lokseva Parishad (1979), Shanti Sadhna Ashram (1882), Rural Women Upliftment Association of Assam (1989) and Gyan Vigyan samiti (1990). In 1990, the Rastriya Gramin Vikas Nidhi (RGVN), were established to promote, support and to develop the VOs engaged in social and economic uplift of rural and urban poor. During 1994-95, RGVN extended support to 23 VOs of the State besides providing technical and support services; the total funds committed during the year being Rs. 28.69 lakh. (Annual Report of RGVN, 1995:10).

In 1990 it became an accepted consensus that the state alone cannot deliver on all aspects of improvements in the lives of our people. Moreover in complex societies where the policy frameworks in place often seen to be fall short of providing satisfying solutions to a growing number of problems. But this does not necessarily mean that the frame works as such are to be changed, as a) existing frameworks are a result of historic development and reflect a

balance of different interest groups within the society; they are therefore not easy to alter and b) it is hard to predict whether a changing policy framework will lead to a higher level of satisfaction. So naturally there is some resistance to large scale reforms. But while we may have to live with given policy settings, partnerships can be a great help in improving their performance: area based partnerships provide a mechanism for local organizations, in particular, to work together and adapt their policies to better reflect the needs of people and the economy at the local level. Partnerships are thus the key instrument of local governance.

Concept of Partnership

“There is a belief that working together is more effective than working in isolation. Partnerships-an effective way of working together-operate under different local conditions, depending on the detailed nature of the problems, the institutional environment, political factors, experiences and culture. In the era of Globalization, partnership is a much talked issue all over the world. The concept of partnership is now widely used in many spheres from development to business, to academic circles and even within families. Responsible actors put partnership into action to capitalize on their strengths and take advantage of opportunities inherent in synergizing and relationships. Partnership is much more than a fashionable new buzzword. It literally calls for a complete shift in the way we view and, above all, create human relationships.

Partnerships are widely acclaimed as being of central importance to development practice in the 21st century. The concept has become as generally accepted as being fundamental for the success of poverty elimination that is presence in increasing numbers of official publications now passes almost without notice. Like the concept of sustainability, it is used with equanimity to refer to a wide range of different kind of relationship, often with insufficiently rigorous assessment being applied either to its meaning or to its substance. This general acceptance of partnership in the development of community is all the more remarkable given the substantial critique that there has been of public-private partnerships in the more affluent countries of Europe and North America as well as sustained critique of the involvement of global capital in development by radical academics.

Partnership need to develop a long-term strategy if they are to work effectively and to have a lasting effect. For area based partnerships, this strategy must include a vision for the region focusing on the outcome to be achieved, an action plan identifying short-term priorities,

and a co-ordinated working programme including activities and measures that will contribute to the achievement of long-term outcomes.

As partnership set themselves common targets they become answerable with regard to reaching these targets. They therefore have to agree on monitoring and evaluation as key principles. It is important to do this from the very beginning, so that questions regarding the outcome of the partnership and the funds involved can be answered and the value added of the partnership's work be made visible. And these questions will arise not only from the outside world but also from inside the partnership. Partners will need to demonstrate where and how they are successful-and if they are not, they need to indicate how their strategy is to be changed.

The Definition of Partnership

A partnership is cross-sector collaboration in which organizations work together in a transparent, equitable and mutually beneficial way towards a sustainable goal and where those defined as partners agree to commit resources and share the risks as well as the benefits associated with the partnership. Partnership can also be defined as a formal agreement between two or more parties that have agreed to work together in the pursuit of common goals.

Partnership is an institutional arrangement that shades into a philosophy. It is a way of enhancing performance in the delivery of a common goal, by the taking of joint responsibility and the pooling of resources by different agents, whether these are public or private, collective or individual. The added value from such a collaborative approach usually stems from an enhanced ability to tackle problems whose solution span the division of labor, and/or centre on a particular locality. The agents in partnership may bring with them conflicting or competing interests, and different perspectives, ideologies and cultures- so in democratic and legally-regulated contexts they seek to act together without loss of their separate professional identities, without unacceptable or illegal blurring of powers and interests, and without loss of accountability.

According to Marvin Snider (2001), Partnership is a relationship, either formally or informally engaged between two or more people in a cooperative effort to reach a common goal for mutual benefit. The Legal Term Company stated that, "a partnership exists where there

is a voluntary association of two or more persons for the purpose of doing business as a partnership for profit". Partnerships are assumed to exist where partners actually share profits and losses proportionally, even though there may not be a written partnership agreement signed between the partners. Web dictionary defined partnership as "a type of business entity in which partners share with each other the profits or the losses of business undertaking in which all have invested". Cathy (2001) broadened the definition and included both relationship and business as well as social in her reasoning and concluded that partnership, "is an undertaking of two or more persons to carry on, as co-owners, a business or other enterprise for profit; an agreement between or among two or more persons to put their money, labor, and skill into commerce or business, and to divide the profit in agreed upon proportions".

Based on the above discussion it can be said that partnership is a voluntary association of two or more individuals or organizations, for the purpose of supporting each other, for the benefit of both parties. This association may have a formal or informal agreement, with a joint commitment on a long or short term interaction and has jointly agreed purpose and values.

Many countries have experienced about this, i.e. Canadian Rural Partnership, Japan's new development for trade, Microsoft and the US Government agencies initiative to promote international development etc. Previously the development was solely the responsibility of the Government. But time and need changed the scenario. Poverty stricken and disaster prone areas demand more initiative over and above government initiatives. That emerges the need for NGOs in development activities. It is proven that the active presence of NGOs is a boon for the overall and social development of India and they have earned much credibility from international organization/donors. In India GO-NGO partnership has evolved to bring all round progress of society at a faster pace as the NGOs can reach to the down trodden easily.

Characteristics of Good Partnership:

To speak more on partnership it can be said that partnership is an agreement to do something together that will benefit all involved, bringing results that could not be achieved by a single partner operating alone, and reducing duplication of efforts. A successful partnership enhances the impact and effectiveness of action through combined and more efficient use of resources; promotes innovation; and is distinguished by a strong commitment from each partner. To achieve sustained success it is essential that basic local parameters be created and agreed upon; equally essential are political will, resourcing, and the appropriation of funds.

Cooperation within a partnership is collaborative; it will be effective if the partners share a strategic vision, pursue compatible targets, and are all equal members in a predetermined organizational structure. The notion of ownership is often used in this context to describe the emotional binding of the institutions and persons involved, which should ideally be with the partnership and not with other, outside organizations. Thus the partnership should be able to bring together different actors in collaborative action as well as in collaborative efforts to effect change.

To be efficient, a partnership should have recognizable and autonomous structure to help establish its identity. The structure should have stability and permanence as well as flexibility. It is helpful if it has a certain degree of autonomy, i.e. freedom from political influence.

Approaches of Partnership

The wider perspective

Partnership enables a sharing of knowledge and experience. In this way, the project as a whole gets benefit from a wider perspective, while collaborating actors find their individual perspectives tested and strengthened. Partnership should be assembled to bring variety in the activities by using experience and skills. In partnership, the solution of any problems identified will be richer and more effective than those which might have come from an individual agency.

Greater Resources

Partnership is more likely to liberate more resources especially in time, funding, access to equipment and capacity to deliver. Cross-sector partnership is also strengthening the professional and practical expertise's assembled in them and makes a return on the investment.

Greater access to the community

Partnerships bring their own contacts with them. With careful choice of partners, the project can be embedded in the target community almost before it starts.

Long term benefits

The experience of partnership is beneficial in itself. Working together on developing and implementing a shared vision strengthens relationships between agencies while increasing flexibility within them.

Types of Partnership

There are different types of partnership

- Family Limited Partnership
- Social Partnership
- Between Public Sector, Commercial Sector and NGO Sector.
- Government and Non-Government Organizations' Partnership
- Non Governmental and Non Governmental Organizations Partnership
- School-Business Partnership
- Subordinate and Boss
- Partnership between Business and NGO sector

Among the different types of Partnership, the present study will discuss on Government and Non-Government Organizations' (GO-NGO) Partnership in context of rural development in Assam.

GO-NGO Partnership

GO-NGO Partnership can be described as a relationship rooted in the acceptance of both parties of their shared vision and responsibility for the delivery of social services within policy and legislative frameworks governing a country's response to its social needs and problems (Kalis: 2000). GO-NGO Partnership has become a global phenomenon in current development. It has become an inevitable component in new development strategies, particularly over the last couple of decades. Both GO and NGO possess the same goal i.e. poverty eradication through community participation, mobilizing the poor in to a variety of

community based organizations. GO-NGO Partnership is more prominently projected when the Government resources are inadequate to meet the needs of the society, wide spread gender discrimination at household and societal levels and work places, the social upsurge amongst the Dalit, Adivasis and other disadvantaged groups coupled with the inability of Government ministries/ departments to reach out to the unreached to meet those needs seeking to have a collective action by both the NGOs and the Government (Jain: 2011).

The Government which tends to employ top-down approach often produces unsatisfactory results for people and cannot reach people at the grassroots level. On the other hand, NGOs struggle to commit to use bottom-up approach in implementing their projects. This approach is used to promote self reliance of people, especially those who have not been touched by the Government's development programmes. The roles of NGOs in bottom up approach and participatory method have been widely recognized. This has made up broad perceptions about NGOs, namely first, NGOs represent a force towards democratic and pluralist civil society; second, they have particular strengths in poverty alleviation and sustainable development; and third, they offer the prospect of enhancing the efficiency of public sector service deliver. In fact, such perceptions are valuable to increase participation; therefore partnership of GO-NGOs is considered urgent to get strong support. (Farrington: 1993).

GO-NGOs partnerships with some successes can be found in studies in seven countries, namely Bangladesh, India, Thailand, Nepal, Philippines, Indonesia, and Pakistan. (Farrington: 1993). Farrington identified three types of potential interactions from GOs-NGOs partnership. First, GOs adopt and 'scale-up' innovations developed by NGOs, whether in technologies, research methods or institutional managements. Second, GOs and NGOs work together, the strengths of one compensating for the weakness of the other. Third, over a longer period, NGOs would support the emergence of grassroots organizations capable of taking over many of their functions which can largely be explained in terms of comparative advantage and of the 'gain from trade consequence that might be made'.

One of the major challenges the world community is facing, is the unsustainable development pattern that needs to be addressed and activated for common purposes on behalf of all sectors of society. The situation demands partnership and successful partnership has become the emerging mantra of new millennium. Some steps have been initiated to fortify the collaborative relationship between GOs and Vos but still a lot has to be done to increase the partnership.

Partnership is an effort on the part of an NGO to directly communicate with government about what it views as important issues on development. It is generally perceived as a positive working relationship, the process may be the outcome of less than amicable beginnings. (Riley: 2002). In a situation where a GO has been unresponsive to public outcry, NGOs may find it necessary to take a confrontational stance to government in voicing their concern about a situation.

For healthy GO-NGO partnership a number of steps have been taken by the Government of India during the year 2000. The most significant step taken by the Government of India, in March 2000, was to declare the Planning Commission as the nodal agency for the GO-VOs interface. This was a step needed to have a focal point from where an integrated and holistic view on the voluntary sector could be taken. As a nodal agency, the first task assigned to the Planning Commission is to create a database on VOs. The NGO database of Planning Commission is continuously being updated. Moreover NGOs were invited to register in the official website of partnership so that NGOs can be directly selected for any scheme by any department for implementation. NGOs have an important role to play in the country's development. Especially in the rural and backward regions, the partnership between NGOs and the Government can prove useful in finding solutions to difficult problems, said honourable Prime Minister Dr. Manmohan Singh.

Within India, there is a divergence of NGO-GO relationships among the states. A recent World Bank assessment of NGO-Government relations contends that: "the most promising NGO-Government linkages have occurred in Asian Countries, where Governments are relatively strong and thus less threatened by NGO". In West Bengal, for instance, NGOs have been frustrated in their efforts due to the limits placed on their activities by the long-ruling communist party in that state, which sees NGO activities to empower the poor as a threat to its own political authority (Fisher:1997) and to its socialist ideals. As a result, the state Government has undertaken to decentralize power, but only in lines with its own ideology. An effort was made by the Government of Rajasthan in the early 1980s to actively involve NGOs in the development process, not only to monitor and provide feedback on government programmes but also to participate in "highlighting controversial issues of conflict which could be attended quickly there by re-establishing the credibility of the delivery system of the Government". In Karnataka, the State Government has shown a decided interest in developing working linkages with NGOs. In addition to making internal, political and administrative changes intended to

promote decentralization of its rural development, the Government of Kerela has created both state and district level consultative committees (Bhatt :1993). In Sri Lanka, a network of NGOs convinced the Government to drop plans for the construction of a coal-fired power station and eventually were invited to participate in the Government's National Environmental Council. (Clark:1991). In Bangladesh, the government, NGOs and donors have developed a form of working relationship which (sanyal:1991) calls "antagonistic cooperation," a kind of relationship in which the two continue to work with each other in implementation of development programmes and projects. In this direction another example can be sighted of NGOs of Australia. The government of Australia has been working with NGOs in reduction of poverty and the promotion of sustainable development. The methods and priorities of NGOs and the government are not same all the time but they work as a partner with a motive to have a productive relationship (Goel:2004).

In India, GO-NGO relationship results from a centuries-long experience of voluntary efforts in the country, including the role of colonial government. As Seth and Sethi (1991) pointed out, the idea of NGOs as institutions visibly distinct from the Government was not widely recognized in India before the existence of a modern Indian State. The creation and recognition of a distinct national entity made it possible to draw distinctions between the actions of the government and those welfare and development activities which originated outside the state structure and within society. In India, the emerging GO-NGO Partnership can be seen in the following fields such as: i) Age Care ii) Agriculture iii) Animal Welfare iv) Art and Craft v) Children vi) Urban Development vii) Rural Development viii) Culture Heritage ix) Disability x) Education xi) Environment xii) Health xiii) Human Resource xiv) Science and Technology xv) Tribal Development xvi) Waste management xvii) Welfare xxi) Women Development xxii) Other social and cultural activities.

Types of GO-NGO Partnersip

Consultative Partnership

This exists among institutions who wish to establish new relations with other organizations for information exchange. Regular venues such as consultations or dialogues are organized to serve as initial mechanism through which various institutions know each other by sharing experiences, ideas, and opinions.

Coordinative Partnership

Here efforts are exerted to avoid duplication of activities and synchronize separate institutional initiatives for greater efficiency and effectiveness in field operations. As starting point for coordination, interagency committees and activities are usually organized to do checklist or inventory of project interventions in the communities. An example is the relief efforts undertaken by Government and NGOs where an interagency group is organized to avoid duplication in the distribution of goods to earthquake victims.

Complementary Partnership

In this form or level of relationship, though each party has separate initiatives, they are both guided by a common programme framework characterized by purposive efforts to support each other. An example is the Comprehensive Agrarian Reform Programme of the Aquino Government where some NGOs have taken the initiative to undertake land transfer programmes within the CARP framework and mechanism.

Collaborative Partnership

In this relationship both institutions agreed to work together, sharing a common vision, establishing common objectives, and plans of action on a programme level. Mechanisms are institutionalized so as to facilitate delivery of services to their target communities.

Critical Partnership

This may be the highest form and level of partnership where both institutions consider each other as indispensable partners in pursuing broad development goals and visions. Both sectors work together on a more strategic long-term arrangement on various aspects of the socio economic and political life of the community. NGOs are given access to Government resources and are also given the chance to participate in the policy formulation and decision making process.

Principles of GO-NGO Partnership

Everyone desires respect-- This principle is based on the idea that all people have worth and recognizes everyone's right to self determination, to make their own decisions about their lives. Acceptance of this principle leads one to treat clients with respect and to honour their opinions and world view. True partnership is impossible without mutual respect.

Everyone needs to be heard-- The principle is based on Covey's "seek first to understand" and is accomplished primarily through empathic listening. While empathic listening looks very much like active or reflective listening, what often used to manage or manipulate someone's behavior so that the listener can advance his own agenda. Empathic listening is motivated by the listener's desire to truly understand someone's point of view-to enter someone's frame of reference-without a personal agenda. When one feels heard and understood, defensiveness and resistance are unnecessary, and solutions can be sought.

Everyone has strengths-- The principle recognizes that all people have many resources, past successes, abilities, talents, dreams, etc. that provide the raw material for solutions and future success. As "helpers" we become involved with people because of their problems; these problems then become a filter that obscures our ability to see strengths. Acceptance of this principle does not mean that one ignores or minimizes problems; it means that one works hard to identify strengths as well as problems so that the helper and the client have a more balanced, accurate, and hopeful picture.

Judgments can wait-- This principle recognizes that once a judgement is made, one's tendency is to stop gathering new information or to interpret in light of the prior judgement. Therefore, since a helper's judgement can have an immense impact on a client's life, it is only fair to delay judgement as long as possible, then to hold it lightly, while remaining open to new information and willing to change one's mind. Acceptance of this principle does not mean that decisions regarding safety cannot be made quickly; it simply requires that ultimate judgements be very well considered.

Partners share power-- This principle is based on the premise that power differentials create obstacles to partnership. Since society confers power upon the helper, it is the helper's responsibility to create a partnership with a client, especially those who appear hostile, resistant, etc. Clients do not owe us their cooperation: we must earn it.

Partnership is a process-- This partnership recognizes that each of the six principles is part of greater whole. While each has merit on its own, all are necessary for partnership. Each principle supports and strengthens the others. In addition, this principle acknowledges that putting the principles into practice consistently is hard. Acceptance of the principles is not enough; it requires intention and attention to practise the principles.

The Global Humanitarian Platform, created in July 2006, brings together UN and non-UN humanitarian organizations on an equal footing...

- Striving to enhance the effectiveness of humanitarian action, based on an ethical obligation and accountability to the populations we serve,
- Acknowledging diversity as an asset of the humanitarian community and recognizing the interdependence among humanitarian organizations,
- Committed to building and nurturing an effective partnership,
..the organizations participating in the Global Humanitarian Platform agree to base their partnership on the following principles:

Equality : equality requires mutual respect between members of the partnership irrespective of size and power. The participant must respect each other's mandates, obligations and independence and recognize each other's constraints and commitments. Mutual respect must not preclude organizations from engaging in constructive dissent.

Transparency: Transparency is achieved through dialogue, with an emphasis on early consultations and early sharing of information. Communications and transparency, including financial transparency, increase the level of trust among organizations.

Result-oriented approach: Effective humanitarian action must be reality-based and action-oriented. This requires result-oriented coordination based on effective capabilities and concrete operational capacities.

Responsibility: Humanitarian organizations have an ethical obligation to each other to accomplish their tasks responsibly, with integrity and in a relevant and appropriate way. They must make sure that they are committed to activities only when they have the means, competencies, skills and capacity to deliver on their commitments. Decisive and robust prevention of abuse committed by humanitarians must also be a constant effort.

Complementarity: The diversity of humanitarian community is an asset if we build on our comparative advantages and complement each other's contributions. Local capacity is one of the main assets to enhance and on which to build. Whenever possible, humanitarian organizations should strive to make it an integral part in emergency response. Language and cultural barriers must be overcome.

Partnership Building

Equity should be a guiding principle in building a partnership, as should (for many partnerships) a "bottom-up" structure. Political will, human and financial resources are also needed. One essential step in building a partnership is to ensure that everyone involved knows what the partnership is about, who is doing what, and which outcomes are expected (Binagwa: 2005). If possible, a partnership should be built on appropriate structures already existing in the area. Establishing and implementing a partnership is basically a dynamic process.

Building partnership is basically building relationships, which can occur between individuals, groups, associations and organizations by coming together formally or informally through networking or meetings. The central line of partnership building is gaining commitment and trust. Partnerships evolve over time, they involve change, seeing things from other people's view, respecting into other peoples ways of doing things and changing own. Emphasizing partnership being a process, Hamlin (1996) noted that, "partnership process involves all interactions between public, private and intermediate- sector actors, including establishing structures and using those structures to achieve mutual benefit.

Stages of Partnership Building

Stage 1— Getting preparatory start

In this stage preparatory work is crucial for developing a steady and effective partnership. Partnership would require potential partners to begin to talk to each other about their interest in creating a partnership. Careful research into the context in which the partnership will be operating must be part of this phase. The strength and weaknesses of the area should be assessed and effective measures designed. One of the most important aspects of this phase is to identify the right partners and establish clear roles for each. This process would take them through identifying areas of collaboration, opportunities of partnering, constraints and challenges. This potential partner obtains support and commitment for the partnership. This process may be through consultation, workshops, meetings or seminars around common issues. At this stage potential partners are likely to experience barriers in communication which may hinder their understanding to the degree that does not harmonize at all with the meaning intended by the potential partners. Bias may be another potential area at this of communication; it is likely that potential partners may reject some ideas without properly considering the issue since trust is still built. This stage can be compared to the initiation phase.

Stage 2-- Understanding contractual conclusion

A partnership is often based on a formal commitment that has been established by a number of partners signing a contract. Bound by this contract, the partners will share a strategy and implement their co-ordinated working programme for a period determined by the partnership. Following general understanding on common issues, potential partners reach an understanding to assist each other. This would require every partner to promote successful outcome by practicing partnership behaviors, such as;

- Being open to new ways of doing things, new ideas and new influences.
- Encouraging open, transparent and real dialogue.
- Seeking to understand your potential partners' aspirations, position, motivations, values, constraints and culture.
- Supporting potential partners and show that you value their contributions, and their inputs.
- Being prepared to make and accept changes.
- It takes time to build relationship –but moments to undermine them.

Stage 3-- Agreeing on coordination

This stage is when potential partners start combining their resources; clarify their roles and responsibilities in their partnership. This is a process of bringing together partners, through a permanent or temporary structure, groups or teams in partnership building. In this phase partners are in regular contact to extend and supplement the working programme with new measures, and in some cases to test new approaches. Public relations activities should inform the wider public of the targets, activities and measures of partnership. So, there is a need of effective coordination to get success. More over if coordination is not maintained properly then the available resources will not be put into full utilization, because there may be competition of key players within the partners. In this stage the challenge may be on how to keep the motivation of partners in fulfilling their task and maximizing the available resources. Since not all members can afford day to day hands on partnership duties, especially areas like; reporting, calling meetings, documenting and follow up resolutions. Therefore coordination mechanism needs to be set by the partners. It may be a small task team, which deals with coordinating partnership activities. The coordinating body will then facilitates joint planning, networking and monitoring partnership work.

Stage 4-- Collaboration

This stage has been considered as the final stage. Gray (1989) defined collaboration, “as a process of joint decision making among key stakeholders of a problem domain about the future of that domain”. This is a potential stage where by partners, who started communicating, formed a coordination body work together or sign agreement and implement it. Partners develop a shared plan, partners are clear on roles and responsibilities for both sides, agree on modalities of working together, discuss on the planning cycle, the role of Governance and leadership and finally develop also a monitoring plan. They focus on the agreed plan, adhere to the agreed principles and conduct by increasing the level of communication, promote full involvement of both parties and have a fair decision making process.

Stage 5— Monitoring partnership performance

To assess a partnership’s achievement, determine improvements to be made and adopt further planning, a comprehensive monitoring system should be used. A partnership should be evaluated periodically and publish reports to demonstrate the added value of its work.

Advantages of Partnership

In partnership, both the parties can actively participate in decision making process. The partnership activities and process involves interactions and relationship building between GO-NGO. It includes investments of both sides in terms of time and resources. Successful GO-NGO Partnerships enables both parties to do what they do best to achieve common goal. Partnership can bring innovations in different areas like political and security, socio-cultural and human affairs. Partnership may bring different types of resources such as information and expertise not available in an organization. In general partnership may enable the partners to gain the benefits of economies of scale (e.g. in terms of finance, marketing, administration or production). Regarding efficiency and effectiveness of partnership Ronald (1998) expressed his opinion that, “partnership can greatly increase an individual organizations’ effectiveness and efficiency, especially through improved coordination between organizations, hence creating synergy between various bodies and reducing wasteful duplication. Partnership improves effectiveness through creating stability, building local confidence and minimizing risk for partners. Partnership helps NGOs to get sustainability in terms of programme and fund.

Disadvantages of Partnership

While there are benefits of partnerships there are also challenges. When GO and NGO come together there is often a clash of culture, philosophy to nobody’s satisfaction. Regarding differences in philosophies among partners, Ronald (1998) was of the view that, there may be a problem of combining public and private management practices and philosophies with in one partnership organization, or a partnership with out clear contract. GOs often prefer to follow traditional method of working except few constituted bodies while NGOs follow modern methods which always create problems. In partnership both the party needs to abide by the orders of one another. In case of GO-NGO partnership NGOs need to abide by the orders of GOs just to protect their vested interest. Sometimes, the existence of two parties makes the work delay and lengthy. Government takes credit for NGO achievements and the substitution by the NGO for Government services perpetuates government inefficiency. In GO-NGO partnership, there is no dearth of resources & funds. But if funds are not released timely, NGOs may have to confront with many problems. The cooptation and bureaucratic nature of partners often brings limitation in the partnership work.

Rural Development through GO-NGO Partnership

GOs play a very important role in society. Social development has ranked high on the priority list of Government programmes since Independence, and in collaboration with Voluntary organizations they have been important partners in dealing with social problems that exist at the community level (DCWC: 2010). Government Organizations, in partnership with NGOs have been implementing a number of programmes in various sectors for reduction of poverty and enhancing the quality of life for the poor. NGOs have also been working in partnership with Government in many of these programmes. There is a need for mutual reinforcement and synergy to ensure that the Governmental and non-governmental organizations complement each other to enhance quality in realizing the objectives of the programmes.

In Assam, the villages lack the basic amenities of life such as housing, education, health services, safe drinking water, rural connectivity and communication facilities. No one would dispute that concentration of poverty in Assam is predominantly in its rural areas. Since the majority of the people of the state live in rural areas, poverty in Assam is therefore a rural phenomenon. Though it is said that India lives in the villages, the benefits of the scheme so far evolved for upliftment of the rural masses do not actually reach them. The villagers somehow meet the basic needs of living—they live half-fed and half-clad. As the body cannot function properly without a limb, the state too cannot achieve the minimum standard of development if a vital segment of the body is kept segregated. Alleviation of poverty has been a key objective of development policies of successive Governments of India since the country became independent.

Achievement of minimum standard of living for all within a reasonable period has been the implicit objective of all socio-economic programmes initiated under various five year plans. In fact, serious attempts in this direction have been made since the 70s. Since then the State as well as Central have been implementing various policies and programmes to reduce rural poverty. Although a change is taking place as a result of many initiatives taken by successive governments though the pace of development is extremely slow and the gap is still wide. To bridge the gap State Government of Assam laid stress on GO-NGO Partnership and the UPA Government at the centre has launched the Bharat Nirman programmes to change the face of rural India. Six crore areas of infrastructure development have been identified under Bharat Nirman Programme for implementation within a reasonable time frame. These are irrigation, rural connectivity, rural housing, and supply of drinking water, rural electrification and rural telephone connectivity.

Along with Bharat Nirman Programme, the government has launched various other programmes in the field of health, education, environment, human resource, agriculture, child labour, women development, rural development, justice etc. These programmes are being implemented by the respective state governments and some specific programmes are implemented by NGOs following GO-NGO Partnership model and these are follows.

GO-NGO Partnership in Social Sectors:

A number of welfare programmes in the social sector are implemented with community participation and through voluntary organizations. This segment talks of the programmes and schemes in the social sector that are under implementation through GO-NGO Partnership, in the different Ministries of the Government of India.

GO-NGO Partnership for Social Justice and Empowerment

The Government has to look beyond just maintaining rapid growth with GO-NGO partnership to make growth more inclusive by addressing imbalances in the pattern of growth of groups and people left out the growth process. The foundation of these efforts must be empowerment, which is a key to expanding the equity of opportunity.

The following schemes of the Ministry of Social Justice and Empowerment are being implemented presently through GO-NGO Partnership.

1. Integrated Programme for Older Persons

The scheme has been made flexible so as to meet the diverse needs of the older persons including reinforcement and strengthening of the family, awareness generation on issues pertaining to older persons, popularization of the concept of lifelong preparation for old age, facilitating productive aging etc. Under this scheme financial assistance up to 90% of the project cost is provided to NGOs for establishing and maintaining old age homes, day care centres mobile medicare units. However in the case of schools, colleges and recognized youth organizations such as Neheru Yuva Kendra Sangathan (NYKS) and the National Service Scheme (NSS) undertaking programmes and services for older persons, 100% cost of the project shall be provided by the Government. The first installment will cover 50% of the sanctioned amount and

will be sanctioned on receipt of the prescribed proforma. The remaining 50% will be released as the second installment on receipt of the prescribed proforma.

2. Treatment and Rehabilitation of Addicts

The Ministry of Social Justice and Empowerment, as the focal point for drug demand reduction programmes in the country, has been implementing the scheme for Prohibition and Drug Abuse Prevention since the year 1985-86. It is viewed by the Ministry that implementation of programmes for deaddiction and rehabilitation of drug addicts require sustained and committed involved effort with a great degree of flexibility and innovation, which could be delivered through the voluntary sector only. Accordingly under the scheme, while the expenditure is borne by the Government, the voluntary organizations provide the entire gamut of services viz, Counselling and Awareness Centres; Treatment-cum-Rehabilitation Centres, Deaddiction Camps, and Awareness Programmes etc.

3. Scheme to promote Voluntary Action for Persons with Disabilities

The objective of the scheme is the effective implementation of Person with Disabilities Act (PWD) 1995 ensuring equal opportunities to persons with disabilities, enhancing educational opportunities at all levels and in all forms, supporting legal literacy including legal literacy including legal counseling, legal aid and analysis and evaluation of existing laws. Service providers are generally the NGOs/VOs and the contract structure is that the Ministry releases up to 90 percent of the admissible cost as grant and 10 percent of expenditure is borne by NGOs which may be raised through public/private donations and user charges.

4. Assistance to voluntary organizations for the welfare of OBCs

The objective of the scheme is to involve the voluntary sector to improve educational and socio-economic conditions of the target group, i.e. Other Backward Classes (OBCs), with a view to upgrade skill to enable them to start income generating activities on their own or get gainful employment in some sector or the other. The quantum of assistance is determined in each case on merit. The Government of India may, however, meet 90% of the approved

expenditure on any or all of the approved items. The remaining expenditure is to be met by the concerned voluntary organization from its own resources.

GO-NGO Partnership for Women and Child Development

1. Support to Training and Employment Programme for women (STEP)

Support to Training and Employment programme for women (STEP) was launched in 1986 as one of the measures to ensure well-being of women in the traditional informal sector. The programme of STEP advocates the objective of extending training for upgradation of skills and sustainable employment for women through a variety of action oriented projects which employ women in large numbers. The scheme covers 10 traditional sectors of employment viz, Agriculture, Small Animal Husbandry, Dairying, Fisheries, Handlooms, Handicrafts, Khadi and Village Industries Sericulture, Social Forestry and Waste Land Development. The scheme is implemented through a) Registered Voluntary Organization (of at least 3 years standing), b) District Rural Development Agencies, c) Public sector undertakings/organizations, d) Cooperatives, e) Federations. Under this scheme 90 percent of the total cost is borne by the Government of India and 10 percent by the implementing agency for 2-4 years.

2. Swadhar—A Scheme for Women in Difficult Circumstances

The objective of the scheme is to provide social, economical, emotional support to the marginalized women/girls who are in need of shelter, food, clothing and care living in difficult circumstances through counseling and skill development training. Service providers can be the Social Welfare/Women and Child Welfare Department of State Government, Women's Development Corporations, Urban Local Bodies, reputed Public/Private Trust or Voluntary Organizations who are willing to take up the responsibility of rehabilitating such women. But the organization must have adequate experience and expertise of taking up such works of rehabilitation. Government shall grant assistance for purchase of land, assistance for construction of building, assistance for rented accommodation, assistance for administration and management, assistance for other recurring expenditure, other non recurring expenditure, assistance for help line for women in distress. The Scheme is monitored at the District Level,

State Level, and Central Level. The functioning of the Swadhar Centres with residential facility for the inmates shall be monitored by a District Level Committee. The Secretary in charge of Social Welfare/Women and Child Development Department in the State Government shall be the chair person of the State Level Monitoring Committee for Swadhar Scheme. The other members of the committee would be nominated by the Secretary. The committee at the State Level shall meet at least once in a year and monitor the project. At the Central Level DWCD shall also review the functioning of the Centre once in a year. Other Swadhar Centers without residential facility shall be monitored and evaluated by the DWCD in such a manner as it may deem fit.

3. Schemes of Assistance for the Construction /Expansion of hostel Building for working women with a Day Care Centre

With the progressive change in the economic structure of the country more and more women are living out of their homes in search of employment in big cities and urban and rural townships. One of the main difficulties faced by such women is lack of suitable and safe accommodation. The Government of India having appreciated the difficulties faced by such women, have decided to introduce a scheme for grant-in –aid for construction of new/expansion of existing building for providing hostels facilities to working women in cities, smaller towns and also in rural areas. Working women will be entitled to hostel facilities provided her income does not exceed Rs. 16,000/- consolidated (gross) per month in a class ‘A’ City or Rs. 15,000/- consolidated (gross) per month in any city/town/ place. When the income of the working women exceeds the prescribed limits she will have to leave the hostel with in a period of six months of crossing the income ceiling. Voluntary Organizations/public trusts working in the field of women’s welfare/ social welfare education are eligible for assistance under the scheme. Assistance under the scheme will be given for 50% of the cost of the land, and 75% of the cost of construction of the building or purchase of ready constructed building as assessed by state PWD or CPWD. No grant will be admissible for furniture or other fixtures. Ordinarily hostels with capacity of more than 100 inmates and day care centres for more than 30 children will not be sanctioned. Preference will be given to hostels proposed in small towns, bigger towns/cities with no hostels.

4. An Integrated Programme for Street Children

The objective of this programme is to prevent destitution of children and facilitate their withdrawal from life on the streets. The programme provides for shelter, nutrition, health care, education, recreation facilities to street children and seeks to protect them against abuse and exploitation. The strategy is to develop awareness and providing support to build capacity of the Government, NGOs and the community at large to realize the rights of the child. The implementing agencies under this scheme are State Governments, Local Bodies, and voluntary organizations. Up to 90% of the cost of the project is provided by the Government of India and remaining has to be borne by the organization/ institution concerned. The grant under the programme is released to selected organizations in two equal half-yearly installments.

Go-NGO Partnership in Health Sector

1. Mother NGO (MNGO) Scheme

The Department of Family Welfare in the Ninth Five Year Plan (1997-2002) introduced the Mother NGO Scheme under the Reproductive and Child Health Programme. Under this Scheme, the DoFW identified and sanctioned grants to selected NGOs called Mother NGOs in allocated districts. These MNGOs in turn issue grants to smaller NGOs, called Field NGOs (FNGOs), in the allocated districts. The grants were to be used for promoting the goals/objectives as outlined in the Reproductive and Child Health (RCH) programme of Government of India.

The underlying philosophy of the Mother NGO scheme has been one of the nurturing and capacity building. Broadly the objectives of the programme are

- Addressing the gaps in information or RCH services in the project area
- Building strong institutional capacity at the state, district/ field level
- Advocacy and awareness generation.
- The flow of funds is from the Government of India to the State RCH

Society i.e. NRHM . The State RCH Society is responsible for release of funds to the MNGOs i.e. Government releases the 1st installment to the State RCH Society for each district allocated under the MNGO scheme. This is done in the first quarter of the financial year.

- Release of the second installment is based on request from State RCH society.

State RCH Society to MNGO

- State RCH Society releases a grant of Rs. 1 lakh for the preparatory phase to the MNGO. This is primarily for conducting Community Needs Assessment/ baseline Survey, identification of FNGOs, orientation of FNGOs, getting FNGO proposal and preparing a consolidated proposal with indicators for submission. If found required, some parts of the fund may be used for nurturing/ preparing SHG/ youth groups who could eventually become FNGOs.

- MNGOs get an annual allotment of approximately Rs. 5-15 lakhs per district. The budget is based on the number of FNGOs (to whom the grants will be given by the MNGOs) and the nature of the proposed interventions.

- MNGOs are allowed to retain 20% of the total project cost (i.e. Rs.5-15 lakhs). This is in the range of Rs. 1-3 lakhs for administrative cost, which includes capacity building cost.

2. Community Care Centre

The objective of the scheme is to keep them within the community and family groups as long as possible. This can provide them with a better quality of life at a time when they are too ill to enjoy or understand what is going on. Also to help them and their families prepare for coping with life after HIV. This may include proper care and nutrition, tending to relationships in the family or the community, arranging for the transfer of responsibilities and helping them to be as independent as possible. Shelter, Nutritional care and Support, Nursing care and Enabling Environment, Recreational Facilities, Spiritual discourse, Referral Services, Linkage with other social welfare organization, facilities for last rites, legal aspects, training of community based organizations in care of HIV/AIDs patients are the essential components of a community care centre. Service providers are NGOs and the supports provided by the NACO are financial, drugs, food/nutrition, beds and accessories.

3. National Tuberculosis Control Programme

Involvement of Non Government Organizations (NGOs) in the revised National Tuberculosis Control Programme (RNTCP) is of vital importance. NGOs have an active role in health promotion in the community and many patients seek treatment from/ through them. Depending on the capacity of the NGOs, their possible areas of involvement can be health, education, service delivery, planning, programming, implementation, training and evaluation.

Under this scheme NGOs are involved in planning, implementation and evaluation of the TB control programme through the National Tuberculosis Coordination Committee, State Tuberculosis Coordination Committee and the District Tuberculosis Control Societies. The NGOs can perform different activities under RNTCP scheme like, Health Education and community outreach, Provision of directly observed treatment, In-hospital care for tuberculosis disease, Microscopy and treatment centre, TB Unit model.

4. National Cancer Control Programme

Cancer is an important public health problem in India with nearly 7-9 lakh new cases occurring every year in the country. With the objectives of prevention, early diagnosis and treatment, the National Control Programme (NCCP) was launched in 1975-76 with the objectives of primary prevention of cancers, early detection and prompt treatment. In view of the magnitude of the problem and the requirement to bridge the geographical gaps in the availability of cancer treatment facilities in the country; the programme was revised in December 2004. There are five schemes under the revised programme.

1. Recognition of new Regional Cancer Centres (RCCs) : A one-time grant of Rs. 5 crores is being provided for new RCCs.
2. Strengthening of existing RCCs: A one-time grant of Rs.3 crores is provided to the existing RCCs.
3. Development of Oncology Wing: One-time grant of Rs. 3 crore to the Government institutions (Medical colleges as well as government hospitals) for enhancing cancer care facilities.
4. District Cancer Control Programme: The grant-in-aid programme of Rs.90 lakhs spread over a period of 5 years to strengthen District Hospitals for early detection and treatment.
5. Decentralized NGO Scheme: A grant of Rs. 8000/-per camp will be provided to the NGOs for IEC activities for early detection of cancer.

GO-NGO Partnership in the Agro and Rural Industrial Sector

1. Scheme of Fund for Regeneration of Traditional Industries (SFURTI)

The objective of the scheme is to make traditional industries more competitive with more market-driven, productive, profitable and sustained employment for artisans and rural

entrepreneurs. Implementing agencies for the scheme would be non-government organizations (NGOs), institutions of the Central and State Governments and semi Government Institutions with suitably expertise to under cluster development. Generally, one implementing agency will be assigned only one cluster (unless it is an agency with State-wide coverage). Government of India sanctions grant of 75% and 25% beneficiaries' contribution (institutions).

2. Rural Industry Service Centre (RISC)

Rural Industries Service Centre is the Common Facility Unit which aims to provide infrastructural support and necessary services to the local units to upgrade their production capacity, skill up gradation and market promotion. Service providers are the KVIC and State KVIBs; National level/State level Khadi and Village Industries Federations; Khadi and V.I. Institutions affiliated to KVIC and KVIBs; NGOs who have already worked in implementation of programme relating to development of rural artisans in activities excluding the negative list of KVIC with financial assistance at least for 3 projects from any Ministry of State/Central Government, CAPART, NABARD and UN agencies.

GO-NGO Partnership in Human Resource Development

1. Integrated Education for Disabled Children (IEDC)

To provide education to the handicapped children with the objective of integrating them in general schools to enable them to be equally contributing members of society and to enable them to face life with courage and confidence. Voluntary organizations, public trusts and non-profit making companies are the service providers under the scheme. 100% assistance is provided to the State Government/ Union Territories/Voluntary organizations for the education of the children suffering from mild to moderate handicaps in common schools with the help of special aids, incentives and specially trained teachers. The main purpose of the grants is the integration of disabled children in the general school system. State Governments/UT Administrations identify institutions/agencies to take up concurrent evaluations of the programme in selected areas/ schools. The cost of such evaluation studies would be reimbursable to the State Government under the scheme. The Central Government also undertakes a summative evaluation of implementation of the scheme through NCERT (or other institutions) at the end of the plan period.

2. Scheme for Strengthening of Boarding and Hostel Facilities for Girl Students of Secondary and Higher Secondary Schools

The assistance under this scheme would be 100 percent for the existing hostels/boarding houses being maintained exclusively for girls by the voluntary organizations. Voluntary organizations, societies, public trust and profit- making bodies registered for at least three years would be eligible for assistance under this scheme. Only such eligible agencies who are running hostels/boarding houses for at least 25 girls studying in classes VI-XII in recognized schools and girls pursuing Vocational/Technical courses after Class VIII would get assistance under this scheme subject to an overall number of 150 boarders.

3. Scheme of Assistance to Voluntary Agencies under Mahila Samakhya

Mahila Samakhya is a women's empowerment project which not only aims at service delivery but also seeks to bring about a change in women's perception about themselves and that of society in regard to women's traditional roles. It endeavors to create an environment for women to seek knowledge and information in order to make informed choices and create circumstances in which women can learn at their own pace and rhythm. To evolve a modality of planning involving government institutions and voluntary agencies reaching out to the women in villages in a continuous dialogue so that the educative principle is not subordinate to the desire for immediate result is the objective of Mahila Samakhya. Educational institutions, registered societies, public trusts and non-profit making companies which are working outside the Project Districts of Mahila Samakhya would be eligible for assistance under the scheme.

GO-NGO Partnership for Rural Development through CAPART

1. Grameen Vikas Andolan

So far CAPART was mainly concentrating its efforts on directly funding NGOs for implementation of various watershed development projects. Ministry of Rural Development, Government of India has decided to work with the NGOs sector through CAPART to bring in mass awareness about various programmes and schemes of MoRD and most importantly on the important issues of water conservation and management in various parts of the country. In addition to this, information about all other programmes of the Ministry of Rural Development,

GOI can also be disseminated through this mass awareness programme. Objective of the Grameen Vikas Andolan is to build/generate “Mass Movement” (jan andolan) on water conservation and management and to train the PRIs, SHGs, village youth, government servants and traditional water experts and to sensitize them about the need for water conservation. General public in the rural areas, representatives of the panchayati raj institutions, self help groups community based organizations, village ypaths are the target groups of the campaign.

2. Gram Shree Mela (GSMs)/Buyer Seller Meets (BSMs)

To create opportunities for producers to interact directly with urban buyers to understand their taste, preferences and choice and to upgrade marketing skills of producers as well as staff of supported organizations by providing an opportunity to interact with marketing, design and packaging professionals through the workshops organized during the melas are the objectives of Gram Shree Mela. CAPART supported voluntary agencies will be provided with expenses incurred by them on the freight of the material for onward journey. It would be limited to the actual amount paid not exceeding Rs.3000, to the railway/road transport and would be payable only on the production of the original/photocopy receipt. The release of fund will be made in three installments as under...

1st installment : 50% --After receipt of terms and conditions of sanction duly accepted by the NGO

2nd Installment : 25% --- Completion of erection of stalls and rest of the arrangements.

3rd Installment : 25% -- On submission of mela report as per format along with audited statement of accounts, utilization certificate by the NGO and evaluation report by the monitor.

The mela site is monitored by any CAPART official or project evaluator deputed by the MC concerned. The NGO is expected to produce all the records pertaining to organizing GSM from the preparations prior to commencement and daily events and records of sales and other proceedings.

3. Promotion of Voluntary Action in Rural Development (Public Cooperation) Scheme

The objective of the scheme is to integrate rural development activities through experimental and innovative efforts which can be replicated, to involve participants in the planning, implementation and maintenance of activities envisaged, to raise income levels and

expand employment opportunities of the weaker sections of society, particularly of those living below the poverty line and women. Voluntary Organizations working in rural areas with the legal status of a society registered for 3 years under the Societies Registration Act or any corresponding state Act or as a Trust registered under the Indian Trust Act, 1882, or the charitable and Religious Trusts Act 1920 are eligible to implement the scheme. The area of operation must be rural, meaning thereby a village included within the jurisdiction of gram panchayats. Areas included within the limits of Municipal corporations, Municipalities, Notified Area Committees and Town Panchayats will not be considered as rural areas. Projects will normally be assisted up to a maximum of 90% of the total cost. Contribution of approximately 10% would be expected from other sources like bank loans, government subsidies and assistance, sponsoring organization's contribution and contribution of beneficiaries.

GO-NGO Partnership through National Bank for Agriculture and Rural Development (NABARD)

1. Rural Innovation Fund (RIF)

Rural Innovation fund is a fund designed to support innovative, risk friendly, unconventional experiments in Farm, Non-farm and Micro-finance sectors that would have the potential to promote livelihood opportunities and employment in rural areas. Individuals, NGOs, Community based organizations, cooperatives, SHGs, Farmer's clubs, Panchayati Raj Institutions, Universities, Research institutions, micro-finance institutions are eligible to apply to get the scheme. Financial Assistance under RIF can be provided in the form of loan/grant/incubation fund support or a mix of all the three components. Funds will be made available provided a) applicant commits certain financial contribution; b) funds are not available for the innovation from other sources (e.g. government sector, banks, other donor agencies, etc).

2. Skill Up Gradation and Design Development for Handloom Weavers (SUDHA)

To assist weaver members of primary weavers Co-operative Societies (PWCS)/NGOs and other promotional agencies involved in the development of handloom weavers through skill up gradation, design development/product mix, quality improvement, marketing etc. Maximum of Rs. 5.00 lakh per project depending upon the nature of activities involved/planned.

3. Assistance to Rural Women in Non-Farm Development (ARWIND)

There is a single window scheme containing credit as well as promotional components of assistance for conducting skill or EDP type of training for women, establishment of production units at the sponsoring agencies level or to set up household units with loan assistance from banks. NGOs, Women Development Corporations, KVIC, KVIB, Cooperative Societies, and Trusts etc. are eligible to implement the scheme. The amount of assistance is up to Rs. 10000/- per women. It is envisaged that women groups organized or sponsored by a suitable agency could avail bank credit normally not exceeding Rs. 50000/- per women member for setting up of an individual or a group activity. NABARD extends 100% refinance assistance to banks in respect of credit extended to women entrepreneurs under the scheme. Agency's stake is 15% of the project outlay.

4. Rural Entrepreneurship Development Programme (REDP)

Rural Entrepreneurship Development Programme (REDP) is one of the important NFS promotional programmes supported by NABARD for diversification of village industries with a focus on creating sustainable employment and income opportunities in a cost effective manner for the benefit of educated unemployed rural youth. NABARD has been, for last more than last 14 years, supporting selected voluntary agencies/non-government organization, RUDSETI institutions for implementing REDPs. Developing Entrepreneurial and activity-oriented skills among unemployed rural youths by assisting voluntary agencies is the objective of REDP. NABARD provides promotional assistance to select agencies to meet the recurring expenditure in conducting REDP. Under institutionalization of REDP, the selected institutions are provided with need-based capacity building support and long-term assurance by way of continued financial assistance, for conducting REDP. Some of the major items that are covered under grant assistance include : cost of pre training survey, publicity, selection of candidates etc.

GO-NGO Partnership for Child Labour

1. Grant-in –aid Scheme for Financial Assistance to Voluntary and Non-Governmental Organizations for Taking Up Action Programmes/ Projects for The Benefit of Child Labour and women Labour

The Ministry of labour has been financing voluntary organizations since 1981-82, by way of grant-in-aid for taking up action oriented projects for the benefit of child labour and women labour. The Government announced the National Policy on Child Labour in August 1987. The action plan under the policy on National Child Labour focuses on general development programmes for benefiting children, prohibition of child labour in hazardous employments and regulates their working conditions in other employments/occupations. The Government has been laying stress on the involvement of voluntary organizations furthering government policy of helping women workers to become aware of their rights and opportunities and also to become economically independent. The women cell in the Ministry of labour encourages and provides assistance to voluntary agencies to formulate income generating schemes and other action projects for women labour. Grants are given for both child and women labour. Under Child labour grant is given for welfare of child labour through special schools (in non-national child labour project districts) activities like formal/non formal education, vocational training, provision of health care and nutrition and preventive measures to discourage further accretion of child labour into employment. Under women labour grant is given for training and skill development, encouraging formation of cooperative societies of women workers, with a view to provide gainful employment. All activities and infrastructure approved up to 75 percent of the cost. No grant will be provided for acquisition of land and building or purchase of vehicles, computers, plant and machinery etc.

GO-NGO Partnership in Rural Development

1. Swarnajyanti Gram Swarozgar Yojana (SGSY)

The Swarnajayanti Gram Swarozgar Yojana (SGSY), launched on 01.04.1999, aims to bring the assisted families (swarozgaries) above the poverty line by ensuring appreciable sustained level of income over a period of time. This objective is to be achieved through organizing the rural poor into Self Help Groups (SHGs) through the process of social mobilization, training and capacity-building and provision of income generating assets. In this regard NGOs have been playing a critical role in the group formation and development. Payment of the amount to the NGOs and other facilitators will be made in four installments like : a) 20% of the funds at the beginning when the formation of Self Help Group is commenced by the NGOs etc, b) 30% after the group qualifies for Revolving Fund or get linked to the Bank by way of availing credit and continue to work satisfactorily, c) 40% after the group take up an economic activity, and d) 10% after the start of economic activity by the group and adherence

to repayment schedule of the loan sanctioned by the Bank. SGSY has four components like.. a) Training, b) Infrastructure, c) Revolving fund to SHGs, c) Subsidy for economic activities. SGSY is a credit linked scheme and credit is the key element. Subsidy is only a minor and enabling component. The major part of investment consists of bank credit from financial institutions comprising commercial banks, cooperative banks and regional rural banks.

2. Total Sanitation Campaign

The objectives of the total sanitation campaign is to bring about an improvement in the general quality of life in the rural areas, accelerating sanitation coverage in rural areas, generating felt need through awareness creation and health education and encouraging suitable cost effective and appropriate technologies. There are seven components under TSC like a) Start-Up Activities, b) IEC Activities c) Rural Sanitary Marts/Production Centres d) Construction of individual household latrines e) Women Complex f) Total sanitation of Village g) School Sanitation. Here the NGOs have to play an important role in the implementation of TSC in the rural areas. NGOs are actively involved in IEC activities. The central assistance shall be released to the implementing agency in four instalments. The first instalment will be released immediately after approval of project. The second and third instalments will be released only if the expenditure is atleast 60% of the available funds.

GO-NGO Partnership in Food Processing Industries

1. Scheme for Technology Upgradation/ Expansion/Establishment/ Modernization of Food Processing Industries

The food processing industry in India occupies a unique position in the Indian economy interms of its potential for employment generation, increasing the farmers' income and export growth. The scheme for Technology Upgradation/ Expansion/Modernization/ Establishment being implemented by the Ministry of Food Processing Industries (MFPI) is aimed at upgradation of processing capabilities. The scheme will provide 25% of the cost of plant and machinery and technical civil works subject to a maximum of Rs. 50 lakhs in general areas and 33% up to Rs. 75 lakh in difficult areas. Sectors in food processing such as fruits and vegetables, milk products, meat, poultry, fishery, cereal other consumer products, flour milling, pulse

processing and such other agri horticultural sectors including food flavors and colors will be covered under the scheme.

2. Scheme for Human Resource Development

This scheme covers two components

a) Setting up of Food Processing and Training Centre (FPTC) : Development of rural entrepreneurship and transfer of technology for processing of products by utilizing locally grown raw material and providing “Hands-on” experience at such production-cum-training centers, while according priority to SC/ST/OBC and women. Central or State Government organizations, Educational and Training Institutions, NGOs, Cooperatives are eligible to implement the scheme.

b) Entrepreneurship Development Programme (EDP) : The objective of the Entrepreneurship Development Programme is to enable trainees to establish commercially viable enterprises in food and agri-processing by providing basic knowledge of project formulation and management including technology and marketing, motivating the trainees and instilling confidence in them. Service providers are the State Consultancy Organization, Non-Government Organizations etc. Financial assistance for EDP upto Rs. 1 lakh per EDP batch will be provided by the Department of Food Processing Industries. The financial assistance from the department is released in 3 instalments as a) 60% as advance on finalization of exact dates for the programme and on submission of Survey Bond by non-govt agencies, b) 25% on completion of the programme, c) 15% on completion of follow-up action and on submission of UC for the entire amount of the grant.

From the above discussion it can be said that implementation of Government Programmes by the NGOs in India and Assam is an old practice but till date any organized effort has not been taken by any researcher or activist to address the partnership work in Assam. So it remained unknown to people. This discussion would help us to know the partnership work in details. There are a number of schemes in the development sector that have been implemented by the NGOs in partnership with the Government. The Government of India has been extending the requisite grants-in-aids for its centrally sponsored schemes which are released through the State Governments in some schemes. GO-NGO partnership brings more professionalism while executing the programme that gives scope for further extension of

scheme coverage. From the discussion it can be said that NGOs have enormous role to play in different schemes.

Assam being in the developmental stage wishes to bring maximum welfare for the millions of its citizens through the different Government programmes and policies. Elimination of poverty, ignorance, diseases and inequality of opportunities and providing a better quality of life have been the basic premises upon which all the plans and blueprints of development were made. In fact with the move towards globalization GO-NGO Partnership has become the important need of hour and the partnership offers immense opportunities to fetch the best result over any developmental programmes. This dynamic shift in the development sector opened a new vista in the present era. The NGOs and Government department struggling hard to organize the people through social mobilization process for eliciting their participation in the successful implementation of the development programmes. Some have succeeded in the process and some are still struggling in progressive direction in the guidelines issued by the Government of India.