

## 11. RURAL DEVELOPMENT

Rural population constitutes 56 per cent of the total population of 62.11 million as per 2001 Census. There are 385 Panchayat Unions and 12619 Village Panchayats encompassing 77962 habitations in rural areas. There is a gap between the demand for and supply of services. Further poverty alleviation in rural areas is an issue that is being addressed in the planning process. Allocation for Rural Development was at Rs.60851 lakhs in 2001-02 and Rs.57045.78 lakhs in 2002-03 (R.E.). The allocation for rural development constituted 10 per cent of total allocation of Rs.575008 lakhs for 2002-03.

### 1. Rationale Behind Need for Rural Development:

There is a basic issue of providing livelihood security, basic entitlements to the rural population. Infrastructural gaps require to be filled and connectivity with urban areas requires to be strengthened. Therefore the core of rural development strategy is to provide employment both self and wage employment, water supply and sanitary and health care and education. Hence, schemes are implemented with funding from both the State and Central Governments. A new paradigm of Rural Development advocated by the President of India titled PURA (Provision of Urban amenities in Rural Areas) is being considered. The scheme envisages up-scaling infrastructure in rural areas, improved connectivity and setting up of micro enterprises amongst others.

### 2. Network of Panchayat Raj Institutions:

In order to attain a higher level of economic and social development with equity, the 73<sup>rd</sup> Constitutional Amendment Act was passed. In consonance with this Constitutional Amendment, Tamil Nadu Panchayat Act 1994 was enacted. This enactment is a landmark in democratic decentralisation in rural areas of Tamil Nadu. This contemplates creating a three-tier structure in order to pave the way for involvement of people in the development process. This ultimately focuses on percolation of fruits of economic development down to the social strata through effective implementation of poverty alleviation schemes.

Number of Village Panchayats totalled 12618. Relevant details are furnished below.

**Table - 1 : No. of Panchayats as on 2002-03 by Population**

Population Range	No. of Panchayats
Upto 500	1316
500 – 1000	
1000 – 2000	7629
2000 – 5000	2473
5000 – 10000	1113
Above 10000	87
<b>Total</b>	<b>12618</b>

*Source: The Directorate of Rural Development, Chennai -15.*

### 3. Incidence of Poverty:

Unemployment and poverty accentuate and perpetuate backwardness in the rural areas. As per 1999 poverty estimates made by the Rural Development Department the overall poverty ratio stood at 35 per cent. The poverty quotient ranged between 47 per cent in Kanniyakumari and 26 per cent in Erode. There are cross district differences in the incidence of poverty which are addressed in the process of growth.

**Table - 2 : Poverty Ratio in Rural Tamil Nadu**

Sl. No.	District	Rural Population 1999	Population below poverty line 1999	BPL (Percentage)
1	Kancheepuram	1705555	599390	35
2	Tiruvallur	1503005	507126	34
3	Vellore	2221543	988218	44
4	Tiruvannamalai	2161553	683679	32
5	Cuddalore	1732508	631716	36
6	Villupuram	2843731	1127638	40
7	Dharmapuri	2518062	743630	30
8	Salem	1682772	620106	37
9	Namakkal	954566	305270	32
10	Erode	1976612	507647	26
11	Coimbatore	1774982	592159	33
12	The Nilgiris	383078	105279	27
13	Thanjavur	1604857	562365	35
14	Nagapatinam	1179475	344063	29
15	Thiruvarur	984637	361607	37
16	Tiruchi	1426906	435770	31
17	Karur	719117	228478	32
18	Perambalur	1127410	422257	37
19	Pudukottai	1281488	405700	32
20	Madurai	1336726	542315	41
21	Theni	611709	244468	40
22	Dindigul	1524174	404144	27
23	Ramanathapuram	939922	332219	35
24	Sivagangai	884670	318898	36
25	Virudhunagar	1163773	372979	32
26	Tirunelveli	1664653	667282	40
27	Thoothukudi	1166112	454916	39
28	Kanniyakumari	725487	339393	47
	<b>Total</b>	<b>39799083</b>	<b>13848712</b>	<b>35</b>

Source: Directorate of Rural Development, Chennai-15.

### 4. Finances of Rural Local Bodies:

Most of the village Panchayats are cash - starved because of weak tax base, inadequate tax buoyancy, laxity in collection of property taxes, inelastic resource base, other expenses and absence of resource mapping.

Rural Local Bodies are entitled to get grants in the shape of State Finance Commission Grants, Central Finance Commission Grants, Social Education Grant and Rural Dispensary Grant. As per the Second State Finance Commission the Local Bodies

received Rs.742.09 crores. The percentage of allotment to Local Bodies had increased from 55 per cent to 58 per cent of the 8 per cent of Pool 'B' revenue. The Eleventh Finance Commission grant stood at Rs.85.95 crores in 2002-03. This fund is exclusively meant for meeting the maintenance of civic services. In order to sensitize the rural population to the issues surrounding them, the Village Panchayats are encouraged to purchase magazines and journals out of Social Education Grant. This will promote better appreciation and participation in rural development. A sum of Rs.27.84 lakhs were provided in the Budget for 2002-03.

**Table - 3 : Total Revenue of Panchayats**

(Rs. crores)

Category	2001-02	2002-03
<b>Pool A</b>		
- Entertainment Tax	2.56	1.78
- Local Cess	3.01	5.04 (waived)
- Surcharge	15.01	25.27(waived)
- Surcharge on Stamp Duty	90.97	80.49
- Seigniorage Fees of Minor Minerals	28.05	0.78
<b>Pool B</b>		
- State Finance Commission Grant	187.44	742.09
- 11 <sup>th</sup> Finance Commission Grants	85.95	85.95
<b>Total</b>	<b>412.99</b>	<b>911.09</b>

*Source: Director of Rural Development, Chennai -15.*

## 5. Review of Schemes:

Provision of employment on a sustainable basis has a two fold advantage - on one hand it creates income for the unemployed and on the other it helps to create assets of durable nature which are permanently useful to the local community. Since the rural labour force is mostly unskilled the schemes implemented have to be in consonance with the potential and skill sets of the local beneficiaries. In view of this, the technology adopted in implementation of the scheme is appropriately designed with a human face and environment - friendly. The additional purchasing power that accrue into the hands of the beneficiaries under multifarious schemes and programmes implemented is likely to generate employment and income multipliers.

With a view to accelerating rural development, the State is launching new schemes in the State. In 2002-03 schemes such as Renovation of Village Tanks, Construction of Centre for SHGS, Thrashing Floors, Setting up of District Information Service Centre etc., were implemented. The thrust of these schemes are principally capacity building and replenishment of water in irrigation tanks by way of deepening and desilting tanks periodically.

### 5.1. Expenditure Incurred on Poverty Alleviation Programme:

Aggregate expenditure incurred on implementation of Poverty Alleviation Schemes in 2002-03 stood at Rs.48456.04 lakhs against Rs.43291.66 lakhs in 2001-02, the increase

being 12 per cent. Of the total expenditure of Rs.48456 lakhs rural housing in IAY accounted for 29.2 per cent, followed by SGRY-I 28.5 per cent. The Government of India shared 69 per cent of Rs.48456 lakhs where as Government of Tamil Nadu contributed the remaining 31 per cent.

**Table - 4 : Expenditure Incurred on Poverty Alleviation Programmes**

(Rs Lakhs.)

Sl. No.	Name of the Scheme	Expenditure Incurred					
		Govt. of India		State Government		Total	
		2001-02	2002-03	2001-02	2002-03	2001-02	2002-03
1.	1. SGST II Previously JGSY	8772.79	10045.89	2808.79	3464.13	11581.58	13510.02
	2. Black Board Operation	500.00	Nil	167.00	Nil	667.00	Nil
2.	SGRY I Previously EAS	8800.37	10355.92	2933.46	3451.99	11733.83	13807.91
3.	Rural Housing-IAY	5917.73	7223.05	5668.40	6930.00	11586.13	14153.05
4.	Innovative Stream for Rural House and Habitat Development	55.36	38.30	0.00	0.00	55.36	38.30
5.	Pradhan Mantri Gramodaya Yojana (Housing)	2222.76	1877.76	0.00	0.00	2222.76	1877.76
6.	Swarna Jayanthi Gram Swarozgar Yojana Scheme	4084.00	3802.00	1361.00	1267.00	5445.00	5069.00
	<b>Total</b>	<b>30353.01</b>	<b>33342.92</b>	<b>12938.65</b>	<b>15113.12</b>	<b>43291.66</b>	<b>48456.04</b>

Source: Directorate of Rural Development, Chennai - 15.

A variety of schemes are being implemented for rural development either employment-oriented or asset-oriented. These schemes implemented are State Government schemes and Centrally-sponsored schemes as the case may be.

#### **6. State Government Schemes:**

##### **MLA Constituency Development Scheme:**

Each MLA is provided with a sum of Rs.82 lakhs to create assets in the rural areas by making use of the locally available resources under MLA Constituency Development Scheme. A sum of Rs.192.70 crores was spent under the scheme in 2002-03. Number of works carried out stood at 11809. The main objective of the scheme is to fill the critical infrastructural gap in the Assembly Constituency.

##### **Thanniraivu Thittam:**

The focus is on creating assets of durable nature and involving in the people into development process through the adoption of a participatory approach. In 2002-03, a sum of Rs.20 crores had been provided against Rs.40 crores earmarked in 2001-02.

##### **Integrated Rural Sanitary Complex for Women:**

In rural areas open defecation is a serious hygienic and health hazard besides being an affront to the dignity of the individual. Women in particular face great problems on this

score. In order to remedy this situation, State Government is implementing a novel scheme known as Integrated Rural Sanitary Complex for Women. The task of maintenance is assigned to the members of the SHGs. The success of the scheme is contingent upon the availability of adequate water within the complex and the level of effective maintenance done by the beneficiaries (SHGs). In 2001-02, 6310 Village Panchayats were covered at the cost of Rs.110 crores under this scheme.

### **Village Fair Development Scheme:**

It is designed to play a vital role in development of agro based industries. This project focuses on construction of village-fairs and create facilities such as stalls, drinking water, public convenience, lighting etc. In 2002-03 the scheme was implemented in 25 districts entailing a cost of Rs.19.84 crores with the financial assistance extended by the NABARD.

### **6.1. Centrally-Sponsored Schemes:**

Centrally-sponsored schemes implemented in the State are promoting housing, augmenting wage and self employment, prevention of environmental degradation and providing connectivity with all weather roads to all unconnected rural habitations with population above 500 by 2004.

The major Centrally-sponsored schemes are:

- Indra Awaas Yojana (new houses)
- Upgradation of Unserviceable Katcha Houses -
- Innovative scheme for Rural Housing in the Habitant Development
- Pradhan Mantri Gramodaya Yojana (Rural sector)
- Pradhan Mantri Grama Sadak Yojana (PMGSY)
- Swarna Jayanthi Grama Swarozgar Yojana (SGSY)
- Sam poorana Gramin Rozgar Yojana (SGSY)
- Member of Parliament Local Development Programme
- Re structured Central Rural Sanitation Programme (RCRPS)
- Improved chulas and
- National Programme of Bio-gas.

### **Swarna Jayanthi Gram Swarozgar Yojana (SGSY), (1999):**

Deficiencies noticed under the erstwhile Integrated Rural Development Programme, 1980-81 (IRDP) were absence of trickle down of the fruits of the scheme to the beneficiaries in full measure, provision of credit as one-time event, underemphasis on activities which required no fixed assets such as trading, service and even simple processing activities and total lack of social *intermediation*, a process by which poor families are encouraged to organise themselves into groups or given awareness, training on the importance of regular savings and credit discipline and sense of self confidence. Leakages, violation of programme guidelines, selection of non-poor as target groups, absence of proper maintenance of accounts and poor quality of assets had hampered the effective functioning of the IRDP.

With a view to overcoming the above deficiencies the SGSY, a self-employment programme was launched in 1999. Promotion of micro enterprises to lift the ultra poor above the poverty line is sought to be achieved through organising them to SHGs through the process of social mobilisation, training, capacity-building. This scheme is a synthesis of earlier Integrated Rural Development Programme (IRDP), Training for Rural Youth and Self Employment (TRYSEM), Supply of Improved Tool Kits to Rural Artisans (SITRA), Development of Women and Children in Rural Areas (DWCRA), Ganga Kalyan Yojana (GKY) and Million Wells Scheme (MWS).

The fund under the scheme is shared between Centre and the State in the ratio of 75 : 25. This scheme is the brain child of the NABARD. Provision of sustainable income, training them for vocation and providing them credit linkages with financial institutions. The total assistance to SHGS consists of the following: 10 per cent for Revolving Fund, 10 per cent for training, 20 per cent for creation of infrastructure component and 60 per cent for subsidy component. The beneficiaries of Adi-dravidar and Tribal Welfare are eligible to get 50 per cent of the allocation of fund under the scheme women, 40 per cent and physically handicapped persons 3 per cent. Subsidy is at 30 per cent of the project cost with a ceiling of Rs.7500 per non-SC/ST beneficiary and Rs.10000 per SC/ST beneficiary or 50 per cent of project cost for irrigation project without no monetary ceiling..

Upto 2001-02 a total of 56117 SHGs were formed. Revolving Funds to the tune of Rs.736.642 lakhs was provided out of 56117 SHGs and 2158 SHGs were provided with economic assistance. It benefited 39,042 families entailing subsidy to the tune of Rs.2117.751 lakhs. The economic activity comprises food processing, dairy, handicraft, natural fibre-based activities, wood carving, leather-based activities and metal works.

#### **Sampoorna Grama Rozgar Yojana: (SGRY), (2001):**

It is a wage employment programme. It aims at generation of employment opportunities and creation of infrastructure facilities in rural areas. This scheme came into vogue by merging both Employment Assurance Scheme (EAS) and Jawahar Rozgar Yojana (JRY). The cost of the scheme is shared between 75 : 25. Under this wage employment programme, food security is ensured besides creation of durable social and economic assets in the area. Ultra poor including SC/ST are the target beneficiaries. Based on the proportion of rural population, quantum of funds and food grains are firmed up. The total outlay for the scheme is matched by an equivalent amount by Government in the form of food subsidies. For carrying out 79225 works were executed at a cost of Rs.274.67 crores in 2002-03.

The ratio in allocation of fund between Village Panchayats, Block Panchayats and District Panchayats is in the order of 50 : 30 : 20. Five kgs., of rice out of daily wages, weekly payment of rice and labourers, labour-intensive works such as moisture conservation works, watershed development, promotion of traditional water source and creation of infrastructure are the salient features of the scheme.

#### **Indra Awaas Yojana:**

Under Indra Awas Yojana the Centre and State share the cost on 75 : 25 basis. Unit cost is fixed at Rs.20,000 for ordinary soils and Rs.22,000 for block cotton soil. Apart from this the State Government provide Rs.20,000 for laying RCC roofing. In

2002-03 a sum of Rs.134.82 crores was spent to construct 39757 houses. In 2001-02, 31,745 houses were constructed under this programme involving an expenditure of Rs.100.13 crores.

Regarding upgradation of unserviceable katcha houses the unit cost was fixed at Rs.10,000 and 20 per cent of the allocation under Indra Awas Yojana is earmarked for this component. The share between the State and Centre was at 75 : 25. Of the total allocation of fund, 60 per cent is intended for Adid-Drivda and Tribal beneficiaries. Under this scheme Rs.19.38 crores was spent for creating quality housing stock of 19677 houses, in 2002-03.

Under the Innovative Scheme for Rural Housing and Habitant Development two projects were taken up in each district. Each project cost Rs.20 lakhs to Rs.50 lakhs. The scheme covered the following districts: Thanjavur, Dindigul, Erode, Madurai, Kancheepuram, Cuddalore, Tiruchirapalli, Pudukkottai, Kanniyakumari, Tuticorin, Perambalur at a cost of Rs.4.33 crores covering 14 projects. In 2002-03 the scheme was extended to the districts of Tiruvannamalai, Salem, Dharmapuri, The Nilgiris, Nagapattinam, Theni, Ramanathapuram and Sivagangai.

#### **Pradhan Mantri Gram Yojana (Rural Sector) (2000-01):**

The scheme is providing shelter, primary education primary health, nutrition, water supply and electrification. The Adi-Drivda and Tribal beneficiaries are eligible to get 60 per cent of the units created. The guidelines applicable under Indra Awas Yojana are equally relevant this scheme. In 2001-02 Rs.22.23 crores was spent for creating 6895 units under the scheme. In 2002-03 a total of 8428 units were taken up for construction at a cost of Rs.19.61 crores.

#### **Pradhan Mantri Grama Sadak Yojana (PMGSY):**

The scheme is in implementation since 2000-01. The objective of the scheme is to give connectivity with all weather roads to all unconnected rural habitations with population above 500 by 2004. A length of 1446.498 kilometres road was laid at a cost of Rs.151.32 crores. In 2002-03, 17.37 lakhs kilometres road works were taken up at a cost of Rs. 124.12 crores. Rubber modified bituman road was taken up on a pilot basis.

#### **Member Of Parliament Local Area Development Programme:**

For undertaking development works a sum of Rs.2 crores is annually being allotted to an M.P. In 2001-02 a sum of Rs.91 crores was released to undertake multifarious works. As far as Lok Sabha M.P. is concerned, works are to be identified withing the district whereas the Rajya Sabha M.P. has freedom to identify developmental gaps in any of the districts. The same amount of Rs.105.00 crores was spent in 2002-03 taking up 5457 works. The developmental gaps in a Constituency has been identified and appropriate schemes were evolved in these Constituencies to undertake various works of lasting nature.

### **Restructured Central Rural Sanitation Programme (RCRSP):**

There are two components under the programme:. They are *Allocation - based programme* and *Total Sanitation Campaign*. The first component is target -oriented. About 16458 individual household latrines, 23 school toilets and 7 sanitary complexes had been constructed. The second component is totally sanitation campaign which is adopting a demand-driven approach with greater public participation. The project was being implemented in 24 months spread over three years in selective districts with a ultimate object of covering 80 per cent of rural population under sanitation. The scheme was in operation in ten districts. It was extended to Theni, Tirunelveli, Kancheepuram, Ramanathapuram and Karur. Total cost was Rs.25.93 crores in 2002-03 for creation of 276894 toilets.

### **National Programme Of Improved Chulahs:**

The National Programme of Improved (smokeless) Chulahs designed is to avoid depletion of minor forest produce for use of fuel. It focuses on improving health and hygiene of women. Subsidy element is Rs.80 per chulah. About 15000 chulahs were constructed at Rs.0.15crores in 2002-03.

### **National Development - Bio-Gas:**

The objective of the scheme is to prevent deforestation, produce enriched manure and improve sanitation and hygiene by linking sanitary toilets with bio-gas plants. It provides a subsidy of Rs.1800 for general category, Rs. 2300 for scheduled category and Rs.3500 for beneficiaries hilly areas. A sum of Rs.500 is being provided for installation and maintenance of the plant to the turn key agents. A total of 2000 bio-gases were erected at a cost of Rs.0.62 crores in 2002-03.

### **7. Employment Generation:**

The Poverty Alleviation Programmes had produced beneficial impact in terms of generation of employment for the rural unemployed and disguisedly unemployed. The SGRY-I (previously EAS) and SGRY-II (previously JGSY) had generated employment to the tune of 491.979 lakh mandays - 251.114 lakh mandays under SGRY-I and 240.865 lakh mandays under SGRY-II in 2002-03. Total employment created stood at 272.049 lakh mandays in 2001-02 and 247.393 lakh mandays in 2000-01.

**Performance of the State / Centrally Sponsored Schemes / Programmes 2002-2003 -  
Major Highlights**

Name of the Scheme	Objectives of the Scheme	Selection Criteria	Achievement	
			Physical	Financial (Rs. crores)
<b>State Government Schemes:</b>				
1. Renovation of Village Tanks @ Rs.one lakh per tank	To increase the availability of water for drinking, irrigation and other uses	Need based	8165 Tanks	Expenditure included under SGRY
2. Construction of Centre for SHGs @ Rs.one lakh per centre	To enable the SHGs to conduct meetings, store and display their products and to hold training programmes	To make self supporting	5655 centres	
3. Threshing floors @ Rs.60000 per floor	To provide threshing floors to the farmers	Need-based	6779	
4. M.L.A Constituency Development Scheme	To bridge the critical infrastructural gap in the Assembly Constituents	Priority and Need-based	11809 works	192.70
5. Thanniraivu Thittam	To promote self reliance and self help attitude among the rural people	Priority and Need-based	1172 works	26.69
6. Construction of Office buildings for VAOs.	Administrators at the door steps of the people	Priority and Need-based	3462	23.888
<b>Centrally-Sponsored Schemes - 2002-03:</b>				
<b>I. Rural Shelter Scheme</b>				
1. Indira Awaas Yojana (IAY) (New Houses)	To provide free houses to the houseless families below poverty line in rural areas	Priority and Need-based	39757 houses	134.82
2. Upgradation of Unserviceable Kutcha Houses	Upgradation of kutcha houses of families living below poverty line	Priority and Need-based	19677 houses	19.38
3. Innovative Scheme for Rural Housing and Habitant Development	To popularise low cost technology and usage of locally available materials in construction of buildings in rural areas	Priority and Need-based	Infrastructural facilities 14 projects	4.33
4. Pradhan Mantri Gramodaya Yojana	To provide shelter, primary education, primary health, nutrition, water and electrification in rural areas	Priority and Need-based	8428	19.61
II. Pradhan Mantri Gram Sadak Yojana (PMGSY)	To give connectivity with all weather roads to all unconnected rural habitations with population above 500 by 2007.	Priority and Need-based	1737.132 km.	124.43
III. SGSY	To provide sustainable income to the rural BPL families by organising them into SHGs, give vocational training and credit linkages.	People Below Poverty Line	3510 women SHGs and 1511 individuals	50.69

IV. Sampoorna Grameen Rozgar Yojana (SGRY)	To provide wage employment and food security in rural areas along with the creation of durable community, social and economic assets in rural areas	People living below poverty line	79225 works such as Renovation of Village Tanks. Threshing floors, SHGs buildings.	274.67
V. M.P Local Area Development Programme (MPLADP)	To take up developmental works identified by the concerned MP	Priority and Need-based	5457 works	105.00
VI. Restructured Central Rural Sanitation Programme (RCRSP)	The programme envisages a demand driven approach with greater public participation and more emphasis give for IEC activities to create awareness among the rural masses	Priority and Need-based	276894 toilets	25.93
VII. National Programme of Improved chulas	To prevent deforestation of minor forest produce for fuel to eliminate hazards, to improve health and hygiene of women, to reduce drudgery in collection of fuel materials and in cooking	Priority and Need-based	15000 chulas	0.15
VIII. National Programme of Bio-gas	To promote eco-friendly Non-conventional Energy Source with multiply benefits like prevention of deforestation, production of enriched manure and to improve sanitation and hygiene	Priority and Need-based	2000 bio-gas plants	0.62

Source: Directorate of Rural Development

## 8. Rural Water Supply:

The State's goal is to provide 40 lpcd in rural areas. In order to achieve this goal, the Government is implementing two schemes - Centrally-sponsored Accelerated Rural Water Supply Scheme and State's Minimum Needs Programme. Frequent occurrence of droughts and rising population have prevented the realisation of this goal to a great extent. As of 2002-03 out of 80421 habitations, 28623 were fully covered, 51294 habitations were partially covered and 504 had no reliable source of water supply round the year.

## 9. Rural Housing:

The State is aiming at reducing the acute shortage of housing stock in rural areas. There is an urgent need to bridge the gap between the total requirements and actual supply of housing units. Two agencies are promoting the augmentation of the housing units in the

State - the Directorate of Rural development and the Tamil Nadu Cooperative Housing Federation. Integrated Rural Housing Programme consists of construction of new houses, upgradation of unserviceable kutchas and Innovative Scheme for Rural Housing and Habitat Development. In 2000-01 the construction of new houses was at 34672, kutchas at 16169. The respective figures in 2002-03 were 42023 and 19896. The Pradhan Mantri Gramodaya Yojana is also addressing the problem of rural shelterlessness.

There are 1033 Housing Cooperatives - 837 in urban areas and 196 Taluk Housing Cooperative Societies. The latter are catering for the housing requirements in rural areas. These cooperatives form layouts and make plots available to the poor and extend funds required. The Federation advanced finance to the tune of Rs.3964.56 crores for creation of housing stocks of 1113719 cumulatively. In rural areas housing units created totaled 710684.

## **10. Area Development:**

The possibility for intensive farming being limited so the State is according thrust on rehabilitation, rejuvenation and development of wasteland which are rainfed by adopting integrated '*watershed approach*' involving the local people in the implementation process. The Ministry of Rural Development, Government of India has formulated a combination of area development programmes such as Integrated Wasteland Development Programme, Drought Prone Area Programme, Comprehensive Wasteland Development Programme, etc. At the State level Departments of Agriculture, Horticulture and Rural Development are implementing various programmes. The Comprehensive Wasteland Development Programme, the National Watershed Development Project for Rainfed Areas (NWDPA), etc. are being executed by the Agriculture Department. The Drought Prone Area Programme, Integrated Wasteland Development Programme, etc. are being implemented by the Directorate of Rural Development.

In the early 1990s the concept of Watershed Approach<sup>1</sup> came into prominence. Watershed approach facilitates a holistic development of agriculture and allied activities in the area taking into account land-use based on crops, horticulture, agro-forestry, sericulture and forest. This approach aims to conserving rain water for integrated development of watersheds, promoting diversification and integrated farming system, managing common property resources and augmenting family income and nutritional levels of participating watershed communities through alternate household production systems.

The new initiative '*Swajal Dhara*' was launched on 25<sup>th</sup> December 2002 to empower Panchayats to formulate, implement, operate and maintain drinking water projects. In addition to this, another new initiative, viz. '*Hariyali*' was launched on 27<sup>th</sup> January 2003. These new Guidelines focus on strengthening and involving Panchayat Raj Institutions in development process in general and in the implementation of Watershed Development Programme in particular. The salient features of the Hariyali Guidelines are provided in the box below.

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<sup>1</sup> "*Watershed*" (or catchment) is a geographic area that drains to a common pond which makes it an ideal planning unit for conservation of soil and water resources. It may comprise of one or several villages, contain both arable and non-arable lands, various categories of land holdings and farmers whose actions may impact on each other's interests. The structured second generation watershed projects have kept people's participation at the centre stage.

**Box**  
**Salient Features of Guidelines for Hariyali**

These latest guidelines are applicable to implementation of new projects under Area Development Programmes with effect from 1.4.2003. Major objectives of the Hariyali Guidelines are : Prudent harvesting of every drop of rain water for productive purposes, employment generation, poverty alleviation, restoration of ecological balance, encouragement to village community towards sustained developmental efforts, etc. The selection criteria to be used in selection of watersheds are selection of watersheds where people's participation is assured, facing acute shortage of drinking water, having larger population of SC/ST, preponderance of common lands being contiguous to another watershed and having an average size of 500 hectares.

At the field level, Village Panchayat will implement the project under the guidance of Project Implementation Agencies (PIA). Action Plan should specify physical target to be achieved, definite time frame for each major activity, technological intervention and specific success criteria for each activity. Transparency will be assured at all levels of implementation.

The cost norm is fixed at Rs.6000 per hectare. The breakdown of outlay among various activities is delineated below:

➤ Watershed Treatment / Developmental works / activities	- 85%
➤ Community Mobilisation and Training	- 5%
➤ Administrative overhead	- 10%
Total	- 100%

The Central share of funds will be released in 5 instalments over a period of five years. The DRDA will release funds to the PIA and Village Panchayats within 15 days of receipt of funds from the Central and State Governments.

**Source: Government of India document.**

**Drought Prone Area Programme (DPAP):**

This programme was in operation since 1972-73 in the State aiming at overall economic development of the people in watershed areas through optimum utilisation of natural resources. It also mitigates adverse effects of drought and also prevents ecological degradation. This programme is being implemented in 80 blocks of 16 districts in the State. The State and Central Government shared cost equally on 50:50 basis up to 31.3.99 and thereafter it was changed to 75:25 basis. The unit cost of developing a watershed was Rs.6000/- per ha. with effect from 1.4.2000 for the 5 year period. Under DPAP,

Government of India had released Rs.1067.40 lakhs (66%) and the State Rs.538.85 lakhs (34%) during 2002-03.

**Integrated Wasteland Development Programme (IWDP):**

For developing non-forest wastelands, this programme (IWDP) is being implemented with 100 per cent grant from Government of India up to 31.3.2000 since 1993-94. The original unit cost was Rs.4000 per hectare and was enhanced to Rs.6000 per ha. since 1.4.2000. The State (share Rs.500 per ha.) and Central Government (share Rs.5500 per ha.) dividing the expenditure in the ratio of 11:1 basis from 1.4.2000. Under IWDP 30 projects were sanctioned by the Government of India in between 1993-94 and 2001-02. Through respective Rural Development Agency three projects were initially on progress at Pudukottai, Cuddalore and Thiruvannamalai and thereafter five projects came into existence viz. Erode -1, Sivagangai -1; Vellore -1; Coimbatore -1 and Dindigul -1.

During 2002-03, the Government of India had prioritised this programme in 11 districts viz. Coimbatore, Dharmapuri, Dindigul, Kancheepuram, Madurai (West), Ramanathapuram, Salem, Theni, Thiruvallur, Thiruvannamalai and Villupuram (West). However, the Government of India had approved only four out of 11 projects with a cost of Rs.1205.40 lakhs at Coimbatore -III, Dharmapuri II, Salem 11 and Thiruvallur. Altogether there were 22 on going projects are under progress with an area covering 166667 ha. in the State. The financial allotment by Government of Tamil Nadu accounted for Rs.524 lakhs (6%) and GOI Rs.8239 lakhs (94%) together accounted for Rs.8763 lakhs for this programme. A total fund of Rs.2641 lakhs were released. Out of which the GOI released Rs.2540.16 lakhs and the Government of Tamil Nadu released Rs.100.65 lakhs.