

**CHAPTER IV**

**IMPLEMENTATION OF VARIOUS SCHEMES AND  
PROGRAMMES UNDER THE VCDCS OF GOSSAIGAON  
DEVELOPMENT BLOCK**

**4.1: Introduction:**

Assam with a history of a strong local self government had strong Panchayat in different names or forms since time immemorial. After the passing of its Panchayat Act and establishment of Panchayati Raj preceding the Assam Rural Panchayat Act in 1948 it gained the status of one of the prior states in India to adopt Panchayati Raj. With the view of enhancing rural livelihood through a variety of programmes and projects the Department of Panchayat and Community Development was created by the Government of Assam in the year 1952. The Assam Rural Panchayati Act of 1948 was among the first acts of rural governance of Assam, this act was later amended and replaced by the Assam Panchayat Act, 1959, the Assam Panchayati Raj Act, 1972, was again replaced by the Assam Panchayati Raj Act, 1986 and finally the Assam Panchayat Act, 1994 was incorporated, the provisions of 73<sup>rd</sup> Amendment Act was added to the constitution of India.<sup>51</sup> The Assam Panchayat Act of 1994 after receiving the Governor's assent on the 22<sup>nd</sup> April 1994 established a three-tier Panchayat Raj system in the State at the village intermediate and district level.

The districts of Bodoland Territorial Council (BTC) do not follow Panchayati Raj system of local governance as in other parts of Assam these districts are

---

<sup>51</sup> [pnrd.assam.gov.in/abo](http://pnrd.assam.gov.in/abo)

administered by the provisions of the Sixth Schedule. In this region the local governance is carried out through locally constituted institutions called the Village Council Development Committee (VCDC) at the village level and Territorial Level Coordination Committee (TCLCC). The Territorial Level Coordination Committee functions as the Anchalik Panchayat level and VCDC function at the village level like the Gram Panchayat. The Village level local governance is carried out through the Panchayat & Rural Development Department of BTAD. The administration and implementation of developmental projects at the Development Block level are carried out through District Rural Development Agency (DRDA). The Block Development Office acts as the communication agency between the administrative units of BTC and the VCDC.<sup>52</sup>All development schemes go through the Block Development Office and are implemented by the VCDCs.

#### **4.2: Analysis of the Role of VCDC under Gossaigaon Development Block:**

The aim of establishment of VCDC under BTC for rural development in its administrative districts under the special provision of sixth schedule is to empower people politically, socially and economically. The empowerment of the tribal council with the aim of protecting the cultural tradition and land rights are the prime objective for the creation of village councils in the Sixth Scheduled areas.

To analyse the role of VCDCs study is conducted in six VCDC under Gossaigaon Development Block, Gossaigaon. An interview Schedule is been prepared

---

<sup>52</sup> The Ant, Grassroots Level Planning & Governance in Bodoland Territorial Area District (BTAD) published by UNICEF, Pg.16

to conduct the study and to analyze the role of VCDC in Rural Development. 200 samples were collected from respondents of 6 different VCDC under Gossaigaon Development Block taking a household as a unit of sample. Table 4.1 highlights the list of VCDC with total number of villages, households and sample collected.

**Table4.1: List of VCDC showing number of sample (taking household as a unit)**

VCDC	Number of Villages	Number of House Holds(H/H)	Number of sample data collected (House Hold as unit of sample)
Babubil	5	1369	28
Bhumka	13	1486	72
Padmabil	2	416	11
Bhowraguri	8	1860	44
Habrubil	4	1034	23
Millon Bazaar	2	669	22
Total	34	6945	200

Source: Field survey 2020

VCDC currently carries out three rural development and social protection schemes- Mahatma Gandhi National Employment Guarantee Act (MGNREGA), Pradhan Mantri Awas Yojana- Gramin (PMAY-G) and National Social Assistance Programme (NSAP). Along with implementation of above mention central schemes VCDC also plays vital role in distribution and selection process of other goods and

services in BTAD areas. Departments such as Handloom & Textiles and Agriculture etc. totally rely upon VCDC in beneficiary selection and distribution of benefits.

### **4.3: MGNREGA:**

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) provides at least one hundred days of guaranteed wage employment in a year to every household whose adult members volunteer to do unskilled manual works this act aims at enhancing livelihood security of households in rural areas of the country. On 2005, September 7, The Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) was notified with the following objectives-

The Para 3 of Schedule-I of the MGNEGA states the following core objectives of the scheme:

- i) Providing not less than one hundred days of unskilled manual works as a guaranteed employment in a financial year to every household in rural areas as per demand.
- ii) It aims to provide a strong livelihood resources for the poor:
- iii) It aims to ensure social inclusion and
- iv) To establish a strong Panchayat Raj Institution.<sup>53</sup>

MGNREGA, in BTAD is implemented through VCDC with the assistance of the Gram Rozgar Sahayak (GRS). The right from the planning of MGNREGA till the implementation it is VCDCs which have to put out most dedication and effort. The role of VCDCs in MGNREGA can be analysed in three different steps- planning,

---

<sup>53</sup> Reading Material on Training Program for Panchayat & Rural Development Departmental Officials, State Institute of Panchayat & Rural Development, Assam. Pg. 67

sanction and implementation. In Planning the VCDCs plays the most important role. They plan the schemes through Gram Sabha and also seek to clear the backlog of incomplete works. After planning for the scheme the VCDCs submits their work plan to development block office for approval. VCDCs do not have much role to play in the process of approval. The proposal of MGNREGA plan is submitted to the Blocks and sent to the DRDA who in turn forwards the plan to the District Programme Committee (DPC) which is chaired by the Principal Secretary of BTC. The State Government prepares a state plan and budget after the approval from the district level and the Central Government allocates the budget after the approval.

The VCDCs after the approval from the centre calls and receives applications of work demands from the workers. The works are to be allotted within 15 days of the work demands. It is the duty of the VCDCs to execute the work and ensure that the work project is done within the time period. Ensuring technical standards, maintaining records and monitoring the work project also falls within the function of VCDC in implementation of MGNREGA.

**Table 4.2: Government report of person registered and job cards issued till date 6<sup>th</sup> February 2021.**

Sl.No	VCDC	No of Registered families	No of Registered person	Job card issued
1.	Babubil	1900	3593	1723
2.	Bhumka	2360	4173	2093

3.	Harbhanga- Gossaigaon	1588	2741	2232
4.	Kartimari-Asharkandi	1607	2808	1383
5.	Panbari	1576	2802	1473
6.	Satyapur	1630	3292	1464
7.	Dhouliguri- Gossaigaon	1515	2738	1655
8.	Habrubil	1488	2164	754
9.	Padmabil	2137	3407	1494
10.	Bhowraguri	2277	4501	1342
11.	Tulshibil	1761	3566	2029
12.	Joypur	1680	3310	1474
13.	Kartimari	782	1541	1116
14.	Rimijhimi	1170	2369	1580
15.	Milon Bazar	1376	1844	1625
	Total	24847	44849	23437
	Total percentage	-----	-----	52%

Source: mhtml:file://c:\Users\BROTHER'S\Downloads\Employment Register.mht

From the above table it is clear that under Gossaigaon Development Block out of 44849 total registered people 23437 that makes 52% of the total registered persons for MGNREGA have received employment through the scheme. Long as well as short term employment guarantee schemes are adopted in the area. In response to the government reports people have argued that even though the registration has increased

there has been a drastic reduction of short term employment guarantee programs in the past years.

**Table4.3: List showing number of BPL, APL, Job Card Holders and Beneficiaries of BPL Schemes**

VCDC	BPL H/H	APL H/H	Job card Holders and beneficiaries of MGNREGA	Beneficiaries under BPL Schemes
Babubil	22	6	18	18
Bhuka	56	16	42	42
Padmabil	8	3	8	8
Bhowraguri	32	12	28	28
Habrubil	11	12	11	11
Millon Bazaar	16	6	15	15
Total	145	59	122	122
Total %	73%	27%	84%	84%

Source: Field Survey 2020

The above Table 4.3 analyses the economic status of the households interviewed during the study. Families living below the poverty line specified by the state government have BPL cards. BPL families receives subsidized price for specified qualities of food grains and other household goods. Out of 200 respondents 145 household were BPL card holders which make 73% of the total sample collected. Out of 145 BPL households 122 members are enrolled in Job card Scheme which makes 84% of the total BPL families. MGNREGA is a demand driven programme which

have to provide at least 100 days of unskilled work to every rural household who self-select themselves and apply for job cards. Work has to be provided to the accepted applicants within 15 days of work application to VCDC. 84% of the total respondents of the area are job card holders and are receiving benefits under MGNREGA. The survey also reveals that all the BPL households are benefited with the various schemes under poverty alleviation programmes. They have been receiving food items and other goods in regular intervals as distributed by the concerned departments.

#### **4.4: PMAY-G housing scheme for Rural Development under Gossaigaon Development Block:**

Public Housing Programme in India started with the programme of rehabilitation of refugees immediately after independence. A Community Development Movement (CDM) was introduced in 1957 as a Village Housing Programme (VHP) providing loans to the individuals and cooperatives, of up to Rs. 5000/- per unit. Around 67,000 houses were constructed through this scheme another scheme introduced in the 4<sup>th</sup> Five Year Plan (1969-1974), called the House Sites-cum-Construction Assistance Scheme (HSCAS) which was later transferred to State Sector from 1974-75. Addressing the housing needs of Below Poverty Line (BPL) households an independent programme, Indira Awaas Yojana (IAY) was made with effect from 1<sup>st</sup> January, 1996. In 2016, IAY was restructured into Pradhan Mantri Awaas Yojana- Gramin(PMAY-G) w.e.f. 1<sup>st</sup> April, 2016, with the commitment to provide “Housing for All” by 2022.



VCDCs mainly play the role of a facilitator in the selection of the list of beneficiaries with regard to PMAY-G. The VCDCs facilitate the process of house construction and is responsible for the identification of the beneficiaries through the Gram Sabha and they also assist the beneficiaries in case of any challenges.

The priority list set by VCDC is based on the SECC list. The council updates the list based on the ground reality and the final list is updated with the consideration of the Development Block office. The VCDC then publishes the final list of approval

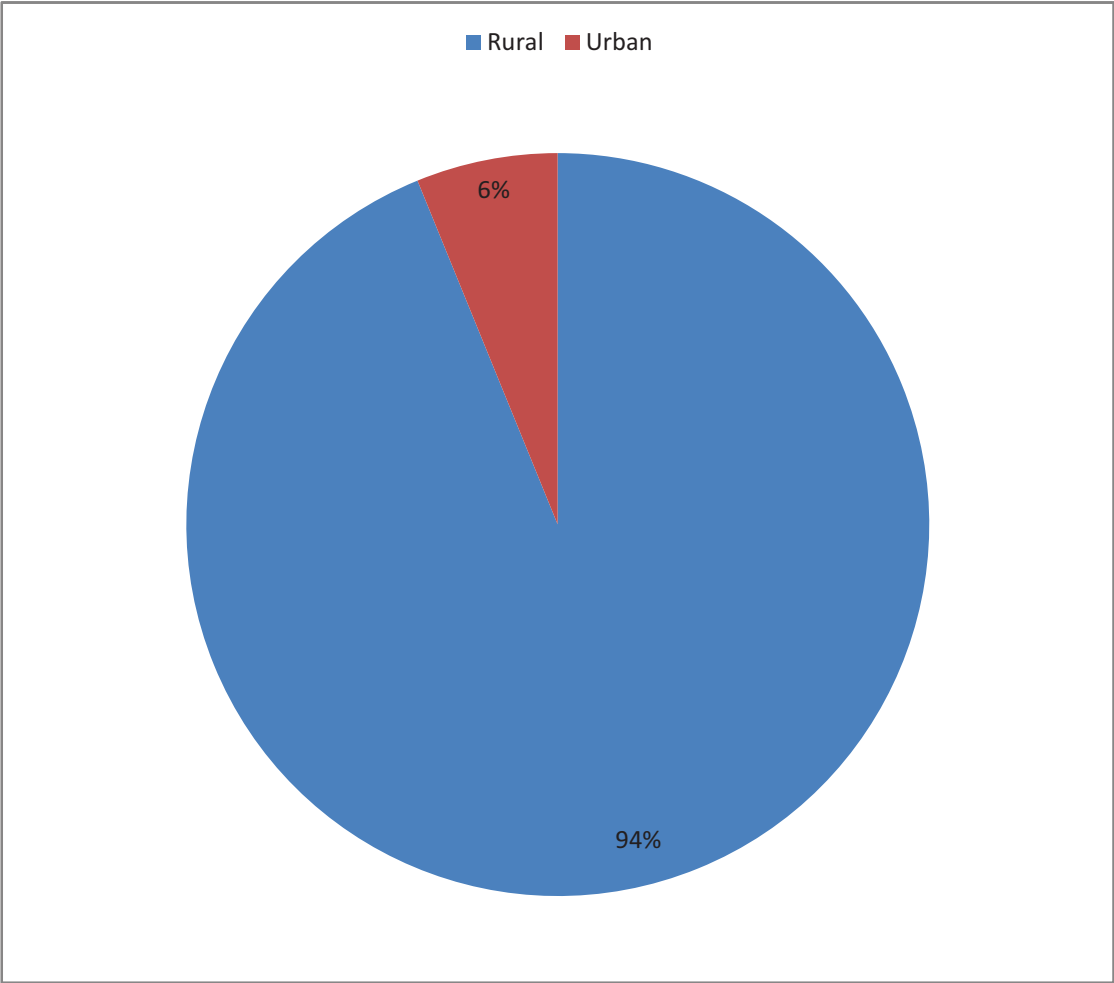
The VCDCs facilitates the construction of the houses and assist the beneficiaries along with the Block officers. The beneficiary are selected on the basis of their housing status, such as houseless, living in zero, one or two room '*kucha*' houses based on the SECC-2011 data. It is the duty of the VCDCs to ensure smooth and effective implementation of PMAY-G, the VCDCs are supposed to assist the beneficiaries' households in construction by connecting them with the material suppliers and masons. The overall progresses are to be monitored by VCDCs and see to any problems in the house construction and help in smooth progress of the construction activities.

**Table 4.4: Households as per 2011, census report**

Gossaigaon	Rural	50,508
	Urban	3,317
	Total	53,825

Source: Census Report 2011

**Figure 4.1 Showing Rural and Urban Population Proportion**



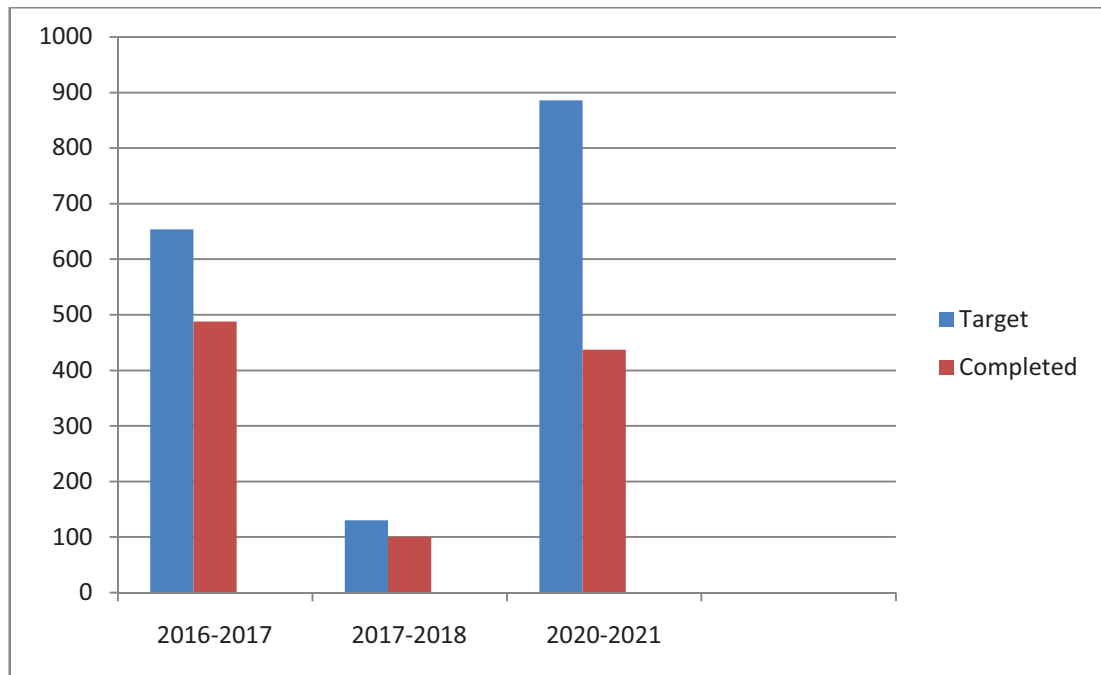
Out of the total households only 6% of the households reside in the urban areas where as the number of households in rural area comprises the majority with 94% of the total households. The major problems that rural population faces can be identified as poverty, illiteracy, unemployment and homelessness. The role of VCDCs becomes more crucial in this scenario. The needs and challenges faced by the rural areas are more complex which makes the role of VCDC more challenging. The selection of applicants for different schemes depends upon the status, needs and requirements of the people based in rural areas.

**Table 4.5: Government report of Implementation of PMAY-G under Gossaigaon Development Block**

Year	2016-2017		2017-2018		2020-2021	
	Target fixed by Blocks	Completed	Target fixed by Blocks	Completed	Target fixed by Blocks	Completed
Babubil	74	58	12	4	175	85
Bhowraguri	24	20	3	4	53	33
Bhumka	130	118	28	28	142	66
Dhouliguri	36	28	7	9	58	41
Habrubil	14	12	3	1	37	18
Harbhanga	40	37	10	10	51	12
Joypur	38	19	7	5	63	39
Kartimari	23	11	4	1	17	7
Kartimari Asharkandi	46	30	10	5	46	14
Milon Bazaar	7	5	2	0	16	0
Padmabil	47	12	8	0	22	5
Panbari	35	25	7	4	41	11
Rimijhimi	27	20	5	4	37	19
Satyapur	81	65	16	17	88	72
Tulshibil	32	28	8	8	40	15
Total	654	488	130	100	886	437

Source: Report from Gossaigaon Development Block

**Figure 4.2: Showing the comparison between 3 financial years of Pradhan Mantri Awaas Yojana-Gramin under Gossaigaon Development Block**



Source: Report from Gossaigaon Development Block

It is clearly notable here that there is increase in the target set by the Block and the percentage of target completed. In the financial year 2016-2017 the total target set by the Gossaigaon Development Block was 654 houses and the total target completed was 488 houses which become 75% of the total 654 targets. In the year 2017-2018 the total target set was 130 houses and the target completed was 100 houses which make 77% of the total target. The targets of the year 2020-2021 is yet to be completed yet we can see the highest target of construction set in this current financial year with 886 houses. Out of 886 houses already 437 houses that indicated that 49% of the total target has already been achieved. These indicate the improvement in implementation

process of the housing schemes which is vastly upon the responsibility of the VCDCs working under the Block.

**Table 4.6: List showing the Beneficiaries of Housing Scheme & Sanitation Programmes**

Sl. No	VCDC	Beneficiaries of Housing Schemes(out of 145BPL)	Beneficiaries of sanitation programmes
1	Babubil	19	32
2	Bhumka	51	69
3	Padmabil	8	9
4	Bhowraguri	28	34
5	Habrubil	11	19
6	Millon Bazaar	12	15
7	Total	129	178
8	Total %	89%	89%

Source: Field Survey 2020

Table 4.6 is data showing the beneficiaries of housing schemes and sanitation programs. Housing and sanitation are the basic necessity of human being to live life fully with dignity. Central Government Scheme PMAY-G is currently active in BTAD areas. The Central Government housing scheme Indira Awas Yojana (IAY) which later came to be called PMAY-G provides housing facilities to all homeless and people living in '*Kucha*' or dilapidated house. VCDC is vested with the responsibility of selecting the beneficiaries and implementing the schemes. The field survey report

reviles that out 145 BPL families 129 households has already been benefited from the housing scheme. This indicates that 89% of the deserving families have benefited and 11% of the deserving BPL household still awaits the benefited of the scheme. Total of 178 household from the total 200 sample collected have been benefited by the sanitation programmes. This makes 89% of the total sample studied.

#### **4.5: National Social Assistance Programme (NSAP):**

Enlightened and motivated by the words of Mahatma Gandhi, “Recall the face of the poorest and weakest man (woman) whom you have seen, and ask yourself, if the step you contemplate is going to be of any use to him (her). Will he (she) gain anything by it? Will it restore him (her) to a control over his / her own life and destiny? In other words, will it lead to Swaraj (freedom) for the hungry and spiritually starving millions?”

NSAP programme for social assistance was launched on 15<sup>th</sup> August, 1995. The launch of such program represents a strive towards the fulfilment of the Directive Principle in Article 41 of the Indian Constitution which directs the State to provide public assistance to its citizens. Article 41 of the Constitution of India directs the State to provide public assistance to its citizens in the case of unemployment, old age, sickness and disablement as well as in other cases of undeserved want, within the limit of the State’s economic capacity and development.<sup>54</sup> These programmes are implemented by the States and UTs governments in accordance with the pattern and guidelines of the department. The Social Welfare Departments in the states are mainly

---

<sup>54</sup> National Social Assistance Programme, (2014) Government of India Ministry of Rural Development,

in charged to implement the schemes and programmes under NSAP. The schemes under NSAP can be applicable for both urban as well as rural areas.

With the view of providing social security and social welfare programme Ministry of Rural development has centrally sponsored National Social Assistance Programme (NSAP). NSAP is applicable to old aged, widows, disabled persons and bereaved families on the death of primary bread winner, belonging to below poverty line household. Initially NSAP has three programmes i.e. National Old Age Pension Schemes (NOAPS), National Family Benefit Scheme (NFBS) and National Maternity Benefit Scheme (NMBS)

In 2009 two more such schemes were added to the program to cover more vulnerable groups below poverty line. NSAP at present Comprises of five sub-Schemes namely i.e.

- I. Indira Gandhi National Old Age Pension Scheme (IGNOAPS),
- II. Indira Gandhi National Widow Pension Scheme (IGNWPS),
- III. Indira Gandhi National Disability Pension Scheme (IGNDPS),
- IV. National Family Benefit Scheme (NFBS) and
- V. Annapurna Scheme.<sup>55</sup>

---

<sup>55</sup> Reading Material on Training Programme for Panchayat & Rural Development Departmental Officials(2018)State Institute of Panchayat & Rural Development (SIPRD), Assam.

**Table 4.7: Showing Beneficiaries of NPAS**

Sl.no	VCDC	Total Beneficiary	Total P.O. Account	PFMS Registered
1.	Babubil	269	269	269
2.	Bhawraguri	948	948	927
3.	Bhumka	412	412	412
4.	Dhouliguri	303	303	303
5.	Habrubil	192	192	192
6.	Harbhanga	529	529	529
7.	Joypur	351	351	350
8.	kartimari	255	255	255
9.	Kartimari-Asharkandi	376	376	375
10.	Milon Bazar	382	382	382
11.	Padmabil	428	428	428
12.	Panbari	321	321	321
13.	Rimijhimi	221	221	221
14.	Satyapur	223	223	223
15.	Tulsibil	569	569	565
	OAPFSC	5779		5752

Source: BMMU Gossaigaon Dev.Block, 2020.

According to the table 4.7 in Government's record there is not much gap between the beneficiaries and the registered person. Out of 5779 total beneficiaries detected 5752 people are registered under the scheme of NPAS (OAPFSC) The



States are to constitute special verification team for annual verification of the beneficiaries existing under the scheme through an authorized officer. The identification of beneficiaries should done corresponding to the BPL list. The beneficiaries should be identified by the local VCDC member or Gram Panchayat.

**Table 4.8: List Showing the BPL Households and beneficiaries NSPA.**

VCDC	BPL H/H	NSPA beneficiaries in H/H
Babubil	22	21
Bhumka	56	52
Padmabil	8	8
Bhowraguri	32	28
Habrubil	11	11
Millon Bazaar	16	12
Total	145	132
Total %	73%	66%

Source: Field Survey 2020

The Table 4.8 shows the number of BPL families with members receiving benefits of NSPA schemes. Out of 200 samples collected 145 units are BPL holders and out of that 66% of the total Members receive benefits of NSPA schemes. In regard to the beneficiaries out of 73% of BPL families 66% has received the benefits under NSPA that makes a gap of 7% of BPL families whose members have not received any benefits under the scheme. Some respondents showed dissatisfaction towards the selection of beneficiaries by the VCDC members. VCDC plays important role in final

selection and scrutiny of the application of the beneficiaries. It is the duty of the VCDCs to verify the documents attached to the application and selection of the beneficiaries.

**Table 4.9: Peoples’ Participation and Awareness.**

VCDC	Do you Participate in Gram Sabha?		Does your VCDC organize any awareness programmes		Is there transparency in selection of beneficiaries	
	Yes	No	Yes	No	Yes	No
Babubil	10	18	5	23	2	26
Bhumka	25	47	21	51	17	58
Padmabil	5	6	4	7	2	9
Bhowraguri	15	29	12	32	8	36
Habrubil	8	15	6	17	5	18
Millon Bazaar	6	16	4	18	3	19
Total	69	131	52	148	37	166
Total percentage	34%	66%	26%	74%	18%	83%

Source: Field Survey 2020

For successful implementation of any schemes and programmes awareness and information is the most prior step. It is instructed that Gram Sabha should be held in regular intervals thus, it is the duty of the local governing units to strive to hold Gram Sabha as frequent as possible. Gram Sabha serves as a platform for discussion of plans, programmes and projects for social and economic development. Gram Sabhas

are also vital for the identification or selection of beneficiaries under the poverty alleviation and other developmental programmes. The studies reveals that only 34% of the total respondent has attended Gram Sabha and only 26% of the total respondent are aware of the awareness programs held by the VCDCs. Out of the total respondent only 18% of the total respondent think that the selection of beneficiaries are done in just and transparent manner whereas 83% of the total respondents do not believe in fair functioning of the selection and implementation process of developmental works.

**Table 4.10: Table showing peoples’ view in implementation and satisfaction in Developmental Programmes.**

VCDC	Timely implementation of Developmental Schemes		Satisfaction with the role of VCDC in Rural Development		Improvement in infrastructure in your area		
	Yes	No	Yes	No	Yes	No	Don't know
Babubil	8	20	13	15	13	10	5
Bhumka	18	54	40	32	28	24	20
Padmabil	6	51	3	8	3	3	5
Bhowraguri	5	39	23	21	17	16	10
Habrubil	15	8	11	12	8	8	9
Millon Bazaar	6	16	14	10	8	8	7
Total	53	147	104	98	77	69	56
Total percentage	26%	74%	52%	49%	39%	35%	28%

Source: Field Survey 2020

When asked about the implementation of Developmental Schemes and Programmes undertaken by VCDCs only 26% of the total respondents reported of timely implementation of the projects. Majority of the respondents with 74% in total accepted the truth there is delay in the process of implementation. 52% of the total respondents believe that the VCDCs are successful in implementation of Rural Development in the area. The 49% of the total respondents are seen not to be satisfied with the working of VCDCs. Thus, only a difference of 2% is seen in the successes and failure of the role of VCDCs. In regard to the improvement in the infrastructure of the area and role of VCDC it is seen that people who reported the improvement are of larger number with 39% of the total respondents out of which 35% believes that there is no improvement and 28% are not conscious of the development.

**Table 4.11: VCDC Election and Women Representation.**

VCDC	Election for VCDC		Women Representation in VCDC	
	Yes	No	Yes	No
Babubil	24	4	15	13
Bhumka	69	3	32	40
Padmabil	11	--	6	5
Bhowraguri	37	7	18	26
Habrubil	20	5	12	13
Millon Bazaar	18	4	8	14
Total	179	24	91	111
Total percentage	89%	12%	45%	55%

Source: Field Survey 2020.

The election of VCDC members has been a matter of debate since its inception in BTAD. The field survey shows a overwhelming responds of 89% of the total sample showing support to conduct election for the VCDC members in BTAD area. The political appointment of the members of VCDCs has been a matter of controversies since long. This puts a question mark on the trust of people upon their local government. The selection of the VCDC members by the party makes them responsible to the Governing Political party rather than to the public. On the other hand it is discouraging to see the report of women representation in VCDC only 45% of the total respondent voted for the women representatives in VCDCs. Another 55% of the respondents were not aware of the importance and needs for women representation in VCDCs.

#### **4.6: Conclusion:**

Thus, overall we can say that VCDC has succeeded in implementing improvement in rural BTAD. We cannot deny the fact that there is some short coming in timely implementation and proper preaching and awareness programmes by VCDCs about the different governmental schemes and poverty alleviation programmes and benefits. It is also the duty of the VCDC to help the people to assist to the developmental programmes by giving the proper knowledge and procedures of application.

After its inception VCDCs in BTAD, VCDCs has been working tirelessly in bringing about positive change in BTAD. The work of the VCDC is commendable despite of all the shortcomings it is to be kept in mind that BTAD areas has seen an excellent growth in rural development in short span of time. Establishment of health

care units, educational institution, construction of roads, poverty alleviation programmes, livelihood programmes, housing schemes and other goods and services are seen to be distributed equally among the unequals.

The study also reveals some challenges of VCDC in local governance. The challenge ranges from structural to functional challenges. Structurally, VCDC does not have any constitutional sanction or statutory bodies and functionally due to the lack of specific division and mention of powers and functions thus, there is lack of transparency in functioning of some VCDCs.

There were some genuine appreciation for the Chairman and the members of VCDCs where in some cases they have gone to the extent to help the beneficiaries to receive the benefits from the government programmes. VCDCs have successfully implemented and distributed the governmental plans and programmes for rural development. One of the most difficult tasks which are entrusted upon the VCDCs is to select the deserving beneficiaries. By selecting the deserving beneficiaries its aim to bridge the gap between the haves and the have-not and to overcome the challenge of regional imbalance between the rural and urban BTAD is seen to be fulfilling. Proper identification of the needy has resulted in the equal distribution of goods and services of the developmental schemes of the government to bring about social-economic equality in the region.