CHAPTER - IV

WORKING OF PANCHAYATI RAJ
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Democratic institutions articulate their structures in terms of their functions. The functions, in their turn, are determined by the possibilities of development. This has been particularly so in the fields of rural development where new technology, new services and new institutions took considerable time to be conceived and implemented. However, once the momentum generated, it has continued to gather strength. Over the past several decades, the horizon of development has greatly widened numerous changes in the various facets of the economy. The institutional, structural and functional contours of Panchayati Raj have to be in conformity not only with the accelerating pace of developmental strategies and policies that have evolved over a period of time but the institutions have to be so designed that they can become effective channels of people’s participation in growth-economic, social and political. This remains a basic premise.

Ever since India embarked on its quest of economic development, it has sought social betterment of the less privileged. Social content of growth gains substance as economic growth gathers momentum and the deprived awaken to their rights and claims. With the unfolding of those two forces, our developmental efforts have gained accent on social change. "Economic betterment and social equality, involving quickening of change in the conditions of the least privileged, have made egalitarianism the governing objectives of development strategy. The Panchayati Raj Institutions in the current context have to be
embodiment of this new thrust". Hence, in the direction to improve the economic conditions of the rural masses and to make decentralised planning more effective, Panchayati Raj Institutions were introduced in the state.

So far, the planning process in Arunachal Pradesh is concerned, the Government of Arunachal Pradesh accepted in full, the guidelines of the Planning Commission. Presently in Arunachal Pradesh, the Rural Development Department and Department of Panchayati Raj is primarily responsible for planning, implementation and monitoring of various Centrally Sponsored Schemes designed by the Government of India for alleviation of rural poverty. The strategy has been to identify the people below poverty line (BPL) in rural areas and then helping them with financial assistance in the form of subsidy and loan so that they can start self-employment ventures. The efforts have been further, reinforced through supplementary wage employment programmes, on the one hand, and schemes for social welfare and security, on the other. Side by side, physical facilities and required basic infrastructures has been created out of the state plan funds to make implementation of social and economic development possible and sustainable. The people's participation in the programmes is sought through traditional institutions and Panchayati Raj bodies.

The Department is committed to concretizing and pursuing the various objectives such as-

(i) creation of self-employment opportunities and wage employment avenues for the people below poverty line

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1 Panchayati Raj Institutions, Report of the Committee, Ministry of Agriculture and Irrigation, Govt. of India, New Delhi, 1978, p.9
with a view to improving the overall quality of life in the rural areas;

(II) Employment of women for economic activity and social progress and making them self-reliant;

(III) Decentralization of authority to promote people's action and institutionalization of participatory development;

(IV) Intensification of the focus on collectivism in popular efforts by promoting group activities\textsuperscript{2}.

In order to make decentralized planning process more effective in the state, at the district level, the Government of Arunachal Pradesh decided to constitute District Planning Committee chaired by Deputy Commissioner and assisted by other district Executive Committee. The Government of Arunachal Pradesh issued Guidelines for the formulation of District plans and based on these proposals and guidelines the Deputy Commissioner prepared in the final plans in respect of various areas of activities.

The membership of District Planning Committee consists of (a) chairman of Zila Parishad Member and Anchal Samiti Member (b) representatives of the people like MPs, MLAs and other experienced citizens as nominated. The main activity of the District Planning Committee is to advise the district authorities about the programmes to be taken up for systematic socio-economic development for the district and to give due weightage to the aspirations of the people and to bring the people in closer contact with the plan formulation process and implementation at various levels.

\textsuperscript{2} Arunachal Pradesh and Rural Development, Department of Rural development and Panchayati Raj, Government of Arunachal Pradesh, Itanagar, 2000, p.9
Rural Development Programmes

Prior to the introduction of Integrated Rural Development Programme (IRDP) and allied schemes, including wage employment programme from sixth Five Year plan, all the individual beneficiary schemes and creation of rural infrastructures was implemented. Under the schemes, the beneficiaries were provided 50% of estimated cost as subsidy. The balance 50% was borne by the individuals and community in the shape of their labour and local materials. The field functionaries of the government had received tremendous response from the people through the institution of various traditional village organizations in village reconstruction activities.3

The Government of India from sixth Five Year Plan revamped the Rural Development Programme by introduction of IRDP and allied schemes like TRYSEM, DWCRA, and Improved Tool-Kits to rural Artisans, Ganga Kalyan Yojana and Million Wells Schemes for providing income-generating assets to the BPL families. Side by side, wage employment programmes like NREP, RLEG, JRY, EAS, SGRY, SGSY and know NREGA has been taken up for providing wage employment avenues to the BPL families during lean season4. Hence, in this chapter, we have attempted to understand the provisions and objectives of different rural developmental programmes sponsored by the central Government, and its effectiveness in the Study area in particular and in the state as a whole since the introduction of various centrally sponsored schemes. The achievements under some of the major programmes since the inception of Panchayati

3 Arunachal Pradesh and Rural Development, op. cit., p. 9
4 Arunachal Pradesh and Rural Development, op. cit.
Raj Institutions and Department of Rural Development under various programmes for rural development are discussed below.

**Wage Employment Programmes**

The prevalence of unemployment and under employment in the rural areas has been a major contributing factor to poverty. Therefore, the Government of India stressed the need for a sharper focus on programmes aimed at providing self-employment and wage employment to poorer section of the community.

Prior to onset of the Eight Plan, various schemes of wage employment generation were taken up from time to time. This includes Food for Work Programme (FFW-1977), National Rural Employment Programme (NREP-1980), Rural Landless Employment Guarantee Programme (RLEGP-1983), *Indira Awas Yojana* (IAY-1985) and Million Wells Scheme (MWS-1988). The ongoing NREP and RLEGP were merged into a single rural employment programme known as *Jawahar Rozgar Yojana* (JRY-1989) having as its main objective on generation of gainful employment avenues by way of creation of rural infrastructure.

Subsequently, the Employment Assurance Scheme (EAS) was also launched in the year 1993 to provide 100 days of assured employment to the rural poor in the lean agriculture season. This scheme was designated as “Demand Driven” scheme to ensure flow of funds to backward districts. Proper care was taken to avoid overlapping of works taken up under JRY and EAS.

The *Jawahar Rozgar Yojana* was restructured and streamlined from January 1996. The *Indira Awas Yojana* and
Million Wells Schemes, earlier sub-scheme of JRY, have been made independent scheme w.e.f. 1st January 1996. Subsequent upon the introduction of these various schemes, the Government of Arunachal Pradesh introduced the different programmes in the state. The financial and physical performance under wage employment schemes in the state since sixth plan are - man days of employment generated were 10.13 lakhs with the total expenditure of 1.31 crores and 8.38 lakhs of employment were generated with the total expenditure of 1.91 crores by 7th plan. Under RLEG, the Mandays of employment generated were 4.75 lakhs with the total expenditure of 1.01 crores in 7th plan up to 1989. Under JRY since 1998 to 2002 under 7th, 8th and 9th plan the man days of employment generated were 40.09 lakhs with the total expenditure of 10.39 crores\textsuperscript{5}.

**Indira Awas Yojana (IAY)**

*Indira Awas Yojana* (IAY) launched in the year 1985-86 was a component of RLEG/JRY by earmarking of 6-10% of fund out of it. Later on *Indira Awas Yojana* was declared an independent scheme during 1996-97 with separate allocation of fund under it. The objective of the scheme is to provide assistance for construction of houses for the SC/ST and free bonded labourer families living below poverty line in the rural areas.

A maximum amount of Rs. 22,000.00 is providing to the identified families in hilly areas for construction of house including low-cost latrine, smokeless *chulla* and common facilities. Allotment of houses is to be done in the name of female member or joint allotment in the name of both husband and wife.

\textsuperscript{5} Arunachal Pradesh and Rural Revelopment, 2000, op. cit.
There is no specific type in regards to the design of house. The beneficiary is free to select design as per local conditions and materials to be use. The beneficiaries are to construct their houses themselves and will not be constructed by an external agency or contractor.

From 1999-2007, 20% of allocation of funds under IAY has been earmarked for construction of unserviceable *kutcha* houses into *pucca/semi-pucca* in respect of BPL families. A maximum assistance of Rs. 10,000 per family is provided for this purpose.

Table 4.1. The physical achievements under IAY since 2002 March - 2007 March in the District.

<table>
<thead>
<tr>
<th>Year</th>
<th>AT</th>
<th>HC</th>
<th>HUC</th>
<th>W</th>
<th>UMW</th>
<th>Name of H&amp;W</th>
<th>M</th>
<th>SC installe d</th>
<th>S &amp; L const.</th>
<th>THC</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002-03</td>
<td>165</td>
<td>35</td>
<td>-</td>
<td>5</td>
<td>-</td>
<td>-</td>
<td>30</td>
<td>-</td>
<td>-</td>
<td>35</td>
</tr>
<tr>
<td>2003-04</td>
<td>320</td>
<td>187</td>
<td>-</td>
<td>66</td>
<td>-</td>
<td>-</td>
<td>121</td>
<td>-</td>
<td>-</td>
<td>187</td>
</tr>
<tr>
<td>2004-05</td>
<td>149</td>
<td>91</td>
<td>38</td>
<td>6</td>
<td>-</td>
<td>3</td>
<td>82</td>
<td>20</td>
<td>20</td>
<td>91</td>
</tr>
<tr>
<td>2005-06</td>
<td>315</td>
<td>279</td>
<td>-</td>
<td>45</td>
<td>9</td>
<td>25</td>
<td>200</td>
<td>-</td>
<td>-</td>
<td>279</td>
</tr>
<tr>
<td>2006-07</td>
<td>326</td>
<td>254</td>
<td>-</td>
<td>25</td>
<td>-</td>
<td>-</td>
<td>254</td>
<td>-</td>
<td>-</td>
<td>254</td>
</tr>
<tr>
<td>Total</td>
<td>1275</td>
<td>846</td>
<td>38</td>
<td>56</td>
<td>75</td>
<td>28</td>
<td>687</td>
<td>20</td>
<td>20</td>
<td>846</td>
</tr>
</tbody>
</table>

Sources: Annual progress Report, Directorate of Panchayati Raj and Rural Development, Govt. of Arunachal Pradesh, Itanagar.

Index: AT= Annual Target, HC= House completed, HUC= House under construction, W= Widow, UMW= Unmarried women, H&W= Husband and wife, M= Male, SC= Smokeless Chulla, S&L= Sanitary and Latrine, THC= Total house completed.

The financial and physical achievements under IAY since 2003 - 2007 in the state shows that, out of the Annual target of 10196, the number of houses completed are 9465, which constituted 92.7 per cent. Out of these completed houses, 811 were in the name of widows, 282 in the name of unmarried women, 1220 for married, 765 for both husband and wife, 523 for female, 5848 are in the name of male members, 1991 numbers of smokeless *chulla* to the beneficiary, 2227 for sanitary
latrines and 88 for physically and mentally challenged\(^6\). During this period out of the total annual target, 393 houses were remained under construction. In comparison to the physical achievement of the state, in West Siang District out of the total Annual target of 1625, the number of houses completed is 1121, which constituted only 68.98 per cent. Out of the total numbers of 1121 houses, 61 were in the name of widows, 195 in the name of unmarried women, 68 for both husband and wife, 747 were in the name of male members, 40 numbers of smokeless \textit{chulla} and 20 numbers of sanitary and latrines. During this period, the total numbers of 38 houses were remained under construction.

Hence, from the above data it can be concluded that in regards to the physical performance, the state has achieved to a great extend. Among all the 16 districts of the state, the districts that achieved its target successfully in an average are Tirap, Lower Subansisri, Papumpare and East Siang. However, in West Siang district it has achieved only 66.2 per cent, which seems unsuccessful in achieving its target in comparison to other district of the state. Thus, in order to find out the unsuccessful implementation of this programme we had a discussion with authority concern and knowledgeable person and finally gathered the information that it is due to the lack of people's initiative to avail the benefits under this programme. In contrary to this in our interview with villagers we found that it is because of wrong implementation of the programme, as most of the benefits are benefited by those who are not the actual beneficiaries and because of the lack of encouragement of the authority concern.

\(^6\) Data collected from Panchayati Raj and Rural Development Department, Government of Arunachal Pradesh.
Hence, from the above information it can be concluded that the basic reason for the same is because of the lack of coordination between the people and the authority concern and because of wrong implementation of the programme. Nevertheless, during our field study the officer bearer holds that we are hoping for near future that under the guidance of DRDA, of the District, we are looking forward to take full advantage of the programme and try to make 100% benefit to the people.

In addition to Indira Aawas Yojana programme the Government of Arunachal Pradesh introduced other new schemes under Rural Housing Sector during 1999-2000 and position against each as follows:

i. **Samagra Awas Yojana (SAY):** This scheme envisaged improvement of the quality of life of the people by overall habitant development. One block was selected in West Siang District (Along Block) during 1999-2000 as pilot project. Project report was being prepared by the DRDA in collaboration with the Public Health Engineering Department (PHED). However this scheme could not become successful in the district and no further projects are being initiated by the state government and authority concerned out of this scheme.

ii. **Innovative Stream of Rural Housing and Habitant Development:** The main objective of this scheme is to promoting and propagating cost effective, environment friendly housing construction technologies and evolving ideal types of sustainable rural human settlement consistent with agro-climatic condition. For the first time in 2005, the scheme was implemented in the Changlang District under the initiative of DRDA but
after lapse of one year the same scheme was not in progress and it remained failure. Hence, presently this scheme is not implemented in the state. The reason behind non-implementation of this scheme in the state is due to the lack of interest of the authority concern to take initiative action for this programme.

iii. **Credit-Cum-Subsidy Scheme:** This scheme envisages upgradation of houses by way of conversion of *kutcha* houses into semi-permanent or permanent. The beneficiary of the scheme is for rural households having annual income from Rs. 20,000 to Rs. 32,000 (Just above the poverty line). The rate of subsidy is Rs. 10,000 per household as maximum, which is to be link with bank loan upto a maximum limit of Rs. 40,000.00. The Reserve Bank of India is ready for financing this scheme through loan. In regards to this scheme the beneficiary has to take initiative step i.e., they have to apply the proposal of scheme to BDO and BDO will forward the same proposal to the state government for grant. The function of DRDA in this scheme is that he will provide subsidy to the beneficiary. However, in our study we found that no beneficiary is applied for the same scheme in the state. It is due to the fact that, most of the people of the study area and in the state as a whole is not acquainted with this scheme.

iv. **Rural Building Centre:** the objective of this scheme is to set-up Rural Building Centres for (a) technology transfer (b) skill up gradation of rural artisans (c) production of cost effective and environment friendly materials for housing construction. This scheme is implemented on pilot basis. However, it has also found
that the state government is not taking initiative on this scheme because of some and other reason.

**Swarnjayanti Gram Swarojgar Yojana (SGSY)**

The focus of the development planning has been on the alleviation of poverty in rural areas since first five-year plan. The Government of India in one shape is sponsoring the poverty alleviation programmes based on the experience gained in the field. However, inspite of all efforts, the rural people are still in the grip of poverty either in absolute term or in relative term.

In Arunachal Pradesh, 81627 families were found below the poverty line out of 1, 49,612 (1991 census) families representing 54.55% at the beginning of Eight Plan. The Ninth Plan House Hold Survey identified 80627 (2001 census) families as below the poverty line representing 54%. Thus, the incidence of poverty remained more or less static during last decade. This is because; the poverty line during Eight Plan was Rs. 11,000 per annum as family income. During Ninth Plan, the poverty line has been estimated to about 20,000. Thus, those who could be brought above the poverty line at the end of Eight Plan, their income have fallen below poverty line during Ninth Plan⁷.

Hence, by keeping the above situation into account the Government of India has restructured the self-employment programme during 1999-2000 and a new self-employment programme namely *Swarnjayanti Gram Swarojgar Yojana* has been launched w.e.f April 1999 as a single programme by merger of erstwhile IRDP, TRYSEM, DWCRA, Improved Tool-Kits, MWS, GKY in it. The main objective is to make new programme more

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⁷ *Arunachal Pradesh and Rural Development, op.cit., p. 18*
effective in providing sustainable income through micro enterprise development, both land based and otherwise. In doing so, effective linkage have been established between various components such as capacity building of poor, credit, technology, marketing and programme infrastructure. The following are the salient features of Swarnjayanti Gram Swarojgar Yojana:

- SGSY aims at establishing a large number of micro-enterprises in rural areas, building upon the potential for the rural poor;
- Assisted families, known as Swarozgaries, may be individual or Self-Help Group (SHG). Emphasis is however on group approach;
- objectives is to bring every assisted family above the poverty line in 3 (three) years;
- emphasis is on selection of 4-5 key activities for implementation in clusters as per project report on each key activity;
- existing infrastructure gaps in clusters are to be reviewed and investment made for filling up of gaps;
- SGSY is a credit-cum-Subsidy scheme. Credit is the critical component and subsidy being minor and enabling component.
- Subsidy under SGSY is 50% of project costs subject to maximum ceiling of Rs. 10,000 per individual family. Subsidy for SHG is Rs. 1.25 lakhs as maximum. There is no limit of bank loan. The credit should be in multiple doses and not one time credit injection.
- SGSY seeks to lay emphasis on skill upgradation through well-designed training course.
fund under SGSY is shared by the centre and state on 75:20 basis.

Subsequent upon the scheme, Swarnjayanti Gram Swarojgar Yojana the Government of Arunachal Pradesh introduces the programme in the state since the inception of the Department of Rural Development and Panchayati Raj. The physical progress under SGSY since 2003 till March 2008 there were 3373 Self Help Groups (SHGs) including women groups and out of this Self Help Groups, 1030 Self Help Groups have already taken up economic activities which includes Grade-I and Grade-II which estimated to 30.53 per cent. The numbers of BPL families that have crossed the poverty line are 179. Further, the physical coverage of members of Self Help Groups and individuals Swarozgaris are; in primary sector 603 numbers of irrigation channel, 3146 numbers of livestock, 2439 in others. In the secondary sector, 221 numbers of village industry, 128 numbers of handicraft, 186 handloom and 209 in others. In tertiary sector, the state has achieved 481 individuals. In West Siang District the physical progress under SGSY since 2003 up to March 2008 are: the numbers of men Self Help Group formed are 302 groups and out of this, 294 are already taken up economic activities, which estimated to 97.35 per cent. The Self Help Groups formed by women is 228 and out of this, only 80 groups have taken up economic activities. In the field of primary sector, the District has completed 229-irrigation canal, 345 livestock and 413 in others. In the secondary sector such as Handicraft with 39 centres and others are 60. In the tertiary sector, the district has achieved only 11 persons out of total population (1, 14,395) of the district⁸. Out of 16 districts, Lohit is the most successful district in regards to

physical coverage under this scheme since 2002-2008, which estimated to 1252 numbers with total expenditure of Rs. 249.11 lakhs. Table below shows the Physical coverage under SGSY to individual swarozgaries in West Siang District.

Table 4.2. Physical coverage to members of SHGs and individual swarozgaries.

<table>
<thead>
<tr>
<th>Year</th>
<th>Primary sector</th>
<th>Secondary sector</th>
<th>T/ S</th>
<th>Grand</th>
<th>Exp. In</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Irrigation</td>
<td>L/S</td>
<td>Others</td>
<td>S/T</td>
<td>H</td>
</tr>
<tr>
<td>2002-03</td>
<td>-</td>
<td>77</td>
<td>97</td>
<td>174</td>
<td>27</td>
</tr>
<tr>
<td>2003-04</td>
<td>-</td>
<td>66</td>
<td>217</td>
<td>283</td>
<td>35</td>
</tr>
<tr>
<td>2004-05</td>
<td>95</td>
<td>52</td>
<td>42</td>
<td>189</td>
<td>12</td>
</tr>
<tr>
<td>2005-06</td>
<td>36</td>
<td>55</td>
<td>22</td>
<td>113</td>
<td>-</td>
</tr>
<tr>
<td>2006-07</td>
<td>53</td>
<td>65</td>
<td>27</td>
<td>145</td>
<td>-</td>
</tr>
<tr>
<td>Total</td>
<td>184</td>
<td>315</td>
<td>405</td>
<td>904</td>
<td>39</td>
</tr>
</tbody>
</table>

*Index: L/S = Live-stock, S/T = Sub-total, T/S = Tertiary sector*

Hence, from the above data it can be concluded that, this programme is success in implementation of the programme in the district. However, in our discussion with the respondents it has found that all the official data and records are misnomer. The data in respect of village industry is wrongly recorded because there are hardly few village industries that are functioning. Besides, no beneficiaries are doing livestock farm. Further, very few numbers of irrigation canals are completed. Most of the wet rice cultivation lands and other cultivable lands are remained barren due to lack of water supply for paddy cultivation.

It can also notice from the above data that, the implementation of this programme in the successive year is varied. During the financial year 2003-2004, the total numbers of physical coverage in the district are 324 whereas during the financial year of 2006-2007 the physical coverage is only 113. It is due to the lack of availability of funds shared by the central
and the state Government. This state of affairs are directly due to the availability of fund received from central Government because during the financial year 2003-2004 the total share of fund received from the central and the state Government is estimated to Rs. 34.23 lakhs, whereas the total share of fund received from the central and state Government is estimated to Rs. 20.17 lakhs.

**Sampoorna Gramin Rojgar Yojana (SGRY)**

The Government of India launched *Sampoorna Gramin Rojgar Yojana* in 2001 by merging *Jawahar Rojgar Yojana* (JRY) and Employment Assurance Scheme into a single programme. The main objective of the programme was to provide 50% wages as food grain. The SGRY was a special component for calamity relief and the food grains provided free of cost to the states. Thus, the scheme was introduced in Arunachal Pradesh as per the guidelines of the Government of India and functioned for five years. The physical performance of this programme in the state since 2002 to 2007 are; drinking water wells 22 numbers with total expenditure of Rs. 11.93 lakhs, rural roads 576 km with total expenditure of Rs. 222.01 lakhs, school buildings 193 units with total expenditure of Rs. 91.06 lakhs, market sheds 29 with total expenditure of Rs. 34.59 lakhs and drainage 22 numbers has been constructed with the total expenditure of Rs. 15.89, Panchayat Ghars 21 numbers with total expenditure of Rs. 12.85 lakhs and 866 numbers of others works with the total expenditure of Rs. 433.88 lakhs and 5307 general works, 503 maintenance works and 118 other works has been completed. Besides, overall mandays generated and persons benefited under this programme are 13.46 percent mandays and 39638 persons benefited. Further, employments generated during this period are
57.34 per cent man and 21.1 per cent women. The total expenditure expenses for the above all programmes during this period was Rs. 3919.68 lakhs\(^9\).

In West Siang District the physical achievement under this programme is that, the mandays employment generated during this period are 14.25 (in lakh) out of which 12.50 lakhs are male and 0.70 lakhs are women. The total numbers of physical assets undertaken under SGRY in the district are 2238 with the total expenditure of Rs. 575.11 lakhs, which includes work like construction of C.C. step, Minor Irrigation Projects (MIC) sanitary and latrines, Community building, suspension bridge, playground and village tank 1 (one) with the expenditure of Rs. 0.50 lakhs, etc. out of the total work undertaken, 1622 numbers of works has been completed and 616 numbers of works are in progress. However, from the above data it can be concluded that this programme is not achieve its target in alleviating rural poverty. Hence, due to the failure of this programme in achieving its target, the programme was merged into National Rural Employment Guarantee Act in 2006 as a modified form.

Table 4.3. Physical assets created and employment generated under SGRY in West Siang District Aalo since 2003 March to 2007 march.

<table>
<thead>
<tr>
<th>Year</th>
<th>No. of works undertaken</th>
<th>No. of works completed</th>
<th>No. of works progress</th>
<th>Employment generated in lakhs</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>GW SC/ST provision</td>
<td>GW SC/ST provision</td>
<td>GW SC/ST provision</td>
<td>ST W Total</td>
</tr>
<tr>
<td></td>
<td>under 22.3% under 30%</td>
<td>under 22.3% 0% 30%</td>
<td>under 22.3% 0% 30%</td>
<td></td>
</tr>
<tr>
<td>2002-03</td>
<td>60 10</td>
<td>70 60 9</td>
<td>69 1</td>
<td>1 1 0.25 1.25</td>
</tr>
<tr>
<td>2003-04</td>
<td>301</td>
<td>53 354 279</td>
<td>50 329 25</td>
<td>25 0.7 0.3 1.05</td>
</tr>
<tr>
<td>2004-05</td>
<td>80 150 210</td>
<td>30 470 40 70 130</td>
<td>25 265 40 80 80 5</td>
<td>205 4.5 7 4.57</td>
</tr>
<tr>
<td>2005-06</td>
<td>250 300</td>
<td>15 0 700 170 260</td>
<td>99 529 80 40 51</td>
<td>171 3.8 7 3.87</td>
</tr>
<tr>
<td>2006-07</td>
<td>198 322</td>
<td>12 4 644 156 164</td>
<td>110 430 50 120 44</td>
<td>214 2.3 1 2.46</td>
</tr>
<tr>
<td>Total</td>
<td>441 598 842</td>
<td>35 2238 379 396 563</td>
<td>284 1622 66 210 240</td>
<td>100 616 12.5 0.7 13.2</td>
</tr>
</tbody>
</table>

Index: GW= General work, SC= Schedule caste, ST=Schedule tribe, W=Women
National Rural Employment Guarantee Act (NREGA)

Despite efforts made over past decades in the direction of generating employment in the rural areas, unemployment continues to be acute. The employment-oriented programmes have been continuously strengthened in successive years but the number of rural unemployment has more or less remained static. In this context, creation of employment opportunities has been an important objective of developmental planning. The growth of population and labour force had led to an increase in the number of unemployment and underemployment from one plan period to another.

Hence, to make a dent on the prevailing unemployment situation the Government of India enacted National Rural Employment Guarantee Act (NREGA) in September 2005 and brought into force w.e.f. 2nd February 2006 with the objective of providing 100 days of guaranteed unskilled wage employment to each rural household with the minimum wage rate of Rs. 100. Hence, NREGA marks a paradigm shift and stands out among the plethora of wage employment programmes, as it bestows a legal right and guarantee to the rural population through an Act of Parliament and is not a scheme unlike the other wage employment programmes. The ongoing programmes such as Sampoorna Gramin Rojgar Yojana (SGRY) and the National Food for Work Programme (NFWP) have been subsumed into National Rural Employment Guarantee Act (NREGA). The NREGA has now been universalized thereby extending it to all the districts of the country. The focus of the Act is on works relating to water conservation, drought proofing (including drainage in water logged areas), and rural connectivity in terms of all-weather roads. Each district has to prepare perspective plan of 5 years
with a bottom-up approach deriving from the needs of the local community. The said plan should have the approval of especially the derived community and the PRIs. Panchayat have a key role in planning, implementation and monitoring of the Act through preparation of perspective plan, approval of shelf of projects, execution of works atleast to the extent of 50% in terms of costs.\textsuperscript{10}

Consequent upon the National Rural Employment Guarantee Act, the government of Arunachal Pradesh prepared a scheme known as Arunachal Pradesh Rural Employment Guarantee Scheme (APREGS) in 2006, keeping in view the larger interest of rural unemployment problem prevailing in the state.

So far, the physical performance under this programme in the study area is concerned, most of the works are on short road connectivity, footpath within the village and inter village and potter track, C.C steps etc. However, in regards to physical achievement, till today works under the scheme are in progress. Hence, it is too early to evaluate the physical performance of this scheme in the district. During our field survey we found that few numbers of individual household is given 90 days wages employment instead of 100 days (as per application received) during lean agriculture period with 55 rupees for accessible area in terms of communication and 57 rupees for interior place per day which amounted Rs.5500 and Rs.5700 in 100 days. However, in case if a workers has applied for work is not provided employment within 15 days an unemployment allowance shall be paid at the rate of $\frac{1}{4}$ of the wages rate for the 1\textsuperscript{st} 30 days and one half of the wage rate for another sixty days.

\textsuperscript{10} Ministry of Rural Development, Government of India, New Delhi, April 2008.
Calculation for unemployment allowance: as per the rate of rupees 55 per day;
(a) \( \frac{1}{4} \) of wage rate for the first 30 days
\[ = \text{Rupees 13.75 x 30 days} = 412.5/- \]
(b) And 1 \( \frac{1}{2} \) of the wage rate for another 60 days
\[ = \text{Rupees 27.5 x 60 Days} = 1650/- \]
Total = (a+b) = Rs.412.5+Rs.1650=Rs.2062.5/-
(for unemployment Allowance in 90 days)
Funding pattern of APREGs: - for example in a village, there are 50 household:
(a) 50 x 55(Rs) x 100days = 2,75000 (as Wage Head)
(b) 40\% from total Wage Head= 1, 10000 (as Materials Head).
(c) 4\% from total fund of the total household of district (as Admin Head, e.g 15000 H/hold in a district x 55 x 100 days = 82500000 = 3300000/- )

The central government allocates fund separately for each Head. The rate of wage is varying from one state to another state as fixed by the State Government as per the agriculture labour wage of each state. The wage being paid to the workers under Mahatma Gandhi National Rural Employment Guarantee Act or (NREGA) in Arunachal Pradesh is Rs. 90, the lowest among the North eastern states. For e.g., Assam Rs. 100, Nagaland Rs. 130, Mizoram Rs. 103, Sikkim Rs. 120, Meghalaya Rs. 95, Tripura Rs. 100 and Manipur Rs. 100.

The broad outline and objectives of APREGS are to-
(i) provide every rural household whose adult members volunteers to do unskilled manual work not less than one hundred days of such work in a financial year in accordance with the scheme; (ii) create durable assets in the rural areas. The
scheme implemented as centrally sponsored scheme on a cost sharing (90:10) basis between the centre and the state as determined by the National Rural Employment Guarantee Act. In order to monitor and evaluate the NREG Act in the state there is a Central Employment Guarantee Council set up by the central government. Besides, there is a State Employment Guarantee Council set up by the state government. It advises and monitor on the implementation of the APREGS and evaluate it. It also advises the state government on all matters concerning the implementation of the scheme in the state.

The members of the State Employment Guarantee Councils are:- (i) Director, Rural Development Government of Arunachal Pradesh as State Programme Officer (ii) Deputy Commissioner of the District as District Programme Coordinator and (iii) One Programme Officer not below the rank of Block Development Officer (BDO) at Block level, functions under the direction, control and supervision of the District Programme Coordinator. Besides, few technical experts to help the District Programme Coordinator in implementing this scheme in the district. It is the responsibility of the DRDA in the district to provide all the required assistance to the District Programme Coordinator\[11\].

**Functions of the District Programme Coordinator**

As per Arunachal Pradesh Rural Employment Guarantee Schemes (Chapter-II, Cl-2.4), the main functions entrusted to the District Programme Coordinator are:

(i) to assist the Zila Parishad in discharging its functions under the scheme;

\[11\] *Arunachal Pradesh Rural Employment Guarantee Scheme*, Department of Rural Development, Govt. of Arunachal Pradesh, Itanagar, 2007, p. 1
(ii) to consolidate the plans prepared by the Gram Panchayats and project proposals received from the Anchal Samiti for inclusion in the shelf of projects to be approved by the Zila Parishad;

(iii) to coordinate with Programme Officer functioning within his jurisdiction and the implementing agencies to ensure that applicants are provided employment as per their entitlement;

(iv) to review, monitor and supervise the performance of the Programme Officer and also to ensure regular social audits of all works within his jurisdiction of the Gram Panchayat by the Gram Sabha and will take prompt action on the objection raised in the social audit;

(v) to prepare in the month of December every year a labour budget for the next financial year containing the details of anticipated demand for unskilled manual work in the district and the plan for engagement of labourers in the works covered under the scheme and submit it to the district Panchayat;

(vi) the Programme Officer shall ensure that every registered person belonging to a household shall be provided unskilled manual work in accordance with the scheme and ensure prompt and fair payment of wage to all labourers employed under a programme of the scheme within his jurisdiction.

In order to facilitate the Programme Officer to carry out his duties, there shall be a Block Programme Officer at each Block headed by Programme Officer and other supportive staff. The composition of Block Programme Officer shall be; (1) Programme
Office-1, (2) Computer Assistant-1, (3) Accounts Assistant-1, (4) Technical Assistant-1. Beside, there shall be one Administrative Assistant for every Gram Panchayat and one Technical Assistant for every ten (10) Gram Panchayats.

In regards to financial sources of the Block Programme Officer, he is receiving resources from District Programme Coordinator and releases them to implementing agency in accordance with the Guidelines of the scheme. Beside, he will maintain proper accounts of the resources received, release and utilized.

**Registration and Employment**

The Arunachal Pradesh Rural Employment Scheme is open to all rural household in the areas notified by the Central Government. The entitlement of 100 days of guaranteed employment in a financial year is in terms of household. The 100 days entitlement of a household can be shared within the household. More than one person in a household can be employed. Thus, within a household entitlement, all adult members of the household who are registered may apply for work. To registered they have to; (a) be local resident “local” will imply within Gram Panchayat (b) be willing to do unskilled work (c) apply as a household to the local Gram Panchayat. Household will mean a nuclear family comprising mother, father and their children, (d) the applicant must be 18 years of age.

**Registration**

The application for registration may be given on a prescribed form to the local Gram Panchayat which should contain the names of those adult members of the family willing to
do unskilled manual work (Annexure-I) will be registered after verification done by Gram Panchayat who is of local residence. Further, the Gram Sabha shall be convened for receiving application, verification and registration of the employment seekers. The Gram Sabha shall carry out this process twice in a year preferably in the month of July and November of every year\textsuperscript{12}.

The process of verification will be completed in the Gram Sabha meeting itself. After verification, the Gram Panchayat will enter all particulars in the Registration register in the Gram Panchayat and every registered household will be assigned a registration number. Further, the registration members shall be assigned in accordance with a coding system as prescribed for BPL in census-2002. Finally, a copy of registration will sent to Programme Officer for reporting to the Anchal Samiti and Zila Parishad for further planning, tracking and record. This must be done immediately, so that the Programme Officer has a consolidated record of demand that is likely to come to enable him to recognize resources accordingly\textsuperscript{13}. After registration, a Job Card will be issued by the Gram Panchayat to the individual household and every adult member who are applicants have to be attached photograph to the Job Card duly attested by the Gram Panchayat member. Further, the issuing of Job Card to the individual household shall not be later than 15 days after registration. The job card will be valid for the period for 5 years and will have provision for addition/deletion of members eligible to work. Deletion- if any, in any household because of demises, or permanent change of place of a member are to be reported immediately by the household concerned. The household in the

\textsuperscript{12} APREGS, 2007, \textit{op.cit.}, p.8, clause.4.1-4.2.3

\textsuperscript{13} APREGS, 2007, clause, 4.2.4 - 4.2.7. p.8
Gram Sabha may apply additions. The applicant’s presence is mandatory during the Gram Sabha meeting. All addition/deletion made in the registration will be read out in the Gram Sabha meeting and Gram Sabha will send a list of addition/deletion to the Programme Officer every after Gram Sabha meeting, i.e., in the month of July and November so, that it may be incorporated in the labour budget (Job Card-Annexure-2). In case if any person has a grievance against non-issuance of Job Card, he may bring it to the notice of Programme Officer. If the grievance is against the Programme Officer, he may bring it to the notice of the District Programme Coordinator. All such complaints shall be disposed of within 15 days\textsuperscript{14}.

**Application for work**

In the process of application for work the Arunachal Pradesh Employment Guarantee scheme, envisaged that any adult member of a registered rural household may apply for work to the Programme Officer. The application will be in writing on a plain paper giving the registration number of Job Card for seeking employment. Generally, a single application may be given however; in certain cases, a joint application may also be given. After receiving the application, the Programme Officer after recording its detailed, forwarded application to the Gram Panchayat for further action.

Since, the Gram Panchayat is the employment Allocation Authority; it would have right to allocate employment in a work to be execute by any other Implementing Agency in its jurisdiction that has already been approved of in the Annual Plan. The Implementing Agency will be bound to act upon the directives. A copy of the directive will be sent to the Programme Officer who

\textsuperscript{14} APREGS, op.cit., clause- 4.2.8-4.2.10, p.9,
will ensure that the directive is complied with. Further, while providing employment, priority shall be given to women in such a way that at least one-third of the beneficiary shall be women who have registered and requested for work under the scheme. Beside, in case if, a disabled person applies for work then work suitable to his ability and qualification will have to be given. This may also be in the form of services that are identified as integral to the programme. As far as possible, employment shall be provided within a radius of five km of the village where the applicant resides at the time of applying.

Further, if any of the persons employed suffered due to accident arising out in course of his employment, he shall be entitled to, free Medical Treatment as is admissible. The person injured shall be paid daily allowance not less than half of the wage rate required to be paid had the injured been engaged in the work. Besides, if the person employed under the scheme dies or becomes permanent disabled by accident arising out of and in course of employment, he shall be paid ex-gratia payment at the rate of Twenty Five Thousand rupees and the amount shall be paid to the legal heirs of the deceased or the disabled as the case may be.

Finally, the scheme has envisaged that making of amount of the wages payment to every household must be record without fail and the number of days for which payment has been made on the passbook portion of the Job Card or the relevant column. A copy of muster roll of every work will be sent to the Gram Panchayat from which the workers are employed and in the jurisdiction of which the work is executed. The Gram Panchayat will consolidate employment data on household wise and enter

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15 APREGS 2007, op.cit., clause-4.3.8-4.3.9, p.10
them in the employment register format (Annexure-10). Further, the responsibility of coordination of employment data lie with the Gram Panchayat at the Gram Panchayat level and for the Block with the Programme Officer. Therefore, it is to ensure that there is a timely sharing of information between these two levels. Further, the Programme Officer will be responsible for ensuring that this coordination mechanism is functional. The District Programme Coordinator in this regard will immediately address any problem.

**Role of Panchayati Raj Institutions**

The Arunachal Pradesh Rural Employment Guarantee scheme has assigned enormous power to the Panchayati Raj Institutions for the effective implementation of the scheme in the state. The functions envisaged to the Panchayat bodies are that the Panchayat at Zila Parishad, Anchal Samiti and Gram Panchayat level shall be the principal authority for planning and implementation of the scheme. Apart from this, scheme has assigned separate function to each tier. The functions of Zila Parishad envisaged under the scheme shall be; (a) to finalize and approve block wise shelf of projects to be taken up under the scheme; (b) to supervised and monitor the projects taken up at the Block level and district level. The Zila Parishad while approving the plan will also assign implementation responsibilities to various agencies like Panchayat, Line Department, NGOs etc. and (c) to carry out such other functions as may be assigned to it by the State Council from time to time. The function of Anchal Samiti shall be; (a) to approve Block Level Plan for forwarding it to the Zila Parishad at the district level for final approval; (b) to supervise and monitor the projects taken up at the Gram Panchayat and Block level and (c) to carry out such
other function as may be assigned to it by the State Council from
time to time. Further, the function of the Gram Panchayat shall
be; (a) to identification of the projects in the Gram Panchayat
area to be taken up under a scheme as per the recommendation
of the Gram Sabha for execution and supervision; (b) to take up
any project under a scheme within the area of the Gram
Panchayat as may be sanctioned by the Deputy Commissioner-
cum-District Programme Coordinator; (c) to prepare a
development plan and maintain a shelf of possible works to be
taken up under the scheme as and when demand for work arises;
(d) to forward its proposal for the developmental projects
including the order of priority to the Programme Officer for
scrutiny and preliminary approval prior to the commencement of
the year in which it is proposed to be executed; (e) to monitor the
execution of works within the Gram Panchayat level; (f) to
conduct regular social; audit of all the projects and the scheme
taken up within the Gram Panchayat; (g) to make available all
relevant documents including muster roll, bills, vouchers,
measurement books, copies of sanction order and other
connected books of account and papers to the Gram Sabha for
the purpose of conducting the social audit which shall be
conduct at the Gram Sabha meeting attended by the village
elders and the wage earners. The social audit shall be carried out
twice in a year and (h) the Gram Panchayat can implemented
50% of the works in terms of its cost under a scheme\textsuperscript{16}.

To sum up, Arunachal Pradesh Rural employment Scheme
as implemented under the guidelines of National Rural
Employment Guarantee Act, has assigned enormous power to the
Panchayat bodies, as these bodies are the principal authorities

for planning and implementation of the different rural developmental programmes under the scheme. Besides the scheme is seems to be more effective in terms of decentralized planning, as it has made mandatory for every rural household for entitlement of wage employment. Further, the scheme is more accountable as it has provided, “if any person has a grievance against non-issuance of Job Card, he may bring it to the notice of Programme Officer. If the grievance is against the Programme Officer, he may bring it to the notice of the District Programme Coordinator. All such complaints shall be disposed of within 15 days\textsuperscript{17}. More than this, the scheme is more transparency because under the scheme it has envisaged for the conduction of social audit at the Gram Sabha meeting with the participation of the village elders and the wage earners. Further, to some extent the scheme is more effective than other programmes like Hariyali, IAY, SGSY, BRGF (Backward Region Grant Fund) as most of the fund of these schemes were not reach to the rural poor whereas under APREGs atleast numbers of households are getting wages as the scheme is mandatory for every household to earn wage. Thus, from the above information it can be concluded that the future of decentralized planning in the state in general and in the study area in particular will be more effective by making more and equal benefit to the rural poor and ultimately the rural poor will rise above the level of poverty line. However, it is to be remember until the government has take initiative steps to increase the wage rate and make benefits to the every household under the scheme without selected on the party line, this programme may remain ineffective.

\textsuperscript{17} APREGS, 2007, op.cit., p.9, clause- 4.2.10
Conclusion

So far, the functioning of the Panchayati Raj Institutions in Arunachal Pradesh is concern, the state has implemented all the centrally sponsored anti-poverty programmes. Of late, following the Central Government directives, the various rural development programmes has been integrated into single programme known as National Rural Employment Guarantee Act (NREGA) in 2006 and under this new Act it is the hope of the people of the state that decentralize planning will be more effective and the rural poor will be fully benefited. However, since Arunachal Pradesh Rural Employment Guarantee Scheme (APREGS), which is model of NREGA is a new scheme; it is difficult to evaluate the physical achievement under this scheme. Nevertheless, in regards to the achievement of other programmes in the state since its implementation, it has found that, in few programmes it has achieved remarkable success.

However, as per the information collected from the respondents, it has found that, Panchayati Raj Institutions does not make remarkable success in the implementation of the major programmes. All the works that has shown in the paper does not practically implemented in the district. Although, under various schemes few works has completed, yet most of the works are temporary in nature. Besides, the contractor and few influential persons of the concern area avail the benefit of that programmes. As per the guidelines, the benefits of different programmes has to be made benefit to the rural poor in the way of wage employment. Further, it has also found that the provision given in the guidelines such as entitlement of 100 days employment and compulsory wages atleast to each individual from every
household does not practically implemented. Instead of providing 100 days employment the beneficiaries are entitle only 90 days with the wages of Rs. 55 and Rs.57 per day. Even in selection of wage employment the Gram Panchayat in consultation with Anchal Samiti and Zila Parishad, select the beneficiary based on party line. Thus, the people who are not the party members usually do not get the benefit of wage employment.

Further, it has also found that the Government Officials and Panchayati Raj representatives do not made the information of different programmes and literature related to rural development programmes, available to the people. Government officials and few influential people themselves keep all the related guidelines of different programmes.

Moreover, in order to make effective implementation of different programmes in the state, the administration of District Rural Development Agency (DRDA) has been set up. However, it has also found that inspite of this professionally trained agency the decentralized planning in the district is not effective. This indicates that this agency is also not effective in its function and duty.

Hence, it is to suggest that, since all the anti-poverty alleviation programmes are to be overseeing by this agency, they must follow all the central directives and guidelines of various programmes. Besides, this agency has to supervise the various works initiated by the Panchayati Raj Institutions or by individual beneficiary. Further, for successful implementation of different programmes in the state, the District Planning Committee headed by Deputy Commissioner must ensure that all the funds meant for rural development is fully utilised and plan
for future projects is clearly outline. Such plan would cover both the areas and the people's need. Thus, functionally segregated departments would have to give way towards solving the special problems of the area. Finally, it is necessary that all the guidelines of different programmes to be made available to people of their concern area because if the rural populace, rich or poor alike, can all be conscientious and organized to become partners in progress and development with the government functioning, then the impact of government programmes could perhaps be even greater.