

Chapter 4

IMPLEMENTATION OF NREGA IN JORHAT

In the present chapter, an attempt has been made to explore implementation of NREGA in terms of permissible works, financial performance, person days etc. The study has tried to explore implementation of NREGA in Assam as well as Jorhat and Kaliapani Development Block in general and No. 7 Pachim Teok Gaon Panchayat in particular.

Introduction

The problem of widespread unemployment and underemployment are considered as root causes of poverty in an agrarian as well as rural society in India. The large volume on unutilized and under-utilized labour is believed to have a productive potential capable of creating capital assets and increasing productive potential capable of creating capital assets and increasing production for attaining a higher level of income and consumption; in short, a potential that can be used to eliminate poverty. Thus, a major task for rural development planning is, therefore, to drain this labour reservoir by creating work opportunities and channeling the unemployed and under-employed into productive work. (*Gunar Myrdal, 1971*) Due to unemployment, the large volume of unutilized labour is believed to have a productive potential capable of creating capital assets and increasing a production for attaining a higher level of consumption, in short a potential that can be used to climate poverty. The main task in rural development planning is, therefore, to drain this labour reservoir by creating work opportunities and channeling, the unemployed into productive work. (*Singh V.P-1995*)

The majority people of India as well Assam live in rural areas where considerable sections belong to below poverty line. In such a situation, the goal of enlargement of work opportunities in rural areas has been one of the major tasks of planning in India and a number of wage employment programmes have been initiated time to time. In 1961, first employment programme was introduced

through the objectives of utilization opportunities in rural areas. The programme was later merged with Drought Prone Area Programme (DPAP). It was followed with the launching of a crash scheme for rural development in 1971-72 as Prime Ministers Programme in rural areas.

In conformity with this thrust, the Draft Sixth Five Year Plan (1978-83) emphasized moving towards full employment, eradication of poverty and the creation of a more equal society. With a view to tackling the problem of a surplus buffer stock of food, co-existing with widespread unemployment and under-employment and hunger, a new scheme called “Food for Work Programme” was launched in 1978-79 to provide employment opportunities’ to the poor, especially during the lean employment periods and at the same time contribute towards the creation of durable community assets in rural areas. (*Maithani B.P. & Singh V. P.-1978*)

During the Sixth Five Year Plan, the Food for Work Programme was changed into National Rural Employment Programme (NREP) which aimed to provide fuller employment opportunities to at least one member of each family living the below the poverty line. The central objective of the programme is to generate additional gainful employment for the unemployed and under employed both men and women in the rural areas. After wards, in the year of 2005, a new wage employment programme was introduced which is known as National Rural Employment Guarantee Act (NREGA). NREGA is an anti poverty scheme which provides 100 days of work in a financial year where the adult members wants to do unskilled manual work.

The Department of Rural Development, Government of India has laid down detailed guideline for the planning and execution of works launched by the Department of Rural Development to evaluate the operational planning and implementation of the programme in different parts of the country. The wage employment programme like NREGA has implemented for economic and infrastructural development of rural areas and hence it is the pertinent time to study

the process of its implementation in rural areas. The study is based on how far the act is implemented in rural areas of Assam in general and Jorhat district in particular.

Administrative Arrangement

The socio-economic structure of the state of Assam has been traditionally weak. The economic condition of the majority rural people is so poor and miserable. For such a situation, the Central Government of India has introduced wage employment programme like NREGA for economic settlement of rural people as well as infrastructural development of rural areas. As far the provision of the Act, the private contractor under the Act is strictly prohibited. The study has attempted desirable interest in the NREGA works. The Administrative set-up for the implementation of rural development programmes in the entire nation i.e. national level to village level mentioned below.

Central Employment Guarantee Council (CEGC) has been setup under the auspicious of the minister of Rural Development. The Central Council is responsible for advertising the Central Government on NREGA related matters, and monitoring and evaluating the implementation of the act as well as prepare an annual reports on the implementation on NREGA for submission to parliament. On the other hand, the ministry of Rural Development is the nodal ministry for implementation of NREGA according to the guideline of the Act. In case of state level, the State Employment Guarantee Council (STGC) is to be set up by every State Government under section 12 of NREGA. The STGE advise the State government for implementation of the act as well as monitor and evaluate the scheme. The State Council also prepares an Annual Report on the implementation of the NREGS in the state to be presented to the State Legislature.

The district Panchayats are responsible for finalizing the District Plans and the Labour Budget and for monitoring and supervising the Employment Guarantee Scheme in the District. The State Government designates a District Programme Coordinator, who can either be the Chief Executive Officer of the District

Panchayat or the District Collector, or any other District-level officer of appropriate rank. The DPC are the responsible for information dissemination, consolidating block plans into a district plan, release and utilization of funds as well as submission of Monthly Progress Reports.

Implementation NREGA in Assam

Planning is critical to successful implementation of National Rural Employment Guarantee Scheme (NREGS). According to the 16 section of the Act, every Gram Panchayat prepares a development plan and maintains a self of works. The shelf of work of the scheme has to be forwarded to Programme Officer for scrutiny and preliminary approval prior to the commencement of the year in which it is proposed. The Development Plan signifies an Annual Work Plan that comprises self of projects. On the other hand, the development plan like a rolling plan, since the approved shelf of projects may carry over from one financial year to the next. Regarding PRI planning process, NREGA makes the panchayat at district, intermediate and village levels the principle authorities for planning. In the context of block level, the Programme Officer is the responsible for ensuring the Gram Sabhas has are held 2nd October of each year for identification and recommendations of the work. The District Programme Co-coordinator scrutinizes block plan and examines the appropriateness as well as adequacy of works. The District Plan comprises the Block wise shelf of projects arranged Gram Panchayat wise.

The NREGA envisaged preparation of shelf of projects of at least five works with technical and financial estimates ready to start when employment demand is received. The major responsibility of preparing this self of projects was entrusted to the District Rural Development Agency (DRDA). The works in the self of projects are expected to cover the all blocks and areas within the block extent possible. Due to this reason, a balanced growth of the entire state of Assam could take place and employment could be available to employment seekers where adult members volunteer want to do unskilled manual work. The works are given

under the Act i.e. rural connectivity, Flood control and protection, water conservation and water harvesting, drought proofing, mirror irrigation works etc.

NREGA activities in Assam

Assam is one of the important states of North East India. The main objective of NREGA is to bring the socio-economic as well as infrastructural stability among the rural population through available resources and the providing employment to unskilled labourers for proper development of the rural villages. For such objectives, the Central Government has introduced NREGA-2005 for giving 100 days employment to the rural families. This broad and extensive scheme has been implemented by the Central and State Government for giving the better livelihood benefits to the rural workers.

NREGA came into force in Assam in first phase which started on 2nd February 2006 in seven districts i.e. Bongaingaon, Dhemaji, Goalpara, Karbi Anglong, Kokrajhar, North Cachar Hills (presently Dima Hasaw). The second phase notified six districts of Assam. The districts are Marigaon, Darrang, Nalbari, Hailakandi, Barpeta and Cachar. The remaining 17 districts of Assam are notified in the third phase which started from 1st April 2008. The study Jorhat was notified in the third phases of the Act.

Physical Assets of NREGA in Assam

The Act has provided ten types of permissible works for infrastructural development of rural areas. Among the ten permissible works are taken up under the Act, rural link roads forms an important proportion throughout the Assam. In Assam, it has been observed that lack of proper rural connectivity is one of the major problems in the society. For such problem in the rural area, the State Council of Assam has given preferences for improving the rural communication by providing the schematic plan under the Act. On the other hand, the State Council of Assam also provides the different types of permissible work under the Act i.e. Flood Control & Protection, Water Conservation & Harvesting, Micro Irrigation Works, Irrigation Facility as well as Land Development etc for infrastructural

development of rural areas. The table no. 4.1 shows the physical assets of NREGA in Assam from 2009-2010 & 2010-2011 year thorough works taken and completed under the Act.

Table No. 4.1

Physical Assets of NREGA in Assam (2009-2010 & 2010-2011 Year)

Types of Work	2009-2011		2010-2011(Up to December)	
	Works taken up	Completed	Taken Up	Completed
Rural Connectivity	12757 (56.98)	5661(25.28)	16183 (51.97)	4872 15.65)
Flood Control & Protection	2803 (12.51)	1309(5.85)	2623 (8.42)	774 (2.48)
Water Conservation & Harvesting	1415 (6.31)	492 (2.19)	1985 (8.86)	531 (1.70)
Drought Proofing	1332 (5.95)	540 (2.41)	3799 12.20)	2540(8.15)
Micro irrigation Works	917 (4.09)	248 (1.10)	1145 (3.67)	282 (.90)
Provision of Irrigation Facility	201 (.90)	28 (.13)	665 (2.13)	78 (.25)
Renovation of Traditional Water Bodies	727 (3.24)	283 (1.26)	870 (2.80)	295 (.95)
Land Development	2235 (9.99)	839 (3.75)	3642 (11.70)	1246 (4.00)
Any other activity approved by MRD	5 (0.03)	3 (0.02)	168 (.54)	8 (0.03)
Bharat Nirman Rajeev Gandhi Sewa Kendra	0	0	66 (.21)	24 (0.07)
Total	22392 (100)	9403 (41.99)	31136 (100)	10650 (34.2)

(Source- www.nrega.nic.in)

It is evident from the table no. 4.1 that rural connectivity has been given preferences in both 2009-10 and 2010-2011 year in Assam. Out of total 22392 works are taken up under the scheme in 2009-10 year, where, as many as 12757 (56.98 %) works are taken for the purpose of rural connectivity of which 5661 works having a little more than one-fourth (25.28 %) are completed. In the context of 2010-11, a total 31136 works are taken for different purpose of rural development of which 16183 schematic plan having 51.97 % are prepared for improvement of rural communication. The total works of rural connectivity completed during 2010-11 year are 4872 consisting just 15.65 percent. On the another way, 2803 (12.51 %) works are taken for flood control & protection, 1415

(6.31 %) works taken up for water conservation and harvesting purpose, 1332 (5.95 %) schematic plan taken up for drought proofing, 917 (4.09 %) works for micro irrigation purpose, 2235 (9.99 %) works taken up for land development purpose under the Act. The works completed percentage of all the schematic plan except rural connectivity is less than one-tenth of total implementation in case of 2009-2010 year. The data reveal that the Act is not properly implemented in the rural areas of Assam. The overall data of the entire schematic plan under the Act during the 2009-2010 year, only 9403 works with 41.99 % are completed. It is also found from the study of 2009-2010 year that no works are taken up for the purpose of Rajeev Gandhi Sewa Kendra for Assam.

The data presented above also reveal in case of the year of 2010-2011 that a total 31136 works are formulated for implements of the Act in rural areas of which 10650 schematic plan having 34.2 % are completed. The percentage of works completed of all the schematic plan except rural connectivity is less than one-tenth of total implementation under the Act. From the overall data, in case of 2009-10 & 2010-11 financial year reveal that the Act has not been successfully implemented in case of the rural areas of Assam. Thus, it is revealed that the implementing agencies are taken so many works for implements the schemes in rural areas, but the works are not successfully implemented in the rural areas of Assam.

Financial performance under NREGA in Assam

One of the important criteria to appraise the performance of the NREGA is to compare estimated cost of the scheme with actual expenditure. The expenditure could be indicated in the Act as wage, material and administrative cost. According to the provision of the Act, at least 60 % financially utilize (including opening balance). Unskilled wage cost may be more than 60 % but material cost can not exceed above 40 %. The data regarding financial performances provide an idea about the implementation skills and the capacity of controlling the programme at the field level. The table no. 4.2 shows the financial performances of the Act in Assam during 2009-10 & 2010-11 year.

**Table No 4.2
Financial Performance under NREGA in Assam (Rs in Lakhs) 2009-10 and 2010-11**

Year	Total Fund Received	Misc Receipt	Total availability	Cumulative Expenditure					Total	Balance Left	Percentage
				On unskilled wage	On semiskilled wage	On Material	Administrative Expenditure				
							Rec. Exp	Non. Rec. Exp			
	1	2	3	5	6	7	8	9	10	11	12
2009-10	131242.6	519.95	131242.62	2784.91	33457.95	2177.51	1233.57	3351.08	103389.76	27852.86	21.22
2010-11	92104.35	1516.1	126441.58	3465.25	33852.06	3115.53	1286.32	4401.85	92104.35	34337.23	27.15

(Source- www.nrega.nic.in)

The data presented in the table no. 4.2 show that the State Council of Assam has received Rs. 131242.62 Lakhs for implements 22392 schemes in the year of 2009-10 in Assam. Regarding cumulative expenditure, Rs. 63735.83 Lakhs (61.64 %) have been spent for un-skilled wages of the schemes, Rs. 2784.91 (2.69 %) Lakhs have spent on semiskilled wages, Rs. 33457.95 Lakhs (32.36 %) have expended on material purpose. The total administrative cost of the schematic is Rs. 3411.08 Lakhs having 32.99 %. The balance left during the year is Rs. 27852.86 Lakhs (21.22 %) and it is carried out for the next financial year. On the other hand, in case of the year 2010-2011, availability of the fund is Rs. 126441.58 Lakhs and spent Rs. 92104.35 (41.74 %) Lakhs in that year. The wage cost are Rs. 50335.21 Lakhs, semiskilled wage purpose Rs. 3465.25 Lakhs and material cost Rs. 92104.35 Lakhs. The distribution of the cumulative expenditure of the Act has provided a clear picture regarding the implementation of the Act in Assam.

Employment Generation: One of the main objectives of NREGA is generation of additional gainful employment for unemployed and under employed persons. Person days of employment generated through SCs, STs, and Women wise of NREGA schemes are shown in the table no. 4.3

**Table No 4.3
NREGA Out Comes (Physical: Employment) of Assam for the Financial Year 2009-2010 and 2010-2011**

Year	No. of household demanded employment	No. of household provided employments	Person days in Lakhs										Average person days per Household	No. of HH availed 100 Days of employment
			Total	SCs	% of SC participation	STs	% of ST participation	Women	% of Women Participation	Others				
	1	2	3	4	5	6	7	8	9	10	11	12		
2009-2010	2139111	2137270	732.97	89.03	12.15	227.37	31.02	203.05	27.70	416.57	34.29	130457		
2010-2011	1807788	1798372	470.54	51.73	10.99	128.26	27.26	124.73	26.51	290.55	26.16	45490		

(Source- www.nrega.nic.in)

It is evident that in the 2009-2010 year, 2139111 household demanded for employment and the entire demanded household got the work under the Act. The total person days generated for rural people are 732.97 Lakhs days. It is found in case of 2009-2010 year that 27.70 Lakhs days consisting only 3.77 % have been received job by the women beneficiaries under the Act. The average person days as per household are only 34.29 in 2009-10 in spite of the provision of 100 days of work in a financial year under the Act. There were only 130457 (6.09 %) number of beneficiaries who availed 100 days of work in the financial year 2009-2010. Employment generation in 2010-2011 year is 470.54 Lakhs of Ppersondays of which 45490 numbers of beneficiaries have got the 100 days of work in the financial year of 2010-2011.

NREGA in Jorhat District

The Jorhat district of Assam has been notified under the Act in the third phases of the NREGA, which started from the 1st April, 2008. According to the guideline of the Act, the scheme has taken ten types of permissible works under the Act. Among the works taken up under the Act, rural link road or rural connectivity is given preferences in case of Assam during the 2009-10 & 2010-2010 year.

Formulation of the Scheme in Jorhat District of Assam

According to the provision of the Act, State Government designates a District Programme Coordinator who can be either the Chief Executive Officer of the District Panchayat, or the District Collector, or any other District-level officer of appropriate rank. A Programme Coordinator is responsible for ensuring administrative and technical approvals to the shelf of projects has been accorded on time. In case of Jorhat, rural link road or rural connectivity is given preferences during 2009-10 and 2010-11 year. The communication system of rural areas remains a problem due to not proper non-gavel road. So under the Act, rural links road are not only preferred due to the location of the villages in remote areas which had to be linked with main roads but

also because these had a great potential of generating a huge amount of employment for unskilled workers.

Soon after, the State Government realized this fact and made a conscious effort to give priority to these works and shelf of projects as well as annual plan is developed by technical experts of Directorate of Rural Development. The main schemes which are formulated for Jorhat district of Assam are shown the table No. 4.4

Table No. 4.4

Physical Assets of NREGA in Jorhat (2009-2010 & 2010-2011 Year)

Types of Work	2009-2011		2010-2011 (Up to December)	
	Works taken UP	Completed	Taken Up	Completed
Rural Connectivity	333 (65.04)	120 (23.43)	506 (64.70)	33 (4.21)
Flood Control & Protection	56 (10.94)	19 (3.71)	33 (4.21)	4 (.51)
Water Conservation & Harvesting	3 (.58)	2 (.40)	9 (1.15)	1 (.12)
Drought Proofing	45 (8.79)	40 (7.81)	50 (6.39)	5 (.63)
Micro irrigation Works	-	-	52 (6.64)	6 (.76)
Provision of Irrigation Facility	6 (1.17)	6 (1.17)	8 (1.02)	-
Renovation of Traditional Water Bodies	38 (7.42)	23 (4.50)	41 (5.24)	8 (1.02)
Land Development	31 (6.06)	8 (1.56)	55 (7.03)	12 (1.53)
Any other activity approved by MRD	-	-	13 (1.66)	-
Bharat Nirman Rajeev Gandhi Sewa Kendra	-	-	15 (1.91)	-
Total	512	218 (42.58)	782 (100)	69 (8.82)

(Source: www.nrega.nic.in)

It is found from table no. 4.4 that rural connectivity has been given preferences in both 2009-10 and 2010-2011 year in Jorhat district of Assam. Out of total 512

works are taken up under the Act in 2009-10 year, where, as many as 333 schematic plans having 65.04 % works are taken for the purpose of rural connectivity of which 120 works having a little less than one-fourth (23.43 %) are completed. On the another way, 56 (10.94 %) works is taken for flood control & protection, 3(0.58 %) works are taken up for water conservation and harvesting purpose, 45 (8.79 %) schematic plan taken for drought proofing, 6 (1.17 %) works for irrigational purpose, 31 (6.06 %) works taken up for land development purpose and 38 works consisting 7.42 % have formulated for renovation of traditional water bodies under the Act. The percentage of the works completed of all the schematic plan except rural connectivity is less than one-tenth of total implementation. The study reveals that the Act is not properly implemented in the rural areas of Assam. The overall data of the entire completed schematic plan under the Act during the 2009-2010 year is only 218 works with 42.58 %. In this regard, it is found about the district level and state level data are comparatively almost same in case of implementation. It is also found from the data of 2009-2010 that no works are taken for the purpose of Rajeev Gandhi Sewa Kendra and micro irrigation works for Jorhat district under the Act.

In the context of 2010-11 year, a total 782 works are taken for different purpose of rural development of which 506 schematic plan having 64.70 % are prepared for the purpose of rural communication . All the works taken up under the Act are less than one-tenth percent implemented during the year of 2010-2011. The overall implementing percentage in the work is 8.82 %. In this regard, the data reveal that the Act is unable to make impact among the rural people of Assam. The state level data is higher about implementing the scheme compared to the Jorhat district of Assam.

Financial performance under NREGA in Jorhat

The financial performances under the Act are to provide the actual picture about implementation of the Act in different level. The total availability of the fund and expenditure helps to observe the implementation of the scheme in the district. Hence, the data show the financial performances of the Act in the district level.

**Table No 4.5
Financial Performance under NREGA in Jorhat (Rs in Lakhs) 2009-10 and 2010-11:**

Year	Total Fund Received	Misc Receipt	Total availability	Cumulative Expenditure					Total	Balance Left	Percentage	
				On unskilled wage	On semis killed wage	On Material	Administrative Expenditure					
							Rec. Exp	Non. Rec. Exp				Total Adm. Exp
	1	2	3	5	6	7	8	9	10	11	12	
2009-10	1958.78	10.48	1958.78	988.66	0	555.26	47.26	0	47.26	1590.98	367.8	23.11
2010-11	2462.19	0	2462.19	1111.9	0	764.14	99.13	37.52	136.65	2012.69	449.5	22.33

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Wage, Material and Administrative Expenditure

NREGA guideline stipulated earlier that the wage-material ratio of the cost of NREGA should be 60:40 respectively. The total availability of the fund in the year 2009-2010 are Rs 1958.78 Lakhs. The total unskilled wages Rs. 988.66 and Material cost is Rs 555.26 Lakhs. The data presented in table no. 4.5 indicate that wage and material ratios in the year are respectively 62.15 % and 34.90 %. The total administrative cost is Rs 41.43 Lakhs having 2.60 %. It is found from the study that the wage and material ratio is followed the guide line of the Act. In the context of the year 2010-11, total availability of the fund is Rs 2462.19 Lakhs of which Rs. 2012.69 (63.62 %) Lakhs spent for different purpose. The total unskilled wages paid by the beneficiaries are Rs. 1111.9 Lakhs having 55.24 percent while only Rs. 0.46 Lakhs (.02 %) spent for semiskilled wages. The material cost of the Act is Rs. 764.14 Lakhs with 37.96 percent. The administrative expenditure including recurring and nonrecurring is Rs. 136.65 Lakhs consisting 6.78 %. The data of the two years provide a clear picture about the implementation of the scheme in Jorhat district of Assam.

Employment Generation

One of the major objectives of the NREGA was to generate employment for unemployed and under-employed persons, both men and women, in rural areas with special emphasis on agricultural labourers, Scheduled Tribes and Scheduled Caste workers. As per the guidelines of the Act preferences had to be given to Scheduled Castes, Scheduled Tribes and Women for employment, so that these poorer sections of the society can come up above the poverty line and can improve the socio-economic status. The detailed of employment generated through person days for the all sections of the society are shown in the Table No. 4.6

Table No 4.6
NREGA Out Comes (Physical: Employment) of Jorhat district of Assam for the Financial Year 2009-2010 and 2010-2011

Year	No. of household demanded employment	No. of household provided employments	Person days in Lakhs										Average person days per Household	No. of HH availed 100 Days of employment
			Total	SCs	%of SC participation	STs	% of ST participation	Women	% of Women Participation	Others				
			1	2	3	4	5	6	7	8	9	10		
2009-2010	68426	68426	11.69	3.79	32.42	2.39	20.42	5.29	45.26	5.51	17.08	157		
2010-11	45893	45893	11.12	1.36	12.23	3.02	27.16	7.86	70.65	6.74	24.23	314		

(Source- www.nrega.nic.in)

It is evident that in the 2009-2010 & 2010-2011 year, the entire demanded household have got the work under the Act. The total person days generated is 11.69 Lakhs in 2009-2010. The SCs have received 3.79 Lakhs of person days (32.42 % of SC participation), STs received 2.39 Lakhs of person days with 20.42 % participation, and 5.29 lakhs person days have received by women with 45.26 % participation. The average person's days are only 17.08 % as per household which is comparatively less of state average i.e. 34.29 %. There were only 157 (0.22 %) numbers of beneficiaries who availed the 100 days of work in the financial year 2009-2010. Employment generation in 2010-2011 year is 11.12 Lakhs of person days of which SCs have received 1.36 Lakhs of person days (12.23 % of SC participation), STs received 3.02 Lakhs of person days with 27.16 % participation, and 7.86 lakhs person days have received by women with 70.65 %. Out 45490 numbers of demanded employment households, 314 beneficiaries consisting 0.68 % have availed 100 days of work in the financial year 2010-2011. The average person days have got the 100 days of work in the financial year of 2010-2011 is 24.23 which is also comparatively low in case of State average.

NREGA in Kaliapani Development Block

Block is the basic unit of the implementation of the scheme. In each block, a Programme Officer (PO) is the coordinator of implementation of Employment Guarantee Scheme (EGS). The chief responsibility of the programme officer is to ensure that anyone who applies for work have got employment within 15 days. The Gram Panchayat is the pivotal body for implementation of the Act in the village level. The Gram Panchyat is also responsible for planning of works, registering household, issuing the job card as well as receiving application for employment. Thus, the Programme Officer, GP are the main implementing agents for proper implementation of the scheme.

The Kaliapani Development Block in Jorhat district is selected for in-depth study of planning and implementation of NREGA. There are 10 numbers of Panchayat under the Kaliapani Development Block. The Panchayats are No. 2 Bhagamukh, No. 3 Tamulichiga Gaon Panchayat, No. 5 Pub Teok, Bamun Pukhuri, Boloma Gaon Panchayat, Chintamoni Garh, Gakhirkhowa, Janjimukh, Moidhaya Teok and No. 7 Pachim Teok.

Physical Progress of NREGA in Kaliapani Development Block

The physical progress of NREGA provides detailed information about the implementation of the Act in the block level. The table contains the information of numbers of registered, demanded as well as provided household, total works taken up and completed works under the Act.

Table No. 4.7

Physical Progress of NREGA 2009-10 and 2010-2011 Year

Year	No of Registered Household	Job Card used	Employment demanded household	Employment provided household	No of filled Muster rolls	No. of families completed 100 Days	Total Works	Works completed
	1	2	3	4	5	6	7	8
2009-10	7549	7549	7549	28962	187	Nil	19	Nil
2010-11	9312	9312	937	937	229	Nil	24	Nil

(Source- Kaliapani Development Block, Jorhat)

Regarding physical progress of NREGA in Kaliapani Development Block, it reveals in the context of 2009-10 year that 7549 numbers households have registered while 9312 numbers have registered in the year of 2010-2011. The entire demanded household in the context of 2009 to 2011 year have got their job card under the Act. All the registered households have demanded for employment. In the year 2010-11,

out of 9312 registered household only 937 household are provided the job under the Act.

An interesting data has received from the office of Kaliapani Development Block that total 28692 households received employment under the Act in 2009-10 year. However, the entire demanded household (937 numbers) have obtained the job under the Act in 2010-11. The data reveal in the context of 2010-11 that majority registered household have not received the job under the Act. The data regarding employment provided under the Act has provided a clear picture about the implementation of the Act in block level. There are not single number of beneficiaries who have completed 100 days of work in the financial year of 2009-10 & 2010-11. This study reveals that the Act is not properly implemented in Kaliapani Development Block. In 2009-10 year, total 19 works are taken for implements while 24 schemes are implemented during the year of 2010-11 in the context of development block. But the entire schematic plan under the Act is not completed. Hence, the study provides a clear picture regarding the implementation of the Act in Kaliapani Development Block of Jorhat.

Performance Appraisal

Financial Performance under NREGA in Kaliapani Development Block

One of the major objectives of NREGA is to generate additional gainful employment for unemployed and underemployed persons, both men and women in rural areas. The employment provided by the Act can be analyzed in terms of the employment generated skilled and unskilled workers. According to the provision of the Act, wages and material ratio should be 60:40. Therefore, the study tries to observe the wage and material ratio in terms of Kaliapani Development Block from the year 2009 to 2011. On the other hand, the study also observes the total fund received, total expenditure as well as administrative expenditure in terms of the block level. The table reveals the details data of the block from 2009 to 2011 year.

Table No 4.8
Financial Performance under NREGA Kaliapani Develop

Year	Total Fund Received	Misc Receipt	Total availability	Expenditure						Total	Balance Left	Percentage
				On unskilled wage	On semis killed wage	On Material	Administrative Expenditure					
							Rec. Exp	Non. Rec. Exp	Total Adm. Exp			
	1	2	3	3	5	6	7	8	9	10	11	12
2009-10	1,36,84,600		1,36,84,600	60,93,700		37,07,155			75,685	98,76,600	38,08,000	28
2010-11	24,47,400		51,80,771	15,87,300		12,21,330			2,10,250	30,18,583	21,62,188	58

(Source- www.nrega.nic.in)

The table No. 4.8 presented above that the total fund received in Kaliapani Development Block during the year of 2009-10 is Rs. 1,36,84,600 in where Rs. 60,93,700 spent in case of unskilled manual work. The received and expenditure data reveal that, Rs. 38, 08,000 (28 % of total fund) are carried out for the next financial year. The total material cost in the year 2009-10 is Rs. 37, 07,155, out of total expenditure Rs. 76,685 are spent for administrative purpose. It is revealed from the 2009-10 year data that a little more than one-third spent for the purpose of unskilled sector. The person days generated for Kaliapani Development Block is 60937. It is found from the above data that Rs. 98, 76, 600 was spent for 19 total works in case of 10 Gram Panchayat under Kaliapani Development Block.

On the other hand, regarding 2010-2011 financial year, the availability of total fund is Rs. 51, 80, 771. The Development Block was received total Rs. 24, 47, 400 for the financial year. It is noticed that the total availability fund is increased due to the balance left Rs in the earlier year of 2009-2010 under the Act. There are taken 24 numbers of works for the year of 2010-2011 year for Kaliapani Development Block. It is found from the study that rural communication and flood control are given preferences in the Act. From the comparative study, implemented in the 2009-11 year, it is noticed that Kaliapani Development Block has received Rs 1, 36, 84, 000 for 19 works while only Rs. 30, 18, 583 for 24 works have received for 2010-11 year. It is found a deviation regarding programme implemented in the year 2010-11 in Kaliapani Development Block. It can be also mentioned that in spite of availability of fund, the works are not completed because of ignorance of the implementing agencies. Out of 43 total schemes under the block, all the schemes are not physically completed.

NREGA activities in the Kaliapani Development Block

Performance Appraisal

The Act provided so many works for infrastructural development of rural areas. In the context of Assam, it is observed that rural communication and flood are

main problems. It basically destroys the economic structure of rural society. In case of Kaliapani Development Block, road communication is the key problems. Majority of the roads are 'Kaccha'. In such a situation, it is observed that rural communication is given preferences' under the NREGA during the 2009-2010 year and secondly Flood control and protection are given the second preferences in this regard. The combination of these two types of works enabled the implementing agencies to maintain the above mentioned norm on the one hand and to fulfill the basic infrastructural needs of the rural areas of Assam. Because during the rainy season which start from July to September has impacted the geographical structure i.e. rural communication system of rural areas. On the other hand, rural economic structure basically depends on agriculture. But flood is the main problems of rural society which destroys the economic as well as infrastructural structure of rural areas. As a result of this problem, the conditions of rural roads are very poor.

Soon after, the State Government realized this fact and made a conscious effort to give priority to these works and shelf of projects as well as annual plan was developed by technical experts Directorate of Rural Development.

Table No. 4.9

Formulation of Schemes under the Block

Sl. No	Works	2009-2010	2010-11
1	Rural Connectivity	16	9
2	Flood Control & Protection	02	3
3	Renovation of Traditional Water Bodies	01	0
Total		19	12

(Source: Kaliapani Development Block, Jorhat)

The table presented above shows that out of 31 numbers of works under Kaliapani Development Block during 2009-10 & 2010-11 year, 25 works are taken for rural connectivity (16 from 2009-10 & 9 from 2010-2011 year) while five (2 from 2009-10 & 3 from 2010-11 year) works are taken for flood control and protection. On the other hand, only one works are taken for renovation of traditional water bodies in the year of 2009-10. It is noticed that except this three schemes, no other permissible works are undertaken such as water conservation and water harvesting, drought proofing, mirror irrigation works, land development and provision of irrigation facility under the Act.

NREGA Progress Report of Kaliapani Development Block

Cost of the schemes under the Act

One of the important criteria to appraise the performance of the NREGA is to compare estimated cost of the scheme with actual expenditure. It provides an actual picture about the implementation skills and the capacity of controlling the programme at the field level. The statement of the NREGA progress report as schematic amount as per annual action plan, fund received, total expenditure, physical progress of the different schemes at the 10 different GP are shown the following table.

Table No 4.10
Statement of NREGA Progress Report for the Year 2009-2010

Name of Scheme	Name of G.P./A.P./Z.P.	Schematic amount as per Annual action plan (Rs. In Lakh)	TS/ Amount (Rs. In Lakh)	Fund received	Expenditure		Physical progress Percentage
					Wage	Material	
Const. of Upper Sagunparanto Parghat Road	Jhanjimukh	35,57,00	35,57,000	35,57,000	16,90,000	4,62,628	61%
Const. of Road from Jagdur PWD to Kahargaon road	Tamulichiga	4,93,000	4,93,00	3,93,000	92400	3,02,966	80%
Dev. of Road from NH-37 to Block HQ Kaliapani	Bamunpukhuri	4,68,000	4,68,000	4,68,000	136420	3,12,585	95%
Dev. of Azarguri Gohaingaon to Arunamukh Mishing gaon E&D link rRad	Pub Teok	11,54,000	11,54,000	11,54,000	3,93,800	7,25,571	97%
Dev. of Road from Daguwal Gaon to Azarguri Jhanji E&D Road	Pub Teok	5,00,000	5,00,000	5,00,000	1,76,400	99,160	47%
Const. of Bogotriguri Road	Pachim Teok	4,55,000	4,55,000	4,55,000	1,57,500	2,39,469	87%
Improvement of Saponi Deodhai Boloma	Boloma	5,00,000	5,00,000	5,00,000	2,90,000	45,680	67%
Const. of Deodhai Moran gaon to Jamuguri Road	Boloma	3,00,000	3,00,000	3,00,000	2,72,000	16,000	96%
Const. of Tarajan Road	Gakhirkhowa	5,00,000	5,00,000	5,00,000	3,70,000	15000	77%
Const. of Eragaon Road	Gakhirkhowa	3,00,000	3,00,000	3,00,000	1,59,397	1,17,574	92%
Const. of Nepali Satra to Sonari Mishing gaon	Madhya Teok	3,51,000	3,51,000	3,51,000	2,28,233	31,186	73%
Const. of Jakhoria Ali Ph-II	Madhya Teok	5,00,000	5,00,000	5,00,000	3,70,000	32,963	79%
Dev. of Kapilachuk to Gayan Chuk Road	Bhogamukh	3,71,000	3,71,000	3,71,000	3,20,888	31,225	94%
Clearing & Renovation of Pit from Borbeel	Chintamonigarh	5,00,000	5,00,000	5,00,000	4,44,000	32,275	95%
E/W & Gravelling of LCR PWD Road to Boragaon Road via Duliagaon	Tamulichiga	5,00,000	5,00,000	5,00,000	2,25,784	2,04,730	86%
Dev. Of Tamulichiga Gayan gaon	Tamulichiga	4,46,000	4,46,000	4,46,000	3,23,480	14,595	75%
E/D & Gravelling of Kotari Kham Garh	Bamunpukhuri	3,50,000	3,50,000	3,50,000	1,81,947	32,645	61%
Erosion Protection and Excavation of Teok River	Jhanjimukh	59,23,000	59,23,000	15,0000	----	----	----
Excavation of canal from Garkhawoi bridge and construction of Embankment at Jhanjimukh	Jhanjimukh	3,75,000	3,75,000	1,50,000	----	----	----

Source: Kaliapani Development Block

Table No 4.11
Statement of NREGA progress report for the Year 2010-11

Name of Scheme	Name of G.P./A.P./Z.P.	Schematic amount as per Annual action plan (Rs. In Lakh)	TS/ Amount (Rs. In Lakh)	Fund received	Expenditure		Physical progress Percentage
					Wage	Material	
Cleaning of Borbill, Borolomukh, Tamulichiga	Chintamonighar	300000	300000	300000	97000	22000	35%
Amtol Hozirika Path	Bhogamukh	500000	500000	300000	97000	18000	20%
LCR PWD Road to Sensowagoan road via Duliagaon	Tamulichiga	500000	500000	300000	97000	25000	50%
Const. of Bonai to Kakotigaon road	Bamumpukhuri	500000	500000	300000	97000	18600	23%
Dev. Of Jagduar Habigaon to Medhakhat Tini Ali Link Road Ph-1	Pub Teok	500000	500000	300000	97000	180000	56%
Const. of Jakharia Ali Ph-III	Madhya Teok	500000	500000	300000	97000	11000	25%
Const. of Ring Bundh at Teok River Part-I	Pachim Teok	500000	500000	300000	97000	13400	20%
Const. of Kasturba Gandhi Kendra to Namsesu link road via Khoripalant village	Boloma	500000	500000	300000	97000	11000	25%
Const. of Majkuri Khanikar Path Kathan Chapori	Gakhirkhowa	500000	500000	300000	97000	12000	20%
Excavation of Channel from Ghorachowa Bill to Boralmora Sluice Gate to Jhanji River	Chintamonighar	494000	494000	296400	-----	-----	-----
Repairing of Azarguri ring Bundh	Pub Teok	443000	443000	265800	-----	-----	-----
Anti Erosion Measures at Bormathauri Luitporia Area	Jhanjimukh	142000	142000	85200	-----	-----	-----

Source: Kaliapani Development Block

The table no. 4.10 reveals the Panchayat wise distribution of the scheme, schematic amount as per annual plan, fund received, wage and material ratio as well as physical progress of the different schemes at the different Panchayats under the block. It is found from the table that, the highest Rs. 35, 57,000 are received by the Gangimukh Gaon Panchayat for the year of 2009-10 for construction of Upper Sagunpara to Parghat road. The wages and material cost of the scheme were respectively wages Rs. 16, 90, 000 (47 %) & material Rs. 4, 62, 628 (13 %). The physical progresses of the scheme are 61 %. It is also observed the schematic progress report that all the mentioned above plans are not 100 % physically progress. The data also indicate that out of 19 schemes under the development block, 6 schemes are more than ninety percent physically progress. It also noticed in 2009-10 year that the two schemes namely 'Erosion Protection and Excavation of Teok River' and 'Excavation of Canal from Garkhawoi Bridge and construction of Embankment at Jhangimukh' which are taken Jhanjimukh Gaon Panchayat physically are not appraised.

In the physical progress of the year 2010-2011, Kaliapani Development Block has provided 24 numbers of total schemes (Table No. 4.10) for different GP. But, it is found from the table no. 4.10 that only 12 schematic plans are prepared for 10 GP. All the schematic works are in progress when the data are collected from the development block. The data presented in the table shows that all the schemes are not less than half percent progress. It can be mentionable that other 12 schemes are not yet started during the collection of data.

NREGA in No. 7 Pachim Teok Gaon Panchayat

Panchayat is the main tool for the implementation of NREGA. The Pachim Teok Gaon Panchayat under the Kaliapani Development Block was selected for in depth study for understanding the implementation of the Act in the panchayat level. There are 825 numbers of NREGA beneficiaries up to 2010 year in where only 73 (8.85 %) numbers are female beneficiaries. There are two schemes taken from one

each for two financial years (2009-10 & 2010-11 year). The two schemes mentioned table No. 4.09 and Table no. 4.10 are i) Construction of Bogoriguri Road, ii) Construction of Ring Bandh at Teok River Part-I.

It is evident from the table that Rs. 4, 55, 000 are received in 2009-10 by Pachim Teok Gaon Panchayat for construction of the Bogoriguri road as an annual action plan and GP has received the entire schematic amount for implementation. The total wages of beneficiaries are Rs. 1, 57, 500 and material expenditure Rs. 2, 23, 469. The wage and material ratio are respectively 41.34 & 58.66 percent. Out of total fund, GP have spent Rs. 3, 80, 969 for the scheme and carried out Rs. 74,031 (13 %) for the next financial year. The physical progress of the scheme is 87 %. The person days generated for the beneficiaries are 1575. The study provides a picture about the implementation of the scheme in the Panchayat. Although the physical progress is 87% of the scheme, it is found from the field that the Act can not provide proper rural communication due to unavailability of providing the sand gravel in schematic road under the Panchayat. It is observed from the field study that during rainy season, the roads became very muddy and sleepy in some parts of the Bogoriguri area. It provides a picture about the appraisal of the scheme in the area. Some of the NREGA beneficiaries in this regard argued that the GP can not take initiative steps for construction in the road. Hence, it may be mentioned that the scheme is unable to provide the actual rural connectivity among the people of Bogoriguri area. In this regard, it is important to mention that the Bogoriguri is very back ward and flood affected area. The key problem among the people of this area is communication. In such a situation, due to non implementation of this scheme in this area under the Act, it still remains a key problem for that area.

In the context of 2010-11 years, Pachim Teok Gaon have received a plan for 'construction of Ring Bandh at Teok River Part-I'. Pachim Teok Gaon Panchayat has implemented the scheme in the year of 2010-2011. It is revealed from the study that

the schematic amount for the annual action plan Rs. 50000. Out of total amount, fund received as first install is Rs. 30000. The total wages are given in the scheme are Rs. 97,000 and material expenditure Rs. 13,400. The wage and material ratio are respectively 87.87 & 12.13 percent. The person days generated for this year is 970 days. The physical progress of the scheme is only 20 %. It is revealed that the scheme is unable to provide the flood control of the area. On the other hand, the Teok River destroys the economic and infrastructural structure of the villages of the area. In such a situation, an initiative step is taken for controlling the flood of Teok river. But it is noticed that the ring bandh was constructed through the uses of sandy soil by the beneficiaries and as a result the ring bandh is broken. The GP members can not inspect the work properly and the work is not good as reported by the some of the beneficiaries in the Act. In such a situation, due to the non-implementation of this scheme in the area under the Act, it's still remains a key problem for that area.

The study has also covered the three villages of Pachim Teok Gaon Panchayat namely Komar Khatowal, Dulia Gaon and Gohain Pather. It is revealed during the collection of data that the two villages' beneficiaries namely Komar Khatowal and Dulia Gaon have got the job under the Act. On the other hand, the beneficiaries of Gohain Pather have not got the job under the Act. With the discussion of the beneficiaries it is revealed that the officials are failing to maintain the regular inspection of the Act and as result the scheme is not properly implemented in the area. Another observation is found in the study that there were inner conflicts among the members of GP. For this situation, majority of the beneficiaries have not got the job under the Act.

Major Findings

1. From the secondary data, the state as well as district scenario reveals that 100 % people who have applied for jobs have secured employment under the Act.
2. The concept of shelf of projects was not clearly understood throughout the State. The practice was of preparing annual actions plan every year and the whole process of planning was repeated year by year. It is found from State to Panchayat level study that the preferences are given to the rural connectivity due to lack of proper communication in rural areas.
3. It is found from the study that 22392 schematic plans for 2009-10 for Assam and 311136 plans for 2010-11 were prepared in Assam in which 9403 schematic plan having 41.99 % in 2009-10, 10650 plans consisting 34.2 % in 2010-11 was successfully completed under the Act. In the context of Jorhat district of Assam, 512 schematic plans in 2009-10 year are prepared of which 218 (42.58 %) schemes are successfully completed while in case of the year 2010-11, 782 schematic plans are formulated of which only 69 having less than one-tenth (8.82 %) Schematic plan are success. It is also found in the study that out of total 43 (19 in 2009-10 and 24 in 2010-11 years) total schemes in Kaliapani Development Block; all the schemes are not successfully completed under the Act. It caused not only delays in the preparation of annual action plans every year but also affected the quality of assets created under the programme as most of the works could be started at the fag end of the financial year and under pressure. As a result quality could not be maintained in all the permissible works taken up under the Act. Hence, it is observed from the above study that majority of the schematic plans are not successful in case of Assam.
4. It has been observed that five year perspectives plans as well as annual plans have been prepared under the Act. However, it is found from the study that these plans are not actually prepared in consultation with the Gram Sabha. Instead, these are

- prepared either by some external agencies or by the block level official. It has also been observed that priorities of works mentioned in the annual plan is influenced by the block and district officials, instead of Gram Sabha. The five year perspectives plan in the context of district level is not found from the office of DRDA. Regarding this, there is a lack of awareness among the some implementing agencies on how the plans and priorities in the plans can be modified by the Gram Sabha.
5. The percentage of works completed under the entire schematic plan except rural connectivity is less than one-tenth of total implementation in case of the State, district as well as block level in the year of 2009-2010 & 2010-2011. In case of Jorhat district in Assam, the rural connectivity percent is only 4.21 and overall percentage in the district is just 8.82 % (Up to December, 2010). This study reveals that the Act is not totally succesful in case of Jorhat district during 2010-2011 year.
 6. No much major deviations were observed in the context of wage and material cost in case of state, district, block level during the 2009-2010 and 2010-2011 year. The wage and material cost of the Act should be 60:40 according to the guideline of the Act. The implementing agency of the Act was very conscious about the provision of wage and material ratio of the Act. This indicates that the quality of assets was not given much consideration and more emphasizes was laid on generation of employment to fulfill the target.
 7. Out of availability of total fund in all the level, it is found that finance is not a constraint in the implementation of NREGA and that the State Government of Assam has not been able to fully utilize the allocations made under these programmes. It is revealed that in the entire district, state as well as block level a huge amount carried out for the next financial year. It has been seen to be a continuous trend year after year. Due to this reason, majority of the schematic plans taken up under the Act have not been succesful.

8. The utilization of the funds depends on the capacity of the implementing agency and the capacity of the implementing agency is a function of size of allocations for implementation. The implementing agencies of the Act are not actively working to implement the Act in the context of Assam.
9. It is also found regarding implementation of the Act, the lack of orientation of DRDA and block officials in rural development programmes are major factors responsible for such launches in execution of rural development programme. There is a need to develop a cadre-based structure for planning and implementation of rural development programmes in the state. It is noticed during the study of Kaliapani Development Block and Panchayats that the officials do not regularly inspect the schemes under the Act.
10. The person days provide an actual picture about the implementation of the Act. The average person days of Assam in the year of 2009-2010 year are 34.29 days as per households and 26.16 days of average in the context of 2010-2011 year. In 2009-10, 11.69 Lakhs person days are provided for the rural people of Jorhat district of which 17.08 average person days are taken by per households. In the context of 2010-2011, total 11.12 Lakhs person days are provided and 24.23 days as the average persons days. The study indicates that the Act has not been properly implemented in the rural areas of Assam as well as Jorhat District of Assam. They are deprived of 100 days of work in a financial year which are to be provided according to the guide line of the Act.
11. The chief objective of the Act is to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household. The study regarding 100 days availed employment in a financial year, 6.09 % household in 2009-2010, while 2.51 % total household had completed 100 days of work in a financial year of 2010-2011 in case of Assam. In spite of such objectives of the Act, out of 68426 numbers of household in Jorhat district of Assam

- in 2009-10 year, only 157 having a few (0.22%) household completed 100 days of work in a financial year. In case of 2010-2011 year, 314 household (0.68) availed 100 days of employment out of 45893 households. On the other hand in case of Kaliapani Development Block, no household have got the 100 days of work in the financial year 2009-2010 & 2010-2011 year. It may be say from the data that the Act can not contribute the economic upliftment of rural people.
12. Regarding total person days generated, women constitute 45.26 % & 70.65 % respectively in the year of 2009-10 and 2010-2011, STs constitutes 20.42 % in 2009-2010 and 27.16 % in 2010-2011 year while the SCs constitutes 32.42 % in 2009-10 and 12.23 % constitutes in the year of 2010-11 in the context of Jorhat district of Assam. In Case of Assam, women for 27.70 %, 31.02 % for STs and 12.15 % for SCs constitutes person days in the year of 2009-10. It is found in the context of 2010-11 in Assam that 26.51 % for women, 27.26 % for STs and 10.99 % for SCs constitutes person days of work.
 13. The two schematic plans are taken by the Pachim Teok Gaon Panchayat in two financial years. Regarding financial performances in the construction of Bogoriguri road under Pahim Teok Gaon Panchayat in 2009-2010 year plan, the wage and material ratio respectively are 41.34 % and 58.66 %. On the other hand, only 20 % work is physically progress in case of Ring Bandh of Teok river in the year of 2010
 14. While the status of registration of rural household is reasonably good in case of district, state as well as block level of average almost 100 %. Whereas most of families registered under NREGA have been issued job cards, it has been observed that in one Panchayat surveyed that the job cards have not been distributed to the workers. The primary data collected from the Pachim Teok Gaon Panchayat reveals that majority beneficiaries of one village have not been provided the job cards under the Act. In this regard, it's found a deviation regarding the implementation of the scheme.

15. Along with providing employment opportunities for people, the NREGS also aims at creating sustainable assets which would, in the long term, have an impact on the economy of the rural area. The conservation works also given the preferences under the Act. These include creation of soil and water conservation works. There is a great possibility of these works showing positive results in the coming year. The infrastructural development works particularly rural connectivity has also been commendable.
16. The finding of the field as well as sources of study indicates that people are not aware that they have to demand for work. As of now people are getting work because a good numbers of works has been started in different places. There is also apathy regarding Panchayat in providing receipts against the application given by the workers demanding jobs.